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Bill no.64, minutes of  
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UNITED STATES  
DEPARTMENT OF  
EDUCATION  
BUREAU OF  
VOCATIONAL TRAINING

REPORT

ON THE  
RESULTS OF THE NATIONAL SURVEY OF  
VOCATIONAL TRAINING

CONDUCTED BY THE BUREAU OF  
VOCATIONAL TRAINING

WASHINGTON, D. C.  
MAY 1944

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WASHINGTON, D. C.

UNITED STATES GOVERNMENT PRINTING OFFICE



SESSION 1942  
HOUSE OF COMMONS

SPECIAL COMMITTEE  
ON  
**VOCATIONAL TRAINING**

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**BILL NO. 64**

An Act to assist in the carrying on and co-ordination of  
Vocational Training

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MINUTES OF PROCEEDINGS AND EVIDENCE  
No. 1

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Friday, May 1, 1942  
Thursday, May 7, 1942

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Witness:

Mr. R. F. Thompson, Dominion Supervisor of Training, Labour Department,  
Ottawa, Ontario

## ORDERS OF REFERENCE

HOUSE OF COMMONS

WEDNESDAY, April 22, 1942.

*Resolved*,—That a Special Committee consisting of Messrs. Bruce, Donnelly, Edwards, Fraser (*Peterborough West*), Lafontaine, Leger, McCulloch, Marier, Mitchell, Noseworthy, O'Brien, Reid, Roebuck, Shaw and Winkler be appointed to consider a Bill intituled: "An Act to assist in the carrying on and co-ordination of Vocational Training" and that the said Committee be empowered to send for persons, papers and records and to report from time to time.

*Attest.*

ARTHUR BEAUCHESNE,  
*Clerk of the House.*

HOUSE OF COMMONS

THURSDAY, April 23, 1942.

*Ordered*,—That the following Bill be referred to the said Committee:—

Bill No. 64, An Act to assist in the carrying on and co-ordination of Vocational Training.

*Attest.*

ARTHUR BEAUCHESNE,  
*Clerk of the House.*

HOUSE OF COMMONS

MONDAY, May 4, 1942.

*Ordered*,—That the said Committee be empowered to print, from day to day, 500 copies in English and 200 copies in French of its minutes of proceedings and evidence, and that Standing Order 64 be suspended in relation thereto.

*Ordered*,—That the said Committee be given leave to sit while the House is sitting.

*Attest.*

ARTHUR BEAUCHESNE,  
*Clerk of the House.*

## REPORTS TO THE HOUSE

FRIDAY, May 1, 1942.

The Special Committee on Vocational Training begs leave to present the following as its

### FIRST REPORT

Your Committee recommends that it be empowered to print, from day to day, 500 copies in English and 200 copies in French of its minutes of proceedings and evidence, and that Standing Order 64 be suspended in relation thereto.

Your Committee further recommends that it be given leave to sit while the House is sitting.

All of which is respectfully submitted.

T. F. DONNELLY,  
*Chairman.*

(This first report was concurred in on Monday, May 4, 1942.)



## MINUTES OF PROCEEDINGS

ROOM 268,

FRIDAY, May 1, 1942.

The Special Committee on Vocational Training appointed to consider Bill No. 64, An Act to assist in the carrying on and co-ordination of Vocational Training met this day at 11 o'clock, in Room 268.

*Members present:* Messrs. Bruce, Edwards, Fraser (*Peterborough West*), Lafontaine, Léger, McCulloch, Marier, Mitchell, O'Brien, Reid, Roebuck, Shaw and Winkler. (13).

*In attendance:* Mr. R. F. Thompson, Dominion Supervisor of Youth Training, Labour Department, Ottawa, Ontario, Mr. A. M. Wright, Director of Rehabilitation, Department of Pensions and National Health, Ottawa, Mr. Robert England, Executive Secretary, Interdepartmental Rehabilitation Committee, Pensions and National Health Department, Ottawa, P. W. Russell, K.C., Departmental Counsel, Pensions and National Health Department, Ottawa.

A quorum being present, the Clerk of the Committee proceeded to elect a chairman.

On motion of Mr. Winkler, seconded by Mr. McCulloch, Dr. T. F. Donnelly was unanimously elected chairman.

Dr. Donnelly thanked the members of the Committee for this honour and asked the Clerk to read the Order of Reference under date of April 22, 1942.

On motion of Mr. Edwards, seconded by Mr. Marier:

*Resolved,*—That the Committee request permission to print, from day to day, 500 copies in English and 200 copies in French, of its minutes of proceedings and evidence, and that Standing Order 64 be suspended in relation thereto.

On motion of Mr. Reid, seconded by Mr. Roebuck:

*Resolved,*—That the Committee ask leave to sit while the House is sitting.

In order that members of the Committee may familiarize themselves with the proposed scheme, Mr. Roebuck thought that all the literature relative to Youth Training should be made available to the members. Mr. Edwards and Mr. O'Brien shared his views.

The Minister of Labour, Hon. Mr. Mitchell, stated that members of the Committee would be supplied as soon as possible with the necessary information. He assured the members that suggestions with a view to improving the plan would be welcomed. This plan, he remarked, took into account the present as well as the post-war period.

The Committee agreed that Mr. R. F. Thompson, Dominion Supervisor of Youth Training, should be called to acquaint the members with the Youth Training Program in its entirety.

The question of appointing an Agenda Committee was left to the Chairman.

The Committee adjourned to meet again on Thursday, May 7, in Room 268, at 11 o'clock.

ANTONIO PLOUFFE,

*Clerk of the Committee.*

ROOM 268,

THURSDAY, May 7, 1942.

The Special Committee on Vocational Training, met this day at 11 o'clock, in Room 268. The Chairman, Mr. Donnelly, presided.

*Members present:* Messrs. Bruce, Donnelly, Fraser (*Peterborough West*), Lafontaine, Léger, McCulloch, Marier, Mitchell, Noseworthy, O'Brien, Reid, Roebuck, Shaw and Winkler. (14).

*The Witness:* Mr. R. F. Thompson, Dominion Supervisor of Youth Training, Labour Department, Ottawa, Ont.

*In attendance:*

1. Mr. Walter S. Woods, Associate Deputy Minister, Department of Pensions and National Health, Ottawa, Ont.
2. Mr. A. M. Wright, Director of Rehabilitation, Department of Pensions and National Health, Ottawa, Ont.
3. Mr. Robert England, Executive Secretary, Interdepartmental Committee on Rehabilitation, Department of Pensions and National Health, Ottawa, Ont.
4. P. M. Russell, K.C., Departmental Counsel, Department of Pensions and National Health, Ottawa, Ont.

The Chairman directed the attention of the members of the Committee to a ruling of the Board of Internal Economy concerning the printing of evidence.

Mr. Donnelly further explained that the agreement entered into with the Provinces of New Brunswick, Manitoba and Quebec, with respect to the Youth Training Act, 1939, was in substance identical for all three provinces.

Mr. R. F. Thompson was then called. The witness gave an outline concerning the Youth Training Programme and was questioned.

The Minister of Labour, Hon. Mr. Mitchell, made a brief statement in connection with the skilled labour and trades engaged in shipbuilding.

The Committee agreed to the institution of an Agenda Committee composed of Messrs. Reid, Fraser (*Peterborough West*), Noseworthy, Marier, Roebuck and the Chairman. The Agenda Committee will meet at the earliest possible date, at the call of the Chair.

The following documents and pamphlets received from Mr. R. F. Thompson were distributed to the members of the Committee and a copy of each is in the custody of the Clerk:

1. Youth Training Act, 1939.
2. Bill No. 64, An Act to assist the carrying on and co-ordination of Vocational Training.
3. Report of Supervisor of Training for fiscal year 1938-39.
4. Report of Supervisor of Training for fiscal year 1939-40.
5. Report of Supervisor of Training for fiscal year 1940-41.
6. Report of the Interdepartmental Committee on Labour Co-ordination regarding Canada's War Emergency Training Programme for 1941.

7. Bulletins Nos. 1, 2 and 3 for War Industry.
8. Form of agreement entered into under Youth Training, 1939.
9. Proceedings of War Emergency Training Conference from March 16 to March 18, 1942.
10. The *Labour Gazette*, No. 4, Vol. XLII, April, 1942.
11. Statement setting forth the Dominion's allotments for War Emergency Training during the fiscal years 1940-41, 1941-42 and 1942-43, also expenditures for 1940-41 and 1941-42.
12. Statement showing allotments and expenditures for Youth Training by provinces in each of the three years the Youth Training Act, 1939, was in operation.

On motion of Mr. Reid, seconded by Mr. Fraser (*Peterborough West*):

*Ordered*,—That items 11 and 12, listed above, be printed in to-day's minutes of proceedings and evidence as Appendices A and B.

On motion of Mr. Reid, the Committee adjourned until Monday, May 11, in Room 268, at 11 o'clock.

ANTONIO PLOUFFE,

*Clerk of the Committee.*



## MINUTES OF EVIDENCE

HOUSE OF COMMONS, Room 268,

May 7, 1942.

The Select Committee on Vocational Training met at 11 o'clock a.m. The Chairman, Dr. Thomas F. Donnelly, presided.

The CHAIRMAN: Order. Gentlemen, at the last meeting that we had we passed an order asking the house for permission to print 500 copies in English and 200 copies in French of the evidence. It has been suggested that the attention of the members of the committee be directed to a ruling of the Board of Internal Economy of the House of Commons to the effect that printing be confined to evidence and to questions and replies given thereto, and not to any long speeches that some of you men may want to make. I think we shall try to abide by that ruling, if that is satisfactory to you all. I do not see any reason why it should not work out all right.

Mr. ROEBUCK: The way to get out of that is not to make long speeches.

The CHAIRMAN: We have the agreement drawn up between the federal government and the provincial governments. We have not a sufficient number of those of any one province to give each member a copy; but the agreements are all the same with the provinces except with regard to the amounts of money allotted to the different provinces. The agreements are here if anyone wants to see them.

Mr. NOSEWORTHY: Have you a record of the amount of money agreed upon between the different provinces?

The CHAIRMAN: I think there is somewhere a record of that in the literature that was sent out to us.

Mr. REID: Have the agreements never been changed since 1929?

The CHAIRMAN: They are practically the same, I understand.

Mr. R. F. THOMPSON: The agreements are identical in each province.

The CHAIRMAN: They have not been changed from 1939 to the present time?

Mr. THOMPSON: No; those agreements, of course, expired on March 31, this year.

Mr. REID: And they are renewed every year, I suppose.

The CHAIRMAN: It is the same agreement up to the 31st of March this year. A new agreement has not yet been made.

Mr. THOMPSON: The new agreement is just going up to council now.

Mr. REID: I have before me the Manitoba agreement. In that agreement is mentioned the sum of money allotted to the province of Manitoba—I mean the dominion's share of money. If you look at the literature submitted to us you will find the amounts of dominion allotments different in the different provinces.

The CHAIRMAN: Yes, that is true.

Mr. REID: So that the agreements are not entirely the same.

The CHAIRMAN: That is what I said. It is the same agreement. The agreement is the same, but the amount granted to each province is different.

Gentlemen, we have with us to-day Mr. Thompson. I presume our business this morning will be to hear from him an explanation of this whole scheme. That is our procedure this morning unless you want to bring up something else.

Mr. REID: I wonder if you would be good enough to tell us what department Mr. Thompson is from. I am sorry, I should know but I do not.

The CHAIRMAN: Mr. Thompson, would you explain to the committee your position?

Mr. R. F. THOMPSON, Dominion Supervisor of Youth Training, Labour Department called.

The WITNESS: Mr. Chairman and gentlemen, I think it might help to clarify the situation if I just gave a brief background of the whole training programme. It started in 1937.

The CHAIRMAN: Tell the committee first of all what your position is.

The WITNESS: I am the Supervisor of Training in charge of the training programme for the Department of Labour. The programme started in 1937 as the Youth Training Programme. There was an appropriation passed by the house at that time of \$1 million for the purpose of training unemployed young people between the ages of 16 and 30 for gainful employment or for projects to maintain morale during periods of unemployment. That amount was allotted to each province by an agreement, under which the province undertook to pay 50 per cent of the cost incurred. That appropriation was given only for the fiscal year and there was no provision for continuity or for it being continued after the end of the year. The natural result was that at the end of the fiscal year the provinces were loathe to undertake commitments for lease of premises, salary of staff, and so on. The fund was renewed the following year, and increased to \$1,500,000. Again there was no provision for continuity; so that at the end of each fiscal year there was the inevitable lag in the whole programme.

Then, in the spring of 1939 the house passed the Youth Training Act, which appropriated \$4,500,000 for purposes of youth training to be expended over a period of three years, terminating at the end of the fiscal year March 31, 1942. That amount was allotted at the rate of \$1,500,000 a year; and agreements were drawn up—the agreements you now have before you. These agreements were identical in each province except for the sum of money allotted. Then, when that agreement was signed each province submitted schedules of the type of project they wanted to carry on.

*By Mr. Roebuck:*

Q. What is the basis of the financial allotment?—A. Fifty per cent by the dominion and fifty per cent by the province.

Q. Yes; but I am referring to the basis as between provinces, some got more than others?—A. Yes. That was determined by council in proportion to the need as it seemed to exist at that time. I might just say, Mr. Chairman, that no province has ever yet utilized the full amount of the dominion's allotment. Some provinces, as you will see by your statement, only utilized less than fifty per cent of it; so that the funds provided were adequate; that is, so far as the demand was made on them by the provincial governments. The schedules they submitted outlined the different projects they thought would be useful in their own area. These schedules were submitted to the minister and when approved by him became an integral part of the agreement. If you look over the reports you will find they comprise almost every conceivable type of training both for urban people and for rural people to fit them for gainful employment, ordinary employment, and also to fit them for self-employment. Other projects, such as physical training and citizenship,

[Mr. R. F. Thompson.]

which were not designed to fit them for employment at all but were designed to improve their physical fitness, to maintain their morale and to give some increased understanding of their responsibilities as well as their privileges in citizenship in a democratic country were undertaken. That has been particularly stressed in a good many areas since the outbreak of war; but there was an age limit for those who were eligible. That was prescribed by the act, 16 the minimum and 30 the maximum.

At the outbreak of war, or shortly afterwards, it became apparent we would have to embark on a much wider programme of training to provide tradesmen for the armed services and also to provide workers for war industries. It seemed to be the best thing to do to avoid loss of time, in view of the urgency of the situation, to utilize our existing organization, the existing agreement, and to overcome the limitations of the agreement with regard to the unemployment conditions and the age of the trainees and the fifty per cent provincial contribution. We got authority from council under the War Measures Act in our war training programme to override these limiting conditions enabling us to take in people of any age, whether they were employed or unemployed, and enabling the dominion government to finance practically 100 per cent of the cost of the programme.

That war emergency training started about June of 1940 with a special appropriation, and was carried on in addition to the ordinary youth training schedules to which I have referred before. Then in the fall of 1940 the interdepartmental committee on labour coordination gave careful study to the war training programme and outlined a policy which in fact is almost identical with the one we had been following by which the programme would be continued and expanded during the fiscal year 1940-41 and 1941-42. We made a rough estimate—and it was a very rough estimate—of the cost that would be involved and of the number of trainees that we thought we could handle in the course of the year. As the year developed we were asked to assume increasing responsibilities; so that at the end of the fiscal year just closed, whereas we had estimated we would take in something like 50,000 trainees, we actually took in about 73,000. The increase in the costs of the training, I am glad to say, was not proportionate to the increase in the enrolment.

The training given under the war emergency is, broadly speaking, of the following various types. First of all we were training enlisted men for the army as tradesmen. They were referred to us by the military districts in terms of quotas set by the Department of National Defence. Our responsibility was simply to provide the trade training that the army wanted. That course lasted as a rule three months. In some special cases it lasted four to six, but three months was the normal course requested by the army. Then, for the Air Force, we extended training. As a matter of fact, we actually started training for the Air Force before war broke out. We had our first schools in June of 1939, and from that time on we have been training ground mechanics for the R.C.A.F. It has been continually expanded, and at the present time, for the last six months the program has been recognized officially as an integral part of the Air Force training plan, and we now supply them with all their wireless operators, all their air engine mechanics and all their air frame mechanics and a considerable proportion of their radio mechanics. These are pre-enlistment courses. The men are not enlisted by the Air Force until they have finished their course and passed the trade test. The course lasts for four and a half months, except for radio mechanics where it lasts six months. You will see in the reports the figures of the number that have enlisted in the Air Force during the past fiscal year; just from memory, I think we had enrolments of more than 15,000 in the Air Force classes. Then, last year, we were asked to consider a new type of training for the Air Force. They found a very large number of

men in the country who wanted to get into air crew work who were suitable except that they did not have quite sufficient education. A lot of them had been out of school for some years and were rusty. Others did not have a sufficient knowledge of mathematics and science. So we opened up what we call air crew educational schools, to bring these boys up to the required standards of knowledge in English and science, and particularly physics, and in mathematics. Our enrolments in these schools at the present time is about 1,300. The course they are in lasts twelve weeks.

Then, the main part of the program is the training of workers for war industry; and we are not concerned under it, and never have been concerned, with the training of people for non-essential industry. The employers to whom we supply trainees must be engaged in war production in one part of the country or another. Now, to find out the requirements of industry we have maintained a special staff of field representatives. We have a lot of these representatives in all parts of the country and, incidentally, their job is to contact the employers and find out from them their requirements, the number of men and women they will need and the training they want them given; and then that information is passed over to the schools in the area and courses of training approved by the industry are drawn up, trainees are selected; and in a good many cases the industrial personnel manager sits in on the selection and definitely sponsors a group. In other words, that sponsorship means that when that group have finished school and get their certificates they are given employment with the firm who sponsors them. Other groups are not sponsored but we arrange placements for them through our field men. At the beginning of the program we found the usual skepticism among the manufacturers as to the type, or the efficiency or the nature of the training that could be given for industry in any school. I am glad to say that that has entirely disappeared. We do not claim that that is altogether due 100 per cent to the excellence of our training; rather, it is due in part I think to force of circumstances; so that whereas a little over a year ago we had a lot of people whom we could not place, at the present time we can find employment for all those whom we turn out; and the reports we get from the employers are that they are very well pleased with the type of trainee, that is on the whole, and with the type of training.

Now, these courses last anywhere from two weeks up to six months, according to the requirements of the employer. Many of them are of a highly specialized nature. There are cases where we only train people for a special type of operation. Now, quite frankly, from the long range point of view of vocational training, and in the best interests of the trainees themselves, that is not desirable. It does not give them a chance to acquire a sufficient range of skill, but in view of the urgency of the situation we have we have no other course to follow. We ask the employers, however, when these trainees go into their establishments that wherever they show they have potential skills or aptitudes to fit them for higher jobs the employer should afford them opportunities for advancement. They get a chance to acquire greater skill, and in that way the employers not only increase the value of the employee to themselves but at the same time they increase that worker's chances in attaining greater skill and shall we say for obtaining employment later on when conditions are the reverse of what they are today.

We have turned out to these industries in the past year something like 37,000 men and women. The proportion of women in our programme is increasing rapidly, and I would think that before the end of this summer we will have far more women in training than we have men. As a matter of fact, in the last two months the percentage of placements of women has been in excess of the percentage of placements of men, and I think it is only reasonable to expect that that will increase continually.

[Mr. R. F. Thompson.]



I do not know that there is much more that I could usefully add at this point. There are a lot of other points but they relate more to the detail of operation and I could talk to you all morning about that. If I might suggest it, probably the better way for us to proceed, Mr. Chairman, if it meets with your approval, would be for the chairman of the committee to ask the questions and I will endeavour to answer them to the best of my ability. May I point out that I have a slight physical handicap which was visited on me some years ago, so, gentlemen, if you will be good enough to speak up loudly so I can hear you I will appreciate it.

*By Mr. Fraser:*

Q. When women are taken in at the plants do they receive the same pay as the men?—A. Well, Mr. Chairman, that is not a matter which comes directly under our purview, that is covered by industry. In some cases the women receive the same rate of pay as the men; in others they receive less. I think there is an order in council covering the minimum rates for our trainees and it sets forth the provision that anybody, regardless of sex, who has finished a special course in our schools is entitled to a minimum trade wage of 35 cents an hour, either for men or women.

Q. Does that increase as time goes on and they gain experience in the plant?—A. That is something over which we have no control. Normally it does.

*By Mr. Shaw:*

Q. Reference has been made to pre-enlistment training for the R.C.A.F.; what undertaking do you secure from the individual before he undertakes the training that he will join the R.C.A.F.?—A. We have them sign a statement when they come into our schools that at the conclusion of their training they will enlist. Now, legally, I don't think that is worth the paper it is written on, it is a gentlemen's agreement; but I am glad to say in the whole programme I do not think we have had a dozen cases where the boys have gone back on us and there have been very good personal reasons. We have no complaints on that score at all.

*By Mr. Reid:*

Q. Would you mind telling us the procedure in the case of say a boy 20 years of age who learns shall we say acetylene welding breaking into industry? What I have in mind is this, do these boys when they go into industry go in as apprentices, or learners? Of course, you have the unions to contend with, and I am trying to follow the practicability of training right through. Could you tell the committee just what takes place after the boy learns, say acetylene welding? I just single that out as one of the occupations in which you give training. Are they accepted by the unions at the ship yards as tradesmen or, are they taken in as apprentices, or learners; in what capacity are they absorbed into industry?—A. That depends, Mr. Chairman, largely on the policy of the particular plant into which they are taken. The term apprentice is pretty loosely used. In its proper sense it comprehends indenture at a given rate for a fixed term of years and these apprenticeship plans are conducted by the unions or by private arrangement with the plants. In these skilled trades our trainees would conform with those regulations.

Q. What I am interested in finding out is how they are accepted in these industries. You are teaching many trades and I was just wondering what the general position was?—A. If you have particular reference to the shipyards on the Pacific coast I might say that all our training there has been done after consultation with representatives of the unions and the yards, and we have had nothing but the best of cooperation from all parties concerned; and every step

that has been taken has been approved, in so far as I am aware, by the unions and by the employers.

Q. I visited many schools out on the Pacific coast. I visited some that are, shall I say, run by businessmen who train pupils at a cost of \$500 per course; and then I visited the schools under this training scheme where the boys were on lathe work; there was no comparison between the two schools because the boys who do lathe work to my mind—and I speak from a practical knowledge, having been an engineer in my day—those boys would not be accepted on a job by any industrialist unless they had some further practical training. And I wonder what became of these boys in the other schools I visited, the Brisbane school, to which young men come from as far down as California and pay \$500 of their own money to take the course. They were really accepted by industry from that Brisbane school, but those men were given practical work to do, and it was practical; whereas, in the schools under your scheme—and I paid particular attention to this, I went to see it with a knowledge of what I was observing—those boys just went through the routine working of the machine, and those boys would never be accepted by industry unless they had further training. I am just wondering what would become of these boys?—A. To which school do you refer?

Q. To the Technical school at Vancouver?—A. Vancouver?

Q. Yes?—A. Well those boys, Mr. Chairman, have all been accepted for training at that technical school and we train them as lathe operators, and I may say that those boys are all being placed with the Dominion Bridge Company. As a matter of fact, it was the Dominion Bridge Company that supplied us with most of the tools; they supplied us with a variety of lathes, engine lathes, surface grinders, and machines of that kind. As a matter of fact, the machinery put in there was worth \$80,000. When those boys finish with us the Dominion Bridge takes them on and starts them at fifty cents an hour. What happens to them after that I am not prepared to tell you because we do not conduct a follow-up plan. However, the wage at which they start is fifty cents an hour. This Brisbane school, to which Mr. Reid refers, is a private trade school and it is only for aviation. You can get reports on it from the Provincial Trade Schools Administration so I would prefer not to express any opinion.

*By Mr. O'Brien:*

Q. Might I ask how this training scheme is affected by the Compulsory Mobilization Act; for instance, a boy eighteen years of age, or twenty years of age, is likely to be called for military training or service; if he goes into one of these schools and later receives a call does he have to leave the school and go into the army, or may he continue on and go into essential industry?—A. When the compulsory service requirement first came into effect we issued instructions that no man would be taken into our industrial training classes who came within those age groups liable to be called for compulsory service, unless they had a rejection slip showing that they were physically unfit; then, as the age was extended, we increased our restrictive regulations. At the present time we do not take into our industrial training classes men between the ages of twenty and thirty unless they have a rejection slip, because employers simply will not give them a job, and there is no use in training them and having them hanging about.

*By Mr. Marier:*

Q. What about the young people of eighteen?—A. We will take those over sixteen and under twenty. As a matter of fact, even there—in some cases. I just had word recently that a considerable number of employers do not want to take any men who are eighteen or nineteen years of age because they are afraid they will be called up or will voluntarily enlist and they do not want to waste

[Mr. R. F. Thompson.]

time training them in their plants and have them leave after two or three months.

*By Mr. O'Brien:*

Q. It virtually means that men thirty years of age and older are the only ones who can participate in this training?—A. Unless they are under twenty; or married men, of course, between twenty and thirty—that is, married prior to July 1st, 1940.

*By Mr. Reid:*

Q. It might be useful to the committee, and I should like to know it if no one else would, if Mr. Thompson would enumerate the classes of training for industry.—A. The different types of training, you mean?

Q. Yes, the different types of training. That might be of use.

*By the Chairman:*

Q. First of all, Mr. Thompson, could you tell the committee if the method of training is uniform throughout the country? Do you leave it entirely to the provinces under the minister of education of the different provinces as to what the training will be? How is it kept uniform?—A. The type of training is not uniform, because the demands of industry throughout the country are not uniform. The type of training that is given in any one school is designed to meet the needs of the employers to which the men or women are going when they are through their training. In a good many cases our course of training is drawn up after consultation between the employers and our representatives. There is a definite précis arranged and agreed on, and the people in that course are trained according to that, to the needs of the employer. So in that sense the training is not uniform throughout the country.

Then the efficiency of the training is influenced, to a great extent, by the efficiency of the instructors. It is extremely difficult to get competent instructors. By a competent instructor I mean primarily a man who knows his craft or trade, and, secondly, who has the ability to impart that knowledge to someone else. There are lots of people who have the first, and there are lots of people who have the second, but there are very few of them who have the two combined; and of those few there are practically none available to us. We cannot go into industry and requisition an instructor the way they can in Britain. We have to, I was going to say, beg, borrow or steal. If we do the latter, we do not say anything about it publicly. But we have to find our instructors as best we can. That does influence the efficiency of the training.

With regard to the question as to what kinds of training there are, let me say that the most important is general machine shop work, including bench fitting. There is the biggest demand for that. Then there are specialized forms of that. Some industries only want men trained on a milling machine or surface grinder or shaper or lathe, and so we have courses for machine operators. Then other industries do not want machine people, but they want men who can fit on a bench accurately, to probably a thousandth of an inch; and we have courses of that kind for training bench fitters. You would be surprised at the accuracy of fitting that it is possible to attain after three months' training. Then we have classes in sheet metal work. We are not trying to train sheet metal workers in the craft sense of the term, but we are training in those classes men or women for the aircraft industry, on dural or ordinary sheet metal. We have a certain number of specialized classes for the aircraft industry on woodwork. We have no carpenters as such on the programme, because there is no demand for carpenters. But we have classes for aircraft woodworkers, for fabric workers, riveters, for people trained in doping, splicing and some of the more

specialized forms of aircraft work. We also have classes for aircraft overhaul, either engine or airframe overhaul. We have classes in welding, either acetylene or electric arc. A good many of those classes, particularly in arc welding, are primarily designed for work in the shipyards. We have other special classes for shipyards where we are training riveting crews. That is not particularly highly skilled and does not take very long to do it. We have some classes for inspectors, for assembly workers, for tool room improvers, for electrical mechanics in the radio industries. We have classes in instrument making and instrument repair, either for the service or for industry, classes in industrial chemistry. Then there are a lot of what you might call fancy classes for industries like Research Enterprises, Toronto, and various other establishments. Then we have a lot of part-time classes, where an employer comes to us and wants some particular type of training for people who are now working in his establishment and whom he wants to up-grade or promote to better positions or to supervisory jobs. That type of training is largely blue-print reading, shop mathematics, probably free-hand sketching and drawing, and the use of precision instruments such as micrometers, verniers, the slide-rule, etc. These are usually given in the evening to suit the convenience of the employer.

*By Mr. Reid:*

Q. At the time I visited the Vancouver technical school, I noticed a group of soldiers and I think also air men. The soldiers were learning carpenter work. Would your scheme have to do with those men in the enlisted forces?—A. Yes. It might be of interest, Mr. Chairman, to the members of the committee, in order to give them some idea of the skill that these men acquire, to tell them that in Vancouver our army tradesmen have just completed the erection of a complete unit on the grounds of the Vancouver Technical School, to house about 250 to 300 army men who will be attending our trade classes. That work has all been done by the army tradesmen under the direction of our instructors. We have had concreters, and we have had plumbers, steamfitters, electricians, carpenters, and all the various trades that went into the construction of those buildings. They are certainly a credit to the instructors and the army tradesmen.

*By Mr. O'Brien:*

Q. In the case of an army tradesman eighteen to twenty years of age, do I understand if he signs a certificate that after his training he will join the R.C.A.F. he is permitted to take training?—A. Yes; we take them into what we call the pre-enlistment classes of the air force.

Q. Then he has his medical examination after he completes his course?—A. No. Before he goes in.

Q. Then if he is acceptable to the air force, does it follow that the work for which he takes training in the school will be the work which he does when he is engaged in the air force?—A. Yes. He is trained for that work definitely.

Q. But that is only if the air force requires a man of that sort?—A. Yes.

Q. Actually he is under the orders of the air force to take on any work that they may decide he should do?—A. Yes. But they will naturally use him at his skill.

Q. So if he does not pass the medical examination, then he can go into industry and work?—A. Right. As a matter of fact, in these pre-enlistment classes for the air force we take them in at seventeen years and eight months. Providing they are eighteen by the time they are through, then they can be enlisted. The quota we take in is now set by the air force. In fact these last two months they undertook the responsibility of picking out the men. I think they are rather weakening, though.

[Mr. R. F. Thompson.]

Q. May an applicant select the particular sort of work he wishes to be trained in?—A. Yes.

Q. That is his own choice?—A. There is a definite quota they can take. For instance, for a time we were sending out ninety aero-engine mechanics a week and eighty-five air mechanics. That has been reduced at their request in the last couple of months by about 30 per cent. But they set the numbers, and then there is a definite intake every so many weeks.

Q. If that information is not in this file, I wonder if we could have a list of the various categories and the sort of work that a trainee might take up?—A. That is all in the file.

The CHAIRMAN: Yes. It is in the file.

*By Mr. Shaw:*

Q. I understand you also train men from thirty to sixty years of age, provided they have had some previous trade training?—A. No. That restriction is lifted now. We have had them over sixty.

Q. They are taken just as readily as the younger men?—A. I do not say they are employed just as readily, Mr. Chairman; but as a matter of fact in our programme they have got the preference. Men over forty and returned men either from this war or the last war have got the preference in training. It is a little more difficult—at least it was a little more difficult to place the older men, but that difficulty has been considerably diminished in the last few months.

Q. I am very pleased to hear that restriction has been removed.

*By Mr. Reid:*

Q. What is the procedure in accepting men from thirty to sixty years of age? What is the procedure that a man would go about?—A. In accepting them?

Q. Yes. Is there an allotment?—A. No. The matter of selection varies from one province to another, according to local conditions. In a good many cases the selection is done by the head of the school and the staff on the basis of a man's past experience, his aptitude, his education. They try to fit him into the type of work for which he is suitable. Unfortunately, there is a certain number of men whom—through their lack of education, their age, if you like to put it that way, their physical condition—it would be a waste of time to train for certain jobs, because they would never perform them and they would never be employed at them. We try to fit these men into work, or arrange for some direct employment for them, in some occupation that will not require so much skill. In some provinces, in selecting the men they use tests. They have an ability-to-learn test, a mechanical-aptitude test, a psychological test and what I might call a common-sense test.

Q. The reason I asked the question was that in some provinces there is a dearth of trained artisans—and probably there is a dearth of trained artisans over all the provinces.—A. Yes, that is general.

Q. Whereas in other provinces they have a surplus of labour and the surplus of labour is untrained. These men come forward in great numbers and say "I would like to do something for the war effort". They are told "Well, we cannot accept you because you are not trained". I have particular reference to British Columbia. I think it was estimated that we had between 7,000 and 10,000 men available for labour out there, but they are unskilled. I am just wondering what could be done to bring many of these men into training.—A. Well, they are being brought in now. I do not think they need to worry about not finding work to do, if the last reports I had from the coast are correct. With the expansion of shipyards and other expansion, I

think it is going to be the other way. I do not think we are going to have enough men to fill the requirements.

Q. That is not so just now?—A. It will be in another three months.

*By Mr. McCulloch:*

Q. What about plumbers?—A. We are not training any plumbers. There are certain groups of what you might call the construction trades that there is no call for in war industry—bricklayers, stone-masons, plumbers, steam-fitters, except in shipbuilding. There is a certain place there for marine fitters and marine engineers.

Q. I know down in Nova Scotia that plumbers are very scarce. If they are building any war buildings, it is hard to get plumbers.—A. Of course, do not misunderstand me; we do not profess to turn out skilled mechanics; we cannot do that in a school. All we can do is take the edges off a man and bring him up to a certain degree of skill; but to turn out a machinist or a toolmaker is a different matter and there is no school that can do that. There is no place even in industry where that can be done under a period of three or four years.

*By Mr. Roebuck:*

Q. What you supply is the fundamental training?—A. The basic training.

*By Mr. O'Brien:*

Q. Many of the plants train men in their own plants?—A. Yes, that is what we want them to do, to train their own employees and try to give some kind of a lead to some of the employees. In regard to this training we have got out a little bulletin from the department on different phases of the training particularly for the use of employers, for their information. Bulletin No. 4 is being printed now.

Hon. Mr. MITCHELL: It is an amazing thing what can be done. I passed through all that period of having to develop policy on this thing. We had to make up our mind not to turn out mechanics to split the trade into a dozen or twenty different departments and get those different people in there. A year ago we have 1500 working in the shipbuilding industry and today we have over 30,000. I will say this in a kindly way, that the manufacturers did not have the information which we had and they did not see the tremendous industrial expansion that was going to take place. There was only one place I was doubtful about and that was Research Industries in the city of Toronto. When I served my apprenticeship as a boy in England a scientific instrument maker was an aristocrat of tradesmen; he thought he was a lot better than the rest of the tradesmen. At the moment in Research Industries 5,000 people are employed. I have always had faith in our people. They have an aptitude, a resourcefulness that we do not see in Europe. Whoever thought that we would be building guns at Sorel, Quebec, or that the John Inglis Company plant would have 20,000 employees and the biggest plant of its kind in the world.

Mr. FRASER: And making 3·7's in Peterborough.

Hon. Mr. MITCHELL: But they are making them. I know that some of us had doubts as to whether we could do this, but I never had any doubts myself at all. My own point of view has been—and I have said this in the house I think—that while Mr. Rogers did not know that the war was going to break out he builded better than he knew and laid the foundation stone for the necessary co-operation of the provinces which made possible this tremendous expansion in training. In my day I am frank to admit that as an apprentice we said that

[Mr. R. F. Thompson.]

those men stole the trade, they did not learn it. That does not matter, they are building ships and guns and aeroplanes. I think that when the industrial history of this war is written it will stagger the imagination of people who will come after us when they understand the way we went into these things and built ships and guns and all the equipment which has been necessary. Now, we must remember that the employers had a peace time psychology and we have to be fair with them in that regard. They believed they could go in and demand what they wanted and that they could pick and choose; but we told them that they were going to reach a point in this war where they would have to take what they could get and do the best they could with people who were not keen on the uptake as were the people in pre-war days. That is the way we worked into the employment of these older men. I had the job of selling the older men to the manufacturers. Prior to the fall of France it was pretty hard for us to do it; they would not look at them. We have manufacturers to-day who are increasing their employment of older men but who said at that time, "we will not bother with them; we want somebody quick and young." I told them that one of these days they would be getting to a point where they would not be able to get the people they wanted.

Mr. REID: I wonder if the minister could answer a question with regard to the practicability of the older men. We were speaking of the younger men being accepted into industry after taking a course. Now, take the older men of from 45 to 50 who take a refresher course, has there been any objection to taking them or has the union any objection with regard to them?

Hon. Mr. MITCHELL: No, not in a big way. You will get an exception to the rule. You raised the question about British Columbia; now you and I know that situation very well. The weather is good there and they have everything that draws people there and the wages in the shipbuilding industry are comparatively high, and the people are flocking in from the prairies as they always did. There is no doubt that with the tremendous expansion in the shipbuilding industry it is inevitable that men are going to flock there to get the high wages in the ship yards. I say this and I think it is sound, and I have talked to employers and employees, if we are going to have a shipbuilding industry in this country after the war we have to have it organized on a basis whereby we can compete with shipbuilding in the rest of the world because ships will be built where they can be built cheapest, on the Clyde or in the United States. I am not getting wages mixed up in this, but I do think we should take a long view of the shipbuilding problem and see to it that by the time this war is over we have a permanent shipbuilding industry in this country. When we have large bodies of men to deal with it is sometimes difficult to take that long view, but there is no doubt in my mind that we will have to go through all the trials and tribulations of the last war unless we are prepared to organize an industry to build ships which are just as good as those built by any other country on a comparative basis of price.

Mr. REID: Wages are high in British Columbia.

Hon. Mr. MITCHELL: The highest in the dominion.

Mr. REID: But they are building ships cheaper than in the east.

Hon. Mr. MITCHELL: That is a matter of opinion. I do not care so long as they build the ships.

Mr. McCULLOCH: Eastern Canada has not had a chance to start in. I know there are four ships being built at Pictou—

Hon. Mr. MITCHELL: We have been running into trouble in British Columbia where men are leaving the logging camps.

Mr. McCULLOCH: In Pictou there are four ships being built and they are finding it very difficult to get skilled labour, but when they get started in Pictou

county I have no doubt that they will make a good showing as well as British Columbia.

Hon. Mr. MITCHELL: They are doing well in Halifax and in Quebec. I want to say this, that for driving rivets the yards in Montreal are better at the moment than elsewhere in Canada.

Mr. ROEBUCK: When we get the St. Lawrence ditch built they will both be put out of business by the inland ports.

Hon. Mr. MITCHELL: We should have dug that ditch ten years ago.

*By Mr. Bruce:*

Q. I just want to ask Mr. Thompson whether he will be good enough to put on the record something which we can read in regard to the facilities which the universities in Canada are giving in the training of these scientific students—students in scientific work for such purposes as radio operators and so on. In chemistry, physics and mathematics I know that the University of Toronto is teaching quite a large number of people and it will be interesting to me and I think it might be interesting to other members of the committee to know just what the facilities are throughout Canada in respect of universities and technical schools who are co-operating with you in this work, and the number of schools which have been established separately by the government for that purpose?—

A. Mr. Chairman and gentlemen, the training plans for radio mechanics in the universities do not come under our department. That arrangement was made direct with the universities by the Department of National Defence. Seeing that the question has been raised, I would like to place on the record the fact that we have been giving training to radio mechanics in three of the technical schools, at Ottawa, Toronto and Hamilton, and the Air Force technicians in radio who are taking our trainees have told me that our trainees from the technical schools are better trained than the men from the universities; that they get a higher percentage of successful passes from our classes than they do from the universities; although we have taken in men with somewhat lower qualifications. I want to say that in fairness to the people in the technical schools. Incidentally, our method only costs the country a fraction of what training at universities costs. We have been helping students for the past three years—that is helping students in financial need with sufficient academic merit to justify the system—we have been helping them to attend the universities to finish their course, with particular reference to students in medicine, dentistry, engineering and science. Just recently that plan has had to be very materially extended. The three Defence services need a large number of additional doctors and dentists and they have asked the universities to accelerate the courses in medicine and dentistry by eliminating most of the summer vacation period so that in four or five calendar years the universities will turn out more doctors and more dentists than they would have on the old basis. Now, to assist the universities in that plan, the Department of National Defence has agreed to enlist the students in medicine and dentistry for the two final years if they are willing to enlist if they are physically fit and if, in the opinion of university authorities, they have a sufficient academic standing to justify enlistment. Then, the Department of Labour has agreed in co-operation with the provinces, where we could get that co-operation, to provide financial assistance to students in the other years in medicine and dentistry, excepting the first year, who would sign an undertaking that on the completion of their course they would make their services available to the war effort when required in the capacity in which they have been trained. With regard to that arrangement we asked the provinces if they would be willing to co-operate with our department on a 50 per cent basis with regard to expendi-

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tures of that kind, and the result up to the present has been that the offer has been accepted in full by Nova Scotia, Quebec, Manitoba, Saskatchewan, Alberta and British Columbia.

Q. Has it not been accepted by Ontario?—A. No. We have been in direct communication with the Ontario universities to work out a plan by which the students in those universities can be helped, but seeing that it is to be financed entirely by the Department of Labour we are suggesting somewhat greater restrictions than in the other provinces so that there can be no discrimination against a province that is willing to co-operate; so in Ontario our assistance will be limited to students, other than first year students, in medicine and dentistry who sign an agreement that when they have reached the second last year of their course they will enlist in one branch or other of the armed services. That money will be given as a loan; the loan fund will be administered by each university in accordance with their ordinary practice in handling loans. They will undertake—they do not assume responsibility—at least they do not guarantee repayment of 100 per cent of those loans—but they will undertake the collection of those loans and their repayment to this department. Then, to take care of the additional costs which the universities will be committed to by accelerating courses in medicine and dentistry we—I may be a little bit ahead of myself here, Mr. Chairman. The minister knows about this, but it has not been officially sanctioned yet. We were proposing that our department might provide a special appropriation to pay the essential minimum additional costs to the universities in accelerating the course in the two faculties.

*By Mr. Noseworthy:*

Q. Do we understand by that that in all these other provinces except Ontario the students are subsidized by the government, by the dominion and the provinces on a fifty-fifty basis?—A. By subsidy do you mean a grant?

Q. I mean they are assisted.—A. That is correct, Mr. Chairman, except in Manitoba. The Manitoba government has been helping them by means of grants for the last three years. Now they have changed and asked that the assistance be given in the form of a loan of which the province will contribute fifty per cent but not restricted to those who are going to enlist, but restricted to those who care to make their services available. For instance, the enlistment of doctors in Manitoba or anywhere else might result in certain sections, rural areas, being deprived of medical services. Some medical students would not be eligible to enlist and could not finance their courses; and if we keep them to finance their courses then the Medical Association can say to that boy when he graduates: "In fulfilment of your agreement you go out to a certain area and take over Dr. So-and-so's practice."

Q. That assistance is given in the other provinces except Ontario and Manitoba?—A. And New Brunswick.

Q. The assistance is in the form of loans?—A. It will be in the form of a grant. In Quebec, in an endeavour to iron this out we had a meeting there last Saturday, and in some cases it may be given as a loan there and in other cases as a grant.

*By Mr. Fraser:*

Q. What is the limit of the loan?—A. They have not placed any limit except we state we do not want this assistance to be called a loan to constitute a millstone around the student's neck. The amount will vary according to the student's needs, but we have not placed any limit. We have suggested that the average amount of assistance to a student should not exceed possibly \$300 for the year, but that can be either greater or lesser in individual cases.

*By Mr. O'Brien:*

Q. You did not mention New Brunswick. I understood New Brunswick had come in under some other terms.—A. No.

Q. Is it because the University of New Brunswick has never gone into dentistry?—A. I do not know the reason. The simple word I have from the provinces was that they did not care to come in under that plan. They are more interested in the secondary school question.

Q. What happens to a New Brunswick student wishing to participate in the plan? Can he go to Dalhousie?—A. I am afraid he would be out of luck. New Brunswick cannot expect the government of Nova Scotia to provide funds to help New Brunswick boys to attend Dalhousie.

Q. I am speaking of the University of New Brunswick. They have never gone into these things; they have no chair of dentistry and if that is the reason— —A. We pointed out to the New Brunswick authorities in the case of medical and dental students they would have to attend college outside the province and unless they are able to finance themselves they cannot get any help from other provincial governments.

Q. If New Brunswick would reimburse the Nova Scotia government then what?—A. Yes; that would be the same thing, but we have no indication that will be done.

*By Mr. McCulloch:*

Q. That \$300 grant to the student, is it from the dominion or from both?—A. That would depend. In Ontario it will be a loan solely from the dominion. In the other provinces it will be fifty-fifty between provinces.

Q. One hundred and fifty dollars minimum each from the dominion and the provinces?—A. In Ontario it has all got to be a loan because while we felt it would be fairer to the dominion government to pay the whole shot in Ontario when it is only paying half the shot in the other provinces, therefore it is a loan.

*By Mr. Noseworthy:*

Q. You would not consider it fairer to make the fifty per cent of your advances a grant, the fifty per cent the provinces should have put in as a loan?—A. We are hopeful that the province will come in.

Mr. McCULLOCH: Which they should.

Mr. FRASER: They are making substantial grants to the universities now.

The WITNESS: I do not know.

Mr. FRASER: I think their grants are substantial.

The CHAIRMAN: All the provinces do that.

Mr. FRASER: I think Ontario is quite high.

Mr. NOSEWORTHY: On a per capita basis?

Mr. FRASER: Yes.

Mr. NOSEWORTHY: Is the percentage higher on a per capita basis?

Mr. FRASER: I am not quite sure, I do not know.

Mr. SHAW: Mr. Chairman, I understand in certain cases this assistance of the provinces is given in the form of a grant or loan to the student. You mentioned a millstone around his neck. I would judge from that the student receives it in the form of a loan, not a grant; is that correct?

The WITNESS: I say in Ontario and Manitoba it will be a loan.

*By Mr. Roebuck:*

Q. Does he pay interest on the loan?—A. We have specified there will be no interest until after he graduates.

[Mr. R. F. Thompson.]

Q. I understood you to say, Mr. Thompson, that he undertakes to enlist in the second last year.—A. Second last year.

Q. He enlists as an undergraduate?—A. Yes.

Q. And then carries on his profession?—A. Carries—

Q.—within the army?—A. Carries on with his internship and when through with that he will be given his commission as a medical officer, but while he has enlisted in the last two years he would only draw a private's pay with subsistence.

Q. He goes on with his course after enlistment?—A. Yes.

*By the Chairman:*

Q. If he is a married man does he get separation allowance?—A. I presume he would; that would be governed by National Defence regulations.

*By Mr. Roebuck:*

Q. That would be on the basis of a private?—A. That would be on the basis of a private.

*By Mr. O'Brien:*

Q. Is a young man called up for military service during his course of studies?—A. I do not think so, no. I think there will have to be some adjustment made on that. There is a conference next week with the Selective Service people and our department and all universities here to iron out these cases.

*By Mr. Winkler:*

Q. You have been talking about medicine and dentistry almost entirely. In what way does this apply to science and engineering?—A. In science and engineering in the provinces of Nova Scotia and Quebec, and in the western provinces too, assistance will be given to students in engineering and science on the same basis as to others if they need it. But indications are that the need will not be so great for which there are two reasons. The fees are not so high and the students will have the benefit of the long vacation period. And with particular reference to the students in engineering, they have all been guaranteed employment along the line of their academic training in industry so that will enable them to finance most if not all of their university courses. If they need help to supplement that, provision will be provided.

*By Mr. Noseworthy:*

Q. The course is not to be shortened?—A. We do not want the course shortened. That again has to be ironed out at this next meeting, because one university has already issued information to the effect that they are going to accelerate their engineering course. So far as I can make out no one wants it; in fact they very definitely do not want it.

Q. Could we have a record somewhere of the agreement being entered into between each province or the universities in each province and the dominion with reference to these students?—A. Mr. Chairman, we are in an unfortunate position about the student aid programme with the provinces that are giving fifty per cent. We have been carrying on under our youth training bill which expired the end of March, and we are hoping to carry on in the future under the terms of the new bill which has not yet been born; so until the new bill comes out we cannot have a new agreement, other than what we have. That makes it a little bit difficult to administer—

Q. By that time Ontario may come in under the plan?—A. You never can tell what may happen, Mr. Chairman.

Mr. ROEBUCK: Not in Ontario.

[Mr. R. F. Thompson.]

*By Mr. McCulloch:*

Q. Take the case of a young man who has gone through high school and wants to go to the university but his family cannot afford to send him there. Are the \$300 that you speak of given to that boy gratis?—A. Under our extended programme in connection with the war effort, training assistance to first year students, no. In the four western provinces and in Quebec where we have been carrying on youth training for the last three years, student aid assistance, there is a small sum to be appropriated, yes, by this department, our department, and used by the provinces, which can be given any deserving student regardless of his faculty or his year.

Q. Nova Scotia—A. Which will provide a certain small measure of assistance to students of that type.

Q. Nova Scotia has not come under that?—A. They did not come under that, no; whether they will come under it now I do not know.

Q. If they can afford to pay the first year they will get assistance for the second and third years?—A. Yes. Another thing that comes in there is that we are not providing much assistance for the first year, particularly in medicine, because the casualties in medicine in the first year are very heavy. In other words, they weed the students out.

*By the Chairman:*

Q. Mr. Thompson, is that pre-med or the real medical course? There are two years of pre-medical.—A. Some universities have pre-medical courses. We will not help pre-medical in the first year.

Q. You would help second year?—A. Yes.

Q. Second year pre-med?—A. Yes.

Q. Mr. Thompson, I would ask you to speak a little louder because our shorthand men have difficulty in taking down what you are saying.

*By Mr. Shaw:*

Q. Reverting back again to the discussion on the schools operated under this scheme. Is it correct to say that you have only what you might call "elementary schools"? You have no advanced training schools for these young men?—A. You are speaking now of the general war training programme?

Q. Yes, the war emergency programme.—A. I would not like to go so far as to call any of our schools advanced, Mr. Chairman. What we did in some cases for tool room men was this: first we took the best trainees in the machine shop schools and put them through further courses of three or four months, more advanced work. Our difficulty there is getting the boy to stay the additional three or four months. They say, "What is the use, we can go out now and get a job at 50 cents an hour? Why should we stay here for three months' more training? Then we try to get employers to sponsor some person, to employ them, the ones we wanted to train in tool room work. The employer says that is fine, but we have no men we want to spare. In other words they would sooner have half-skilled men than take three or four months additional training.

*By Mr. McCulloch:*

Q. These boys get a certain amount for paying board outside; I understand it is \$7 a week.—A. That depends on the circumstances of the trainee. We started off with a very modest scale of allowances; in fact, we did not pay anything to the trainees living at home. Now, as conditions have changed greatly, we have altered the scale of allowances that is to be paid. At the present time the single trainee living at home can get up to \$5 a week. A single trainee living away from home is paid from \$7 to \$9 a week, depending on the area in which he is being trained. The head of a family is paid \$13 a

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week. Now, by heads of families, we do not restrict that to married men; you might have a lad whose father is an invalid or whose mother is a widow, or he might be supporting younger brothers or sisters.

Q. In other words, helping at home?—A. Yes, and we have told our directors to be fairly generous in their interpretation of this family allowance provision.

*By Mr. Noseworthy:*

Q. Did you say, \$13?—A. \$13.

Now, the Air Force, pre-enlistment classes for the Air Force, the allowances are a little higher. There the trainee living at home gets \$7 a week. The single trainee living away from home gets \$10; and the head of a family gets \$15. Now, our reason for that is this, that these boys are not enlisted yet and when they are enlisted they will not receive as high a rate of pay as industrial trainees, and we want in that way to encourage the enrolments in this second group; therefore, at the request of the Air Force people, we pay a slightly higher scale of allowances.

*By Mr. Reid:*

Q. None of these boys would be allowed to enter the air training school under the Commonwealth Air Training Plan?—A. No. These boys are all under agreement to enlist when they are through, and when they are through with our schools they go to the technical school at St. Thomas; or, to one of the wireless schools to take more advanced trade training.

Q. You referred to a number, I think it was 15,000, who have entered for this pre-enlistment training; have you any figures to show what percentage of this number have gone into the Air Force; or, have there been any considerable number of failures?—A. I can give you those figures. I suppose I should have them in my head, but unfortunately they escape me for the moment; this is in the *Labour Gazette* at page 436: The total number whom we have enrolled in the R.C.A.F. classes during the last fiscal year was 14,874; and of that number 7,843 were enlisted and there are 5,145 still in training. There were 116 others who were placed in employment—that is probably a small number who may have failed in the final X-ray medical examination, or may have failed in the trade test.

*By Mr. Reid:*

Q. Do they pass from the trade school into the Air Force by examination?—A. There is a definite graduation date and an Air Force officer goes around and gives them the trade test. If they pass they are enlisted and sent on.

Q. Supposing they do not pass their trade test?—A. There are two or three things which may happen them. It depends on the standing of the boy. He might be just slightly below the level, not quite good enough; and in a case like that he is sent back to the flight immediately preceding and given an extra month's training. In some cases where it seems that he would not make good as a tradesman in the Air Force we enlist him as a general duty man, and in other cases, and a comparatively small number of them, we just turn them down and we try to place them in industry.

*By Mr. Noseworthy:*

Q. Is this scheme entirely concerned with training for war; or, have you given any consideration to its application to rehabilitation?—A. As far as possible, yes, Mr. Chairman. I am glad you mentioned that, Mr. Noseworthy, because I omitted in my original summary of the programme to say that at the request of the Department of Pensions and National Health we are providing vocational training for those men discharged from the armed forces

who are approved by the Department of Pensions and National Health for re-training. They are referred to our schools. The number in that category is comparatively small at the present time but we do not know at what time it might increase, it may increase very substantially; but in that type of training we definitely have in mind the post-war situation.

*By Mr. O'Brien:*

Q. There is one other question which I would like to ask and that is about these medical courses and the position of boys who are leaving high school and who elect to continue with medicine or dentistry. I am considering for the moment the Manpower Mobilization Act. A young man might decide to take up that course which would be for three or four years perhaps, and the war might be over by that time and he would not have to be taken into the forces; what provision is made with respect to that, and just what position is he in; or, is that a delicate question?—A. If any of the members of the committee, Mr. Chairman, could tell me any sure-fire medicine for that I would like to know it.

The CHAIRMAN: You mean, when the war is going to end.

The WITNESS: I did not mention this before but seeing that it has come up I might as well say it: another reason why we are not giving help to first year students is that we have been told by various sources that there are a certain number of students who have enrolled at the universities not out of any particular thirst for knowledge at all but to take advantage of the exemptions or postponements—whatever they may be—in the way of military service. We are not particularly interested in that type of chap.

*By Mr. O'Brien:*

Q. No, you are not interested in him; but, at the same time, you have no control over him, have you? Any student may take it up?—A. He has got to pass his first year before we help him, and after he passes his first year if we are going to help him under our student assistance plan he has got to sign a witnessed agreement—I do not think we could hold him to it legally, it is only a gentleman's agreement but he is morally bound.

Q. But, following up Mr. McCulloch's question, if he leaves high school say at age 18 and he says I am going to participate in this plan as a student of, say, dentistry, can he be called up for military service, and if he is called is it a sufficient excuse for his exemption?—A. I do not think, Mr. Chairman, he would be called in. We do not run the compulsory service regulations.

Mr. ROEBUCK: The boards would exempt him.

The WITNESS: No, they would not exempt him, but they will give postponement; but that is one of the things which will be discussed when the universities come down here for a conference with Mr. Little and the war service board and our department this next week.

*By Mr. O'Brien:*

Q. Let us suppose that in a certain group of ten men there may be seven in that group who are seeking the benefits of this educational scheme as a means of evading their responsibility in respect to military service while the other three may be really genuinely interested in going ahead with a course which will fit them for one of the higher professions; I am just wondering how a distinction is going to be made there or what can be done about it.—A. As I see it, the whole thing is just a question of making the best possible use of manpower and utilizing particularly technically skilled personnel to the best advantage, whether it be in industry or in the armed forces.

[Mr. R. F. Thompson.]

*By Mr. Noseworthy:*

Q. Another case would be whether they would stop his training before he could get his degree; would he be permitted to get his degree first or would he be required to enlist before he got it?—A. I think the terms of the agreement are fairly specific, and in any case where they went back on the terms of their agreement I do not think they would be allowed to finish their course.

Mr. O'BRIEN: My point is, how are you going to distinguish between the one who is trying to avoid war service by taking this course and the one who is genuinely and sincerely interested in pursuing it?

The WITNESS: I don't think you can make the arrangement absolutely fool-proof; but I do know this, that in any case where we found the fellow was not acting in good faith immediate action would be taken. I am happy to be able to say that up to the present time fully 99 per cent of them have acted in complete good faith.

*By Mr. O'Brien:*

Q. They are going into this for that reason, and I am trying to find out if they have the privilege of going in and thereby being free of military service; or, are they still subject to call?—A. Well, you know, we need people in other capacities as well as in the armed forces.

Q. Yes.—A. And that is particularly true with respect to engineers and scientists. As a matter of fact, the need for them may be greater in industry than it is in the army. We certainly do not want to see them all going into the army, unless, of course, the army is going to use them in their engineering or scientific capacity; that is another matter. There must be some division of technically trained personnel so that all will not be going into the armed services and none into industry. We must see that industry is able to get all the technically trained men that they need and that no one branch of the war effort has a monopoly.

*By Mr. Reid:*

Q. In these technical schools where the men are learning machine work and other trades would it not be possible to use practical teachers, older men who shall I say have served their time and who with a little refresher course might become very competent instructors for these boys? At some of the technical schools, as you know, you have instructors who have had no practical experience.—A. I do not think that is quite right.

Q. When I say practical experience I mean—A. That is one thing on which we insist, that they do have practical experience. We do not want someone going into our industrial classes who is only a teacher and who has no technical or trade skill. In all such cases the essential qualification is that the instructor have a practical knowledge of the trade in which he is going to teach. If he has not got that we do not want him. Unfortunately, as was said a while ago, we cannot get all the instructors we would like to have but we do the best we can.

Q. It is for that reason that I make this suggestion that these men with their refresher course might become very competent instructors, but they might not have a college education.—A. We don't care whether they have a college education or not.

*By Mr. Shaw:*

Q. Are you encountering any difficulty in securing instructors? I understand that some of the departments of education are taking you to task for taking their teachers; are you encountering difficulties?—A. Why, yes, we are;

and I do not know what we can do about it. We have no authority to go into industry and pull out an instructor. They can do that under the British Training Schools, but we cannot do it here. We are losing a certain number of instructors through these compulsory service regulations. They come to us and they call an instructor and we will go and get a postponement of six months and then they will say when those six months are up, you can't get any further postponement, this fellow is going into the army. I have my opinion of that.

Q. Do you think it would be a better thing if the British regulations were made to apply here to give you the authority to go into industry?—A. I believe the regulations should be framed in such a way that a man could be used in the capacity and place where his services would be of the greatest value in the war effort.

*By Mr. Reid:*

Q. I had in mind many men—just take British Columbia as an example—I know there are a great many there who are very competent craftsmen whom I think might be used in these schools. I do think that there are many of these men whose services could be utilized, providing they were given a little refresher course, and in that way brought up to date.—A. We would be delighted if we could get the names of any men with the necessary mechanical ability to act as instructors who may need to have a short course say in the methods of present-day material, or teacher training; and we could arrange in British Columbia as we have arranged elsewhere to take these men and give them a short intensive course, or teach them on the job.

Q. Have you regional officers in each of the provinces?—A. Yes. We have no schools for this purpose, it is generally done by some improvised method; but we have done a bit of it. As a matter of fact we just started now, this week—this is more primarily for industry—what we hope for will be a fairly extensive programme of what we call job instructor training. One of the big problems in industry has been just the one you mentioned. There are skilled workmen, people who know their jobs themselves but they do not know how to teach the new men. They cannot impart their knowledge. We have been trying to figure out what was the best approach to that, but to work out any programme of our own takes a lot of time. I have not time and I have not the staff at present to do that sort of thing. We did hear of a programme of that kind that has been working very effectively in the States,—job instructor training.

*By Mr. Roebuck:*

Q. You told us about the assistance that you are giving to the individual when he goes through a professional course, and then you have got your own schools where you are paying all the costs of them, have you not, and giving some assistance to the boys and girls who go through?—A. Yes.

Q. Then are you not, in addition to that, giving assistance to the regularly established technical schools?—A. Oh, yes.

Q. For instance, let me tell you why I am asking the question. The city of Toronto has a great technical school and they are carrying on this war training programme in an old garage that is highly unsuited to the work. We have been asking for assistance toward the building of a school. We are told that you give certain assistance to that technical school, to the school itself, not to the students. What assistance are you giving to the technical school?—A. We do not give any direct subsidy to a technical school, Mr. Chairman. We do not pay anything for the erection of new buildings.

*By the Chairman:*

Q. A little louder, please, Mr. Thompson.—A. I say we do not give any direct subsidy to any technical school; neither do we make any contribution

[Mr. R. F. Thompson.]



to the erection of new buildings in any technical school. We pay to the technical schools the cost that they incur in giving the programme of training that we want; that is, the cost of their instructors, the cost of materials and supplies, extra caretaking, extra light, heat and power.

*By Mr. Reid:*

Q. Machinery?—A. And the cost of any breakages or repairs or replacements of machine tool equipment. But we do not pay any direct subsidy to any technical schools.

*By Mr. Marier:*

Q. The provinces must provide for the schools?—A. They provide the schools, yes. If they need any new equipment, we pay half the cost of the purchase of new machine tools and equipment on the understanding that, when this programme is through, that equipment belongs to whatever body paid the other half, whether the province or municipality.

*By Mr. Roebuck:*

Q. Do you know how much that has amounted to in the province of Ontario?—A. I can tell you how much it has amounted to in the Dominion, Mr. Chairman, providing I can find the slip in my bag. This last year, throughout the dominion, we have paid about \$250,000 for equipment.

Q. For equipment only?—A. I would not want to be held to the accuracy of that figure. It is just approximate.

*By Mr. Noseworthy:*

Q. In other words, the province provides the school and the equipment that they have in the school without charge to you?—A. The technical schools have made a marvelous contribution to the whole program. It would not have been possible without their co-operation and that of the provincial governments. It has cost the provincial governments practically nothing; but it has cost the school boards indirectly a very substantial amount by increased depreciation in their equipment, their whole plant. That is one reason, Mr. Chairman, that in this new bill we have asked that provision be made after the war to assist in training—we do not call it technical education; I forget what we do call it, but I think it is vocational training at the secondary school level—so that some provision can be made to reimburse the municipalities through the province for what it has cost, and also to continue to reimburse them after the war for projects of vocational training.

*By Mr. Reid:*

Q. Is it not true, Mr. Thompson, that for many years previous to the war the dominion government was contributing large sums of money to technical schools for buildings and equipment and that a great deal of equipment now being used in buildings is there due to the fact that the dominion government contributed that money?—A. That is right. The dominion government is now getting the dividends back from the investments they made through the Technical Education Act in 1918. If it had not been for that Act, a lot of our present technical schools just would not have been in existence. And if they had not been in existence, we could not have put on the war training program we have put on in the last two or three years.

Q. I thought it was fair to say that, because you rather left the impression that the technical schools were contributing all the buildings and equipment to the government, whereas the truth of the matter is that they were there due to the fact that help was given by the dominion government.—A. The dominion

government only paid a certain percentage of the cost of the erection of some of these buildings. I am not just sure, but if I remember correctly, under the Technical Education Act, only 20 per cent or 25 per cent could be spent on new plant and equipment.

*By Mr. Noseworthy:*

Q. There was an appropriation of \$10,000,000?—A. Yes. That, of course, has been exhausted for some years, and the Act is really no longer operative except in Manitoba. I think there is still a sum of money in Manitoba that they have not been able to utilize because they have not been able to put in the 50 per cent.

*By the Chairman:*

Q. In some of the provinces we have no war industry to amount to anything, as in the province of Saskatchewan. What does your department do in order to locate or help those boys that come from these schools to get a job after they are through?—A. I am glad you mentioned that, Mr. Chairman. I forgot to deal with it. That was one of the big difficulties, particularly at the outset. There were very few employment opportunities in the prairie provinces or even in the maritime provinces at the beginning, for the local trainees. Now, we did arrange for contacts between our directors in those provinces and certain industries in Ontario and Quebec by which trainees, as needed in those industries, would be sent down either from the prairie provinces or from the maritime provinces. A year ago we had to be a little bit cautious about that. Objection was taken to sending trainees down to Ontario on the ground that they had a lot of people who were out of work—the usual story. We discounted those objections to a very considerable extent. Now, of course, the picture has entirely changed and we can send all the people down we like, because they have run out of men, just as we knew they would.

*By Mr. Shaw:*

Q. At that point may I ask if you assist in the transportation costs?—A. I was just coming to that. In cases where those trainees are sent to a job, we pay their transportation down to the job. We usually continue their allowance for a few days and try to arrange it so that when they get down to the job they have five or ten dollars in their pockets to tide them over, because landladies are rather reluctant to give rooms on credit.

Q. Is that sum repayable to the government or the department?—A. No.

*By Mr. Reid:*

Q. Have you any data as to the numbers and the amount?—A. I cannot give you the figures of the number of trainees exactly—those who have been actually sent down. I can give you the amount we have spent on travelling expenses of trainees during the year. This includes not only their expenses to a job, Mr. Chairman, but also, in many cases, their expenses from their homes to the training centres.

Q. To the school?—A. Yes. Roughly it was \$58,000 during the year.

Q. Have you sent many down from the provinces of Saskatchewan or British Columbia?—A. We have not sent very many from British Columbia down here, because they have been able to take care of their trainees pretty well.

Q. There was a complaint rather the other way, that you were sending them into British Columbia.—A. No. I do not think that is so, Mr. Chairman. There may have been a few go in, but it was just what you might call a private migration rather than anything we have done. Ours are all going the other way.

[Mr. R. F. Thompson.]

*By Mr. Noseworthy:*

Q. I was told that in one Ontario aircraft plant practically all their foremen were men who had been trained in the west under your Youth Training Plan.

The CHAIRMAN: They wanted good men.

*By Mr. Noseworthy:*

Q. I was wondering if there is any relation between that fact and the fact that Ontario only trained men as they could find employment for them in those early years?—A. I do not know, Mr. Chairman, about that. I think I am perfectly safe in saying that if we had been able to get more industrial training done in the province of Ontario under our old Youth Training Agreement in 1937, 1938 and 1939, we would not have had to do nearly so much in such a hurry in such a specialized way in the last couple of years. I think that is a fair statement.

I might just add to that this further comment. During those depression years we were giving industrial training in the prairies. If I do say so, those boys, when they were through, knew their jobs. They had six to nine months. In a good many cases—we did not, of course, do this ourselves—these fellows came down here to Ontario on their own and got jobs, because they were equipped and trained to hold them.

Q. They got some of the best jobs, too?—A. Yes. They got the jobs when the Ontario people who had not had the opportunity of getting training did not get jobs.

Mr. REID: The complaint is general. I can say that to Mr. Noseworthy. I have had the same complaint in British Columbia about men coming from the prairies taking jobs.

Mr. MARIER: We have had the same complaint in Quebec.

The WITNESS: We have placed men from the maritime provinces. There has been a comparatively small number of trainees who have gone to Quebec. But that has been with the full consent and approval, I think, of the Quebec authorities. They have been extremely nice about it. We were not trying to flood the province. But they realized at that time there were very few employment opportunities in the maritimes and they allowed us to send up a certain number of trainees.

*By Mr. Noseworthy:*

Q. It was the policy of the Ontario government during those early years to train only as many men as jobs were apparently available for?—A. Yes, that is right.

Mr. LEGER: There seem to be a lot of soldiers or young men who tried to enlist and were refused who are not employed yet. Is the department doing anything to provide work for them?

Mr. LAFONTAINE: Have they been trained?

Mr. LEGER: No.

The WITNESS: Well, of course, our program is a training program, Mr. Chairman.

Mr. McCULLOCH: They get the preference.

The WITNESS: We are not a work-finding body.

Mr. FRASER: I think that comes under Mr. Mackenzie in the Department of Pensions and National Health. He has been looking after that. He has been placing those men.

The CHAIRMAN: Gentlemen, before we go on I would like to get some idea as to when we will meet again because I understand the minister will be away until a week from to-day, and I was going to suggest that we should meet next Thursday.

The WITNESS: Mr. Chairman, I wonder if I might be permitted to say a word. We are particularly anxious from the point of view of administration, involving as it does agreements with the provinces, to get the bill through the house just as soon as we can, because our position in administering the matter is this, that we have nothing official to put before any provincial government. They have been extraordinarily good in co-operating with us, but I feel that the sooner we can present them with an agreement of what we are going to do the better it will be.

Mr. REID: Is it absolutely necessary that the minister should be here while we are hearing witnesses?

The CHAIRMAN: No, except that some explanation might be necessary.

Very well, we will meet Monday next at 11 o'clock. I might say, for the information of the members, that the statement, "Dominion-Provincial War Emergency Training Program and the dominion allotment and claims paid", will appear in the record as appendix A and the statement entitled "Youth Training at 1939; Dominion Commitments and Disbursements" will appear as appendix B.

The committee adjourned to meet again on Monday, May 11, at 11 o'clock a.m.

## APPENDIX "A"

### DOMINION-PROVINCIAL WAR EMERGENCY TRAINING PROGRAM

#### DOMINION ALLOTMENT AND CLAIMS PAID

	Fiscal Year 1940-41		Fiscal Year 1941-42		Totals 1940-41 and 1941-42	
	Dominion Allotment	Claims Paid	Dominion Allotment	Claims Paid to Mar. 31/42	Dominion Allotment	Claims Paid by Dominion
Nova Scotia. . . . .	\$ 75,000 00	\$ 68,175 70	\$ 230,000 00	\$ 168,324 50	\$ 305,000 00	\$ 236,500 20
New Brunswick. . . . .	93,000 00	88,119 89	320,000 00	229,993 80	413,000 00	318,113 69
Quebec. . . . .	146,000 00	147,214 68	1,140,000 00	895,995 33	1,286,000 00	1,043,210 01
Ontario. . . . .	885,000 00	879,292 79	2,510,000 00	1,806,454 01	3,395,000 00	2,685,746 80
Manitoba. . . . .	55,000 00	25,390 93	355,000 00	290,054 18	410,000 00	315,445 11
Saskatchewan. . . . .	51,000 00	50,625 31	575,000 00	491,835 12	626,000 00	542,460 43
Alberta. . . . .	205,000 00	209,498 52	685,000 00	606,032 69	890,000 00	815,531 21
British Columbia. . . . .	75,000 00	66,199 89	520,000 00	409,072 65	595,000 00	475,272 54
	<u>\$1,585,000 00</u>	<u>\$1,534,517 71</u>	<u>\$6,335,000 00</u>	<u>\$4,897,762 28</u>	<u>\$7,920,000 00</u>	<u>\$6,432,279 99</u>

	Fiscal Year 1942-43 Dominion Allotment
Nova Scotia. . . . .	\$ 270,000 00
New Brunswick. . . . .	310,000 00
Quebec. . . . .	1,685,000 00
Ontario. . . . .	3,650,000 00
Manitoba. . . . .	450,000 00
Saskatchewan. . . . .	680,000 00
Alberta. . . . .	760,000 00
British Columbia. . . . .	700,000 00
	<u>\$8,505,000 00</u>

VOCATIONAL TRAINING

## APPENDIX "B"

## YOUTH TRAINING ACT, 1939

## DOMINION COMMITMENTS AND DISBURSEMENTS

Fiscal year 1939-40	Dominion allotments	Claims paid by dominion
Prince Edward Island.....	\$ 20,000 00	\$ 13,336 30
Nova Scotia.....	100,000 00	52,905 69
New Brunswick.....	85,000 00	71,257 76
Quebec.....	150,000 00	73,805 78
Ontario.....	350,000 00	159,005 77
Manitoba.....	165,000 00	119,181 10
Saskatchewan.....	135,000 00	126,797 99
Alberta.....	142,000 00	129,065 84
British Columbia.....	170,000 00	130,747 94
	<u>\$1,317,000 00</u>	<u>\$ 876,104 17</u>
Fiscal year 1940-41		
Prince Edward Island.....	\$ 20,000 00	\$ 11,592 36
Nova Scotia.....	20,000 00	11,838 60
New Brunswick.....	60,000 00	31,307 24
Quebec.....	325,000 00	249,778 11
Ontario.....	275,000 00	238,241 48
Manitoba.....	140,000 00	103,079 51
Saskatchewan.....	135,000 00	125,199 52
Alberta.....	125,000 00	107,427 99
British Columbia.....	120,000 00	84,580 32
	<u>\$1,220,000 00</u>	<u>\$ 963,045 13</u>
Fiscal year 1941-42 to March 31, 1942		
Prince Edward Island.....	\$ 15,000 00	\$ 2,699 76
Nova Scotia.....	18,000 00	8,519 79
New Brunswick.....	27,500 00	8,729 42
Quebec.....	175,500 00	108,585 89
Ontario.....	40,000 00	928 64
Manitoba.....	63,000 00	21,645 01
Saskatchewan.....	15,000 00	5,460 50
Alberta.....	77,500 00	37,461 28
British Columbia.....	60,500 00	21,454 28
	<u>\$ 492,000 00</u>	<u>\$ 215,484 57</u>

SESSION 1942  
HOUSE OF COMMONS

SPECIAL COMMITTEE  
ON  
**VOCATIONAL TRAINING**

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**BILL NO. 64**

An Act to assist in the carrying on and co-ordination of  
Vocational Training

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MINUTES OF PROCEEDINGS AND EVIDENCE  
No. 2

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MONDAY, MAY 11, 1942

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Witnesses:

Mr. R. F. Thompson, Dominion Supervisor of Training, Labour Department,  
Ottawa, Ontario

Mr. Walter S. Woods, Associate Deputy Minister, Department of Pensions  
and National Health, Ottawa, Ontario

OTTAWA  
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1942

THE UNIVERSITY OF CHICAGO

# VOCALIZATION TRAINING

BY J. R. H. H. H.

PH.D. THESIS, DEPARTMENT OF PSYCHOLOGY, UNIVERSITY OF CHICAGO, 1954

UNIVERSITY OF CHICAGO PRESS



## MINUTES OF PROCEEDINGS

Room 268,

MONDAY, May 11, 1942.

The Special Committee on Vocational Training met this day at 11 o'clock, in Room 268, Mr. Donnelly, the Chairman, presiding.

*Members present:* Messrs. Bruce, Donnelly, Fraser (*Peterborough-West*), Lafontaine, Léger, McCulloch, Noseworthy, Reid, Roebuck, Shaw and Winkler. (11).

*Witnesses:* Mr. R. F. Thompson, Dominion Supervisor of Training, Department of Labour; Mr. Walter S. Woods, Associate Deputy Minister, Department of Pensions and National Health.

The Chairman informed the members of the Committee that the Agenda Committee which met in his office on Friday, May 8, recommended that the Bill referred to the Committee be now proceeded with when both Mr. Thompson and Mr. Woods would answer all questions in connection thereto.

The Committee consequently began the consideration of Bill No. 64, An Act to assist in the carrying on and co-ordination of Vocational Training.

Section 1, Short Title was adopted.

Section 2 was adopted.

Section 3,

ss. (1)

Paragraph (a) was adopted.

Paragraph (b) was allowed to stand for further consideration.

Paragraph (c) was adopted.

Paragraph (d), line 20—

On motion of Mr. Roebuck:—

*Resolved*,—That the words "in the right of the Crown" be added after the word "Canada."

Adopted as amended.

ss. (2) was adopted.

Section 4,

ss. (1)

Paragraph (a), line 29—

On motion of Mr. Reid:—

*Resolved*,—That the words "subsection one of" be deleted.

Adopted as amended.

Paragraph (b) was adopted.

Paragraph (c), line 36—

On motion of Mr. Roebuck:—

*Resolved*,—That the words “the Crown in the right of the Province” be added after the word “of”.

Adopted as amended.

Paragraph (d), line 38—

On motion of Mr. Roebuck:—

*Resolved*,—That the words “after the present war” after the word “province” be struck off.

Adopted as amended.

Paragraph (e), line 42—

Mr. Roebuck moved that paragraph (e) of ss. (1) be amended by deleting therefrom all the words after “training”.

In amendment thereto, Mr. Reid moved that the said paragraph be adopted as printed.

The motion being put on the amendment to the amendment, it was resolved in the affirmative.

By consent of the Committee, Mr. Roebuck reverted to Section 3, ss. (1), paragraph (b). He moved that the words “of His Majesty’s Forces or” be added after the word “members” in line 6 thereof. Said paragraph was allowed to stand for further consideration.

On motion of Mr. Lafontaine, the Committee adjourned at 1 o’clock until Thursday, May 14, at 11 o’clock, in Room 268.

ANTONIO PLOUFFE,  
*Clerk of the Committee.*

## MINUTES OF EVIDENCE

HOUSE OF COMMONS,

ROOM 268, May 11th, 1942.

The Select Committee on Vocational Training met at 11 o'clock a.m. The Chairman, Dr. Thomas F. Donnelly, presided.

The CHAIRMAN: Order, gentlemen.

We have before us for consideration this morning Bill 64, an Act to Assist in the Carrying on and Co-ordination of Vocational Training.

I gather that it is the sense of this meeting that we should consider this bill clause by clause this morning and have a better understanding of what it comprehends. Mr. Thompson and other gentlemen are here to give us information and perhaps that would be the best way to proceed.

On the short title: "An Act to Assist in the Carrying on and Co-ordination of Vocational Training."

Mr. ROEBUCK: Why "co-ordination"? Why not just the Vocational Training Act? What is the co-ordination about? What does it co-ordinate?

Mr. R. F. THOMPSON, Dominion Supervisor of Youth Training, Labour Department, called:

Mr. THOMPSON: When we were discussing a possible short title for the bill we had in mind several previous bills of a similar nature such as the Technical Education Act and the Vocational Training Act of 1931; but it did not seem wise to enter the bill under either vocational training or technical education, because those are matters which lie under the jurisdiction of the provincial government. We did think of calling it the Vocational Training Assistance Act, and then we finally decided to recommend the short title, Vocational Training Co-ordination; because we are dealing with the subject of vocational training—in other words, education which is under the jurisdiction of the provincial government—what seems to be the function here is rather the co-ordination of what is being done and to assist in what is being done rather than to try to inaugurate under federal auspices something which might be called into question constitutionally later on.

The CHAIRMAN: What is the title of that Act of 1939? Was that the Youth Training Act?

Mr. THOMPSON: Yes, Mr. Chairman.

Mr. ROEBUCK: I see the purpose of the "co-ordination" now. It is because the provinces are doing it as well as ourselves and we co-ordinate their efforts with ours.

Mr. SHAW: Mr. Chairman, the reason for making the observations I did at an earlier stage was that to my mind this bill has two distinct parts: first, relating to the present war effort and second the post-war effort. Now, the extent to which this Act is to be put into effect after the war will depend entirely on what is decided by the committee on post-war reconstruction which will determine the extent to which we train men, and the work for which we train men; so I feel it is going to be quite possible to discuss the first purpose of the bill. It would be rather difficult with respect to the second section of it.

Mr. REID: However, Mr. Shaw, the bill is not only a post-war bill, it is also one dealing with conditions in the present.

Mr. SHAW: That is what I say.

Mr. REID: And it relates to present day conditions. For instance, there is the section which deals with people who may need specialized training under the provisions of the Unemployment Insurance Act.

Mr. NOSEWORTHY: Are not the threefold purposes of the bill set out in that first paragraph: in the first place, a post-war measure for the re-establishment of persons discharged from the armed forces; secondly, those discharged from the war industries; and third, general vocational training? I think there is a threefold purpose there; three classes of people engaged at the present time, and general vocational training after the war. Short title agreed to.

On Section 2:

Interpre-  
tation.

2. In this Act, unless the context otherwise requires,

"Council."

(a) "Council" means the Vocational Training Advisory Council appointed under this Act;

"Minister."

(b) "Minister" means the Minister of Labour;

"Vocational  
training."

(c) "Vocational training" means any form of instruction, the purpose of which is to fit any person for gainful employment or to increase his skill or efficiency therein, and, without restricting the generality of the foregoing, includes instruction to fit any person for employment in agriculture, mining, fishing, construction, manufacturing, commerce or in any other primary or secondary industry in Canada.

Section 2 agreed to.

The CHAIRMAN: On Section 3:

Minister may undertake projects.

3. (1) The minister may undertake projects to provide vocational training

(a) to fit persons for employment for any purpose contributing to the efficient prosecution of the war whether in industry or in the armed forces.

*By Mr. Fraser:*

Q. With regard to that, what check have you got on these people that you train for war purposes, and after they get their training and you put them to work after so many weeks, how do you know that they are going into a particular industry?—A. Mr. Chairman, we have no—what you might call—legal check on it. The types of training that we give for industry are only concerned with what would be useful for industries engaged in war production. For the most part when our trainees enter classes we know definite what industry they are going to go into when they have finished their courses, and we do not take in anybody to train them for non-essential industries. Of course, we have no guarantee at the present time—there is no means of enforcing it—that all those who go into courses of that kind do enter and stay in employment in war industry. But I have not heard of any specific case where that regulation has been dodged or avoided.

Q. I have heard of a couple of cases in which that happened and that is why I brought it up.—A. You are bound to get that. I do not know how you can make anything 100 per cent foolproof.

Mr. FRASER: Then, there is that matter which you mentioned at our last meeting—I think that was on Thursday—with respect to sponsors; now, what check have you got on these men who are sponsored say by one company and

[Mr. R. F. Thompson.]

after they get their training they do not go to that company but go to some other company, which leaves the company who sponsors them feeling badly?—A. That has happened. It has happened on several occasions. The employer sponsors a group—understand, he is under no expense in sponsoring that group—when they are trained some of them may find that they can get better employment conditions at some other factories in the war effort and accept employment of that kind. So far as we are concerned, Mr. Chairman, it is not a particularly vital matter to us what plant that boy or girl goes into, providing it is a plant engaged in war production. We do try to use every means that we can to see that where a trainee is sponsored by a firm that they enter the employment of that firm when they are through training; but we can only go so far.

Q. You cannot compel them to go into one industry?—A. On the present basis, Mr. Chairman, no.

Q. Should there be included here some provisions to take care of that?—A. I do not think it is quite the place; we could do that, Mr. Chairman.

Mr. NOSEWORTHY: Do not the general regulations regarding manpower take care of that? Is it not practically impossible for the present trainee to find employment in anything but essential war industry?

Mr. THOMPSON: That is what I mean when I said I do not think this Act is the place to include any regulation of that kind. It would properly be included, in my opinion, under the selective service regulations.

Mr. FRASER: Suppose he did not come under that. Suppose he was over the age limit, and you are taking into the course now those over military age.

Mr. THOMPSON: My answer to that would be why not change the age limit of the selective service regulations?

Mr. LEGER: Suppose he was rejected from the army?

Mr. THOMPSON: We do not take into our classes any in the age group liable to be called for compulsory service unless they are rejected or unless they were married prior to the date fixed by the regulations or unless they were persons discharged from the armed forces.

Mr. NOSEWORTHY: In any case, is it not a serious offence, if you spend government money to educate a person and he does not carry out his part?

Mr. FRASER: No. I did not mean it in that way at all. I think if these firms sponsor these men they expect them to come into the industry and mean them to be there at such and such a date; and when they do not go there, the firm itself is put in a spot.

Mr. THOMPSON: Mr. Chairman, that works both ways. We have had firms sponsoring a group, to take them on a certain date, and when that date comes and the trainees go there that firm says, "We cannot take you for two months." So it works both ways.

Mr. FRASER: They would have to go somewhere else?

Mr. THOMPSON: We would place them somewhere else. We cannot afford now, particularly, to have trainees waiting around for the convenience of some employer, to see whether they are going to take them. If the one employer will not take them, somebody else will.

Mr. FRASER: That is perfectly right.

The CHAIRMAN: Is there any further discussion?

Mr. ROEBUCK: With regard to this section, I would ask honourable gentlemen to notice that it says under 3 (1) "The minister may undertake projects to provide vocational training." That is to say, the dominion parliament is undertaking projects and becoming liable for their full cost. The education is within the constitutional jurisdiction of the provinces and, therefore, one must proceed

cautiously lest it be declared unconstitutional. If you read (a), it says, "To fit persons for employment for any purpose contributing to the efficient prosecution of the war." That takes it out of the provincial jurisdiction. It is not necessary that we bind the individual to carry out the arrangement, so long as the purpose of the dominion government is a war purpose or something not within the jurisdiction of the provincial government. With regard to binding the boys to take the training, if that is necessary as between the trainee and the sponsor, it can be made the subject of a private contract as between the two, without parliament injecting itself by way of compulsion. The less compulsion we have in these matters, the better, where employment is concerned and personal services are the subject of the contract. In ancient times we had experience with indentured labour and it was very unpopular. The parties are much better left free to make their own contract, and that contract is subject to the limitations of the law. That is, you cannot enforce a contract of personal employment in the courts in any British community. We have gone far enough when you say it is for this purpose.

The CHAIRMAN: Is it not a fact that as soon as the trainee is finished his course he is only too glad and willing to get a job in some munitions' plant, Mr. Thompson?

Mr. THOMPSON: Yes.

The CHAIRMAN: Is there any further discussion in regard to (a)?

Some Hon. MEMBERS: Carried.

Section 3, subsection (a) agreed to.

On subsection (b):

Mr. ROEBUCK: With regard to the first provision of that, I call to question the limiting of the application of the Act to those members of His Majesty's forces who were domiciled in Canada at the time of their enlistment. There may be many in the armed forces of Canada who deserve to be trained, whom we are anxious to train but who were not domiciled here at the time of their enlistment. They were probably in Canada at the time, but domicile is a legal word. It is subject to all the legal interpretations. A man must have been living here with the intention of remaining here and making this his permanent home to be domiciled in Canada. Why thus limit the training to only that section of the armed forces who could satisfy that legal requirement? I do not see any reason for the clause at all.

Mr. THOMPSON: Mr. Chairman, that restriction is modified, as I tried to point out to the subcommittee on Friday, by the next part, beginning at line 3, which reads, "Or any person with respect to whom authority for the granting of vocational training is at the time vested in the Minister of Pensions and National Health," and so on.

Mr. ROEBUCK: Then why have the first part at all?

Mr. THOMPSON: The wording of this part of our bill has to conform with whatever requirements are in effect either by order in council or by legislative enactment on the part of the Department of Pensions and National Health, whose responsibility it is to decide who are eligible for training and refer them to us. It is not our responsibility to select those persons or approve. We simply take the people who are approved under existing regulations for training, and give them that training. I think, Mr. Chairman, that possibly Mr. Woods of the Department of Pensions and National Health could give you a clearer idea than I can on that particular point.

The CHAIRMAN: That was the reason that the steering committee asked to have someone from the Department of Pensions and National Health here today, especially to explain this section. Is Mr. Woods here?

[Mr. R. F. Thompson.]

Mr. WOODS: Yes, Mr. Chairman.

The CHAIRMAN: Would you come up this way, Mr. Woods? You might explain this to the committee.

Mr. WOODS: This phraseology was used, Mr. Chairman and gentlemen, to conform with what is known as the post discharge re-establishment order. That is an order enacted and administered by the Department of Pensions and National Health, providing for the vocational training of men who have served in the forces. Where reference is made to those who were domiciled in Canada at the time of their enlistment, that was to provide for men who served in the Imperial forces. I may say in reply to Mr. Roebuck, Mr. Chairman, that in administering rehabilitation legislation, both as to the Great War and this war, any man who served in the Canadian forces has been considered to be domiciled in Canada at the time of his enlistment. There never has been any question raised about him. The reason "Domiciled in Canada" is inserted there is to provide for those who served in the Imperial forces. For example, during the first year of the war, a good many boys found it very difficult—and Canadian-born boys, too—to get into our air force, so they went over to the old country and they joined the Imperial forces there. This "Domiciled in Canada" is intended to apply to those lads who were serving in His Majesty's Imperial forces but who were domiciled in Canada at the time of their enlistment.

Mr. ROEBUCK: But it is not clear. I did not notice that and I think the casual reader will not notice that. He will say, "Forces of His Majesty" means the Canadian forces of His Majesty.

Mr. WOODS: It could be read that way.

Mr. ROEBUCK: And it might be so interpreted?

Mr. WOODS: Yes.

Mr. ROEBUCK: This being a Canadian Act?

Mr. WOODS: Yes.

Mr. ROEBUCK: Would it not be better to elaborate this a little and say, "to fit for any gainful employment former members of His Majesty's Canadian forces"?

Mr. WOODS: Yes.

Mr. ROEBUCK: Or "Of His Majesty's forces domiciled in Canada at the time of their enlistment"?

Mr. WOODS: That would clarify it. I do not think there is the slightest objection. That would certainly conform with the intention.

Mr. NOSEWORTHY: There is just one point I should like to raise there, Mr. Chairman. Is it necessary to restrict this education to those who may be domiciled in Canada? Suppose you have coming to Canada after the war residents from the British Empire who served overseas, or you have members of a number of other armies now domiciled in Canada who may want to take up residence in Canada after the war is over and they have permission to do so. Is there any reason why they should not be eligible for training? My idea is that any training to anyone who is to be a citizen of Canada is a national asset.

Mr. ROEBUCK: Yes. But, Mr. Chairman, that is within the jurisdiction of the provinces. We can only give vocational training to somebody within our own purview. We are not in a position to set up projects for general education from the dominion. That is within provincial jurisdiction. But we get jurisdiction over it because of the armed forces of His Majesty and we are stretching it just a little when we set up projects for the education of His Majesty's British Imperial forces. There is some little doubt in my mind as to whether we have the right to do that. I do not think there is any great objection. If we set up a scheme for everybody, we are going to be in difficulty.

Mr. NOSEWORTHY: I am not thinking of training everybody. I was thinking of training soldiers who returned from this war.

The CHAIRMAN: I wish to ask a question just here. Suppose a man escaped from Poland, comes in here and joins our Canadian forces as soon as he comes here. Can he take advantage of this?

Mr. WOODS: He would be eligible.

Mr. REID: If he comes to this country he would then be domiciled?

Mr. ROEBUCK: No.

Mr. WOODS: If the section is clarified as Mr. Roebuck suggests, he would be eligible because anyone who served in the Canadian forces would be eligible. With respect to the point raised by the member over here—I am sorry I do not know his name.

Mr. ROEBUCK: Mr. Noseworthy.

Mr. WOODS: He raised the question as to why we should not have vocational training made available to anybody.

Mr. NOSEWORTHY: Anybody who served in the war.

Mr. WOODS: I appreciate that.

Mr. NOSEWORTHY: And who, after the war, becomes a resident of Canada.

Mr. WOODS: I appreciate that. I should point out that this country so far has not accepted responsibility for the rehabilitation of members of the forces of other countries. They have confined their rehabilitation facilities to those men who served in the Canadian forces or served in the forces of His Majesty's allies, provided they were Canadians when they enlisted. Many other things are affected besides vocational training. There is the question of the land settlement measure; there is the question of the War Veteran's Allowance Act, pensions and many other rehabilitation facilities. If you accept responsibility for any part of the rehabilitation programme for men who served in the forces of the Empire and who did not live in Canada before, surely you are establishing a precedent that would affect all their schemes for re-establishment; and up to the present this country has only accepted responsibility for the rehabilitation of those men who served in our own forces or lived here when war broke out and went to serve in other forces of the Empire.

Mr. REID: We will do well to carry out the rehabilitation of our own people.

Mr. NOSEWORTHY: I thought, as far as education is concerned, you would probably be rendering a service to the country in giving some of these people a chance to become educated; they would make better citizens.

Mr. ROEBUCK: That is included in section 4. When we get to section 4, we will be able to do that in association with the provinces.

Mr. NOSEWORTHY: The province will not take any part in educating people who are not, at the time of enlistment, Canadians.

The CHAIRMAN: Do you wish to amend this clause (b)?

Mr. REID: I wonder if we could get a further explanation of clause (b) than was given to the committee on Friday, especially regarding the last part of clause (b)?

The CHAIRMAN: Yes, that is why we asked someone be brought here from the Department of Justice.

Mr. REID: This is how the section reads:—

(b) to fit for any gainful employment former members of the forces of His Majesty domiciled in Canada at the time of their enlistment or any person with respect to whom authority for the granting of vocational training is at the time vested in the Minister of Pensions and National

[Mr. Walter S. Woods.]

[Mr. R. F. Thompson.]



Health which former members or other persons are approved for such training by the Minister of Pensions and National Health.

We should like to know what it all means.

Mr. WOODS: When this section as to eligibility was drafted—that is, so far as discharged persons are concerned—it was drafted to conform with the post-discharge re-establishment order, that is, P.C. 7633, administered by the Department of Pensions. It was foreseen at the time this was drafted that we might bring within that order other classes of persons; for example, since the order was enacted we have already brought in the women's auxiliary, that is, the Air Force Women's Auxiliary and the Army Women's Auxiliary. At the present time we are considering bringing in men of the Canadian merchant service who have been badly disabled and granted a pension; and we had in mind that from time to time that re-establishment order may be amended to bring in other classes of persons. That is why this provision was made here, so that any classes of persons who are made eligible under the post-discharge re-establishment order can automatically be trained under this.

Mr. ROEBUCK: Would it be possible to get us each a copy of P.C. 7633?

Mr. WOODS: Yes, sir.

Mr. REID: Are you satisfied the wording is clear enough, Mr. Woods, the latter part of it?

Mr. WOODS: The latter part, I think, is all right. I think with respect to domicile a change might be made to conform with the views expressed by Mr. Roebuck. I think his point is well taken.

The CHAIRMAN: Mr. Roebuck, will you write out the change or amendment you want to section (b)?

Mr. ROEBUCK: Can we not leave that for the present? I think perhaps there will be other amendments. I am not clear on it just now because I have not studied it since we parted. I think perhaps we might refer it to Mr. Woods and a small committee to bring in the necessary amendments at the next meeting. That is what was in my mind.

The CHAIRMAN: Would you look after that, Mr. Woods?

Mr. WOODS: Yes.

The CHAIRMAN: We will let the section stand, then. Is there any further discussion in connection with this?

Mr. FRASER: I should like to refer to "(2)". This is what it says:—

The Minister may undertake and direct research work pertaining to vocational training and may undertake the dissemination of information relating to such training.

Will that take in training men to be prospectors, or do you do that?

Mr. NOSEWORTHY: We have not finished "(c)".

The CHAIRMAN: "(c)" reads as follows:—

(c) to fit for any gainful employment persons directed by the Unemployment Insurance Commission to attend a course of training pursuant to section twenty-eight of the Unemployment Insurance Act, 1940.

Mr. ROEBUCK: That ought to be read to us.

Mr. REID: I think we should have some explanation given to us as to what really has been done under the Unemployment Insurance Act. What is section 28; I must confess I do not know?

The CHAIRMAN: Do you want to have this section stand?

Mr. ROEBUCK: When we passed and reviewed the Unemployment Insurance Act it was provided that if a man was out of employment he should not be

entitled to unemployment insurance benefit if he refused to submit to a course of training advised by the Unemployment Insurance Commission or its officers. That is, if a man is out of work and unskilled and can be fitted for work by some schooling or something of that kind the Unemployment Insurance Commission has the power to direct him to educate himself and so on. If he does not do that he does not get the insurance that he is otherwise entitled to.

Mr. REID: One of the reasons I ask for an explanation is this: I draw your attention to this fact. First of all under section (b) you are empowering the council under vocational training to fit for gainful employment former members of the forces of His Majesty domiciled in Canada. Then in clause (c) you say:—

“(c) to fit for any gainful employment persons directed by the Unemployment Insurance Commission to attend a course of training pursuant to section twenty-eight of The Unemployment Insurance Act, 1940.”

I should like to know who is going to get the preference. If there are so many men unemployed and if a factory is willing to take in so many men to be trained for a trade and council has under its jurisdiction the directing of the men who were former soldiers and also men directed to them by the Unemployment Insurance Commission, I should like to know just what the council will do in a situation of that kind. This is the time we should have these explanations, before the bill is passed.

Mr. ROEBUCK: Could we have a messenger get us a copy of the Unemployment Insurance Act, 1940? Let us have section 28, Mr. Chairman.

The CHAIRMAN: Section 28 of the Unemployment Insurance Act, 1940, reads as follows:—

“The receipt of insurance benefit by an insured person shall be subject to the following statutory conditions, namely,—

- (i) that contributions have been paid in respect of him while employed in insurable employment for not less than one hundred and eighty days during the two years immediately preceding the date on which a claim for benefit is made;
- (ii) that he has made application for insurance benefit in the prescribed manner, and proves that he was unemployed on each day on which he claims to have been unemployed;
- (iii) that he is capable of and available for work but unable to obtain suitable employment; and
- (iv) that he proves either that he duly attended, or that he had good cause for not attending, any course of instruction or training approved by the Commission which he may have been directed to attend by the Commission for the purpose of becoming or keeping fit for entry into or return to employment.”

Mr. ROEBUCK: Is the phrase “course of instruction”?

The CHAIRMAN: I shall read this again:

“that he proves either that he duly attended, or that he had good cause for not attending, any course of instruction or training approved by the Commission which he may have been directed to attend by the Commission for the purpose of becoming or keeping fit for entry into or return to employment.”

Mr. ROEBUCK: That is good.

Hon. Mr. BRUCE: That is quite clear.

Mr. ROEBUCK: I am satisfied, Mr. Chairman.

[Mr. Walter S. Woods.]

[Mr. R. F. Thompson.]

Mr. NOSEWORTHY: We simply authorize the instruction of people out of employment in order that they may secure jobs.

Mr. WOODS: As I understand Mr. Reid's question, Mr. Chairman, it is that I fancy he envisages a situation after demobilization when there are many thousands of men, discharged men, who need training, and under this provision you can give training to civilians as well. His question was directed to as to whom the preference should go; who would get the priority.

Mr. REID: Exactly. That question is going to arise. With millions of workers qualified in this country we are going to turn over a certain percentage of men to council to train as well as men who are demobilized. I can see a situation arise, which I believe should be clarified now whereby some direction should be given to council.

Mr. WOODS: I would respectfully suggest, Mr. Chairman, that is an administrative matter that you could hardly cover by statute. It does seem logical to me that if returned men who served overseas are awaiting courses of instruction the department administering, which is the Department of Labour, will give these men preference before they retrain other people.

Mr. REID: It does not say so. There are going to be numbers of men perhaps who will be out of civilian jobs who come under the Unemployment Insurance Act, and on the other hand there are going to be great numbers of men demobilized.

Mr. ROEBUCK: The Act is permissive only.

Mr. THOMPSON: That is just one of a great number of points that may arise in the course of administering this bill. I do not think you could cover all these points by statute. If you did you would have a bill that would be so complicated and so restricted that you would defeat your own purpose. That would be a matter of administration and procedure, Mr. Chairman, as to who should get the preference, assuming there was no accommodation for them all at one time. If the decision is left to me, I know who will get the preference without any doubt. Then you might go further and say, "Well, then, who should get the preference in jobs?"

Mr. REID: We know who is going to get the preference in jobs, the ex-servicemen.

Mr. THOMPSON: That is something you have to take up with the employers because we do not control the jobs.

Mr. ROEBUCK: No; that is brought within our jurisdiction by the fact that unemployment insurance has been assigned to the dominion by the recent amendment to the B.N.A. Act.

The CHAIRMAN: Is there any further discussion? Shall clause (c) carry?

Clause (c) agreed to.

On clause (d):—

"(d) To fit persons for employment for any purpose contributing to the conservation or development of the natural resources of Canada."

Mr. ROEBUCK: I wish to bring up a point there, Mr. Chairman. I think the intention of the drafters was that the resources of Canada be those in the ownership of the Crown in the right of the dominion. Certainly the ordinary interpretation of those words would be all the land, seas, forests and mines of the Dominion of Canada. It would be far broader to the ordinary reader, whatever the statutes might say or the legal interpretation may be. It is far wider than we have any intention of making it. We do not intend to train men for employment for any purpose contributing to the conservation or development of privately-owned natural resources of Canada; and so I think we should say there the natural resources of Canada in the right of the Crown.

The CHAIRMAN: Is there any further discussion?

Mr. NOSEWORTHY: As I understand this clause, the natural resources in the possession of the Crown are to take the place of training schools or training grounds for these people. They could then be employed in private industry or anywhere, but during the training period they are to be employed by agencies directly under the Crown. Is that the interpretation?

Mr. ROEBUCK: Mr. Thompson I think could elucidate this.

Mr. THOMPSON: I am not sure that I quite heard Mr. Noseworthy's question. Mr. Noseworthy's question was that the training would be given on dominion Crown lands, if you like. That phrase may not be legally correct, but I think we all understand what it means. It was the intention, Mr. Chairman, that these projects would be carried on on either dominion forestry reserves, national parks or other dominion Crown lands, and would be carried on as we have done in the past in co-operation with the Department of Mines and Resources.

Mr. REID: This section assumes that the natural resources are largely under the dominion. Many provinces, if not all the provinces, own natural resources of this country and they come under the provincial governments.

Mr. ROEBUCK: I suppose Indian lands are included, are they?

Mr. WOODS: 4 (c) takes care of provinces interested in that regard.

Mr. ROEBUCK: You would include Indian lands, would you not?

Mr. THOMPSON: Any dominion land, Mr. Chairman.

The CHAIRMAN: Any further discussion?

Section agreed to.

Mr. ROEBUCK: We are going to amend it as I suggest?

The CHAIRMAN: Yes.

On subsection (2):

Mr. FRASER: Mr. Chairman, don't you think Mr. Thompson should tell us what kind of research work they intend to do?

Mr. THOMPSON: Mr. Chairman, I am hardly prepared to give a detailed answer to that except that I can give you an instance of the sort of thing that I think we want to do. In connection with industrial training, for example, we have in Canada no proper scheme of foremanship training. If our industries want to put in a plan of foremanship training and want to go about their work of outlining any courses they have to go to private schools in the United States. Similarly, in regard to a lot of other vocational training. We think that we should at least be able to produce that kind of people in Canada, and the place to do that, we think, if we are going to give leadership, would be in the Dominion Department of Labour. That is just one example, Mr. Chairman, that might be the subject of study. They might want to work in co-operation with the provincial governments in regard to new developments in that vocational training field as a whole, to give some lead to the provincial governments as to what new type of shop they might set up. I am thinking of the development in this war of the whole field of radio reception and things like that. Electricity is another, and the whole field of aeronautical engineering is another. We might do some sort of work there, drawing up comprehensive courses outlining the training that could be given in those fields. I would not pretend to try to outline all the forms of research work that might be needed because I do not feel competent to do it. I do not know what may develop in a year's time.

Mr. BRUCE: We should not restrict the operation of this clause at all; it should be wide open.

Mr. THOMPSON: We want to have the authority to do whatever is needed.

[Mr. Walter S. Woods.]

[Mr. R. F. Thompson.]

Mr. NOSEWORTHY: Does this clause give the dominion the necessary authority to co-operate with the provincial governments in research work? I notice that there is no corresponding clause in section 4 which deals with the co-operation with the provinces.

The CHAIRMAN: Shall subsection 2 carry?

(Carried.)

The CHAIRMAN: Now, gentlemen, subsection 3 has been carried with the exception of (b), which we want to have amended. I have asked Mr. Woods to interview Mr. Mundell of the Justice Department and have him redraft this and present it to us according to our instructions at the next sitting of the committee.

Mr. LEGER: Section 3 was carried with that amendment.

The CHAIRMAN: Section 3, as I understand it, Mr. Thompson, is the total cost carried by the dominion government; is that not right?

Mr. THOMPSON: That is the idea.

The CHAIRMAN: Section 4 is on the basis of 50-50 with the province?

Mr. THOMPSON: With this restriction, I might say, that if the provinces are willing to pay any part of that cost we would not refuse it. As a matter of fact, they are making a substantial contribution in some of the provinces.

Mr. LEGER: Clause (d) was amended by Mr. Roebuck to add after the words "natural resources of Canada" the words "in the right of the crown".

The CHAIRMAN: Mr. Roebuck, did I understand you to make a motion for an amendment in subsection (d) "To fit persons for employment for any purpose contributing to the conservation or development of the natural resources of Canada in the right of the crown"?

Mr. ROEBUCK: "In the right of the crown". I moved that we add to that clause at the end of it after the word "Canada" the words "in the right of the crown".

(Carried.)

The CHAIRMAN: Section 4: "The minister may, with the approval of the Governor in Council, enter into an agreement with any province to provide financial assistance for"—

Mr. REID: If you will look at subsection 2 of section 3, it says, "The minister may undertake and direct research work"; and in section 4 with which we are dealing now it is stated in (a) "any project, undertaken in the province, to provide vocational training for any of the purposes set out in subsection 1 of section 3 of this Act". I was wondering if we should not include "any project undertaken as outlined in section 3" with regard to research work because difficulty may arise and we will find that we have not power to enter into an agreement with the provinces to do any research work.

The CHAIRMAN: It is suggested that the words on the 29th line "one of" be deleted and that (a) will read: "any project, undertaken in the province, to provide vocational training for any of the purposes set out in section 3 of this Act."

Mr. FRASER: You will have to strike out in sub-section (d) of section 3 the words "in the right of the crown"; would you not?

Mr. ROEBUCK: I thought of that. I think it is rather anomalous that we should be training men to work in our national parks, Indian lands and forest resources and expect the provinces to contribute toward them by an agreement.

Mr. NOSEWORTHY: There is no danger of getting the provinces to contribute to them.

Mr. ROEBUCK: It seems illogical, but I do not see any harm in it.

Mr. FRASER: Would not the provinces have an interest because if we were improving crown lands that would help them with regard to tourist business, would it not?

Mr. REID: I rise to another point. Personally I quite agree with the remarks I made a few minutes ago that subsection 1 should be struck out, but if we did that it raises the point regarding subsection (d) of section 3. In the amendment put forth by Mr. Roebuck we have at the end of subsection (d) the words "in the right of the crown"; I am wondering whether if we add the words "in the right of the crown" it could not be interpreted that we could not enter into any agreement in connection with natural resources of a province? It is quite true that it is mentioned in section 4, but after all we are saying in section 4: "The minister may, with the approval of the Governor in Council, enter into an agreement with any province to provide financial assistance for (a) any project, undertaken in the province, to provide vocational training for any of the purposes set out in section 3 of this Act". Now, we are tying the whole of section 3 to the agreement which can be entered into between the dominion and the province, and if you go back to section 3 you will find that the development of the natural resources is stipulated by the dominion.

Mr. NOSEWORTHY: Do you think a province is likely to enter into an agreement to do that? They may, but they do not have to.

Mr. REID: Some province might.

Mr. THOMPSON: Mr. Chairman, even with the alteration in the wording of section 4 there is no obligation on the dominion to enter into an agreement, except the permissive clause; it is not mandatory. It says that we may enter into an agreement. I cannot conceive of any province wanting to enter into an agreement that is to develop dominion crown lands. I think that would be too much to hope for.

The CHAIRMAN: Do you wish to have subsection (a) amended by deleting the words "subsection 1 of"?

(Carried.)

The CHAIRMAN: Is there any further discussion in connection with subsection (a)?

(Carried.)

The CHAIRMAN: Subsection (b) "the continuation after March 31, 1942, of any project for training heretofore carried on in the province under The Youth Training Act, 1939".

Mr. FRASER: Could Mr. Thompson tell us what is being carried on now?

Mr. THOMPSON: Do you mean at the present time?

Mr. FRASER: Yes. It says "the continuation".

Mr. THOMPSON: Formerly we carried on under youth training a good many of the projects we are now carrying under War Emergency Training. For instance, our pre-enlistment training for the R.C.A.F. was all done under the Youth Training Act until we got our special appropriation for a war emergency. Similarly, we carried on a great variety of projects of industrial training—practically all those now carried on under the war emergency program, except a few that are not defined as war employment—at least not specifically so defined—and they are still carried on under this Training Act, or they were until the end of March, and they have expired. In addition to that probably the most widespread project under the Youth Training plan now is for rural training consisting of general courses in agriculture for the men, rural homecraft and handcraft for the women; or specialized courses like farm mechanics, egg poultry grading and things of that kind. Then we

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have been carrying on physical training projects, particularly in British Columbia and in Alberta, to improve physical fitness. I think those are particularly important in the present circumstances. Then we are carrying on our student aid, and we hope to extend that very materially. We have the co-operation of all the provinces except two. To make that applicable on a broader scale, at least on a more extended scale, it would have to include every student in medicine, dentistry, science, engineering. We hope to continue that in this new bill, if as and when it goes through.

Mr. BRUCE: I would just like to interject the opinion that this work that is being done on physical fitness for men is very importna, and I think that it should be continued under this clause.

*By Mr. Noseworthy: (to Mr. Thompson)*

Q. I would like to ask Mr. Thompson if they have ever given any consideration to the possibility of extending student aid down into the upper grades of the secondary schools?—A. No, Mr. Chairman, that has never been considered. It was being done in the States, but we have never considered it here.

Q. I doubt if it could be brought into this Act. I think your department should some time consider that, because investigations show that 50 per cent of the brightest students in our secondary schools are unable to complete their secondary school courses because of the financial condition of the family.—A. Of course, our whole plan should make it possible for students to enter university after their matriculation in the secondary school. If they had a good record they could be helped in the first year at university under our student aid scheme. We did not actually extend that form of assistance to all. In almost every case students in these schools are at no expense as to tuition and the students are living at home to a great extent. In the smaller places where there are no vocational schools we have never given consideration to that.

Q. I may say that in Great Britain there is national assistance given to boys and girls in the upper grades of the secondary schools to the extent that they actually have compensated the parents for the earning power of those boys and girls while they are in that school. I do not think we have ever considered anything like that in this country.

Section agreed to.

On subsection (c):

Mr. ROEBUCK: That is subject to amendment in the same way as (d) of section 3. I would move that we amend that in this way, by inserting in the last line of the clause after the word "resources" the words, "of the Crown in the right of"; so it will read this way, "provide vocational training to fit persons for employment for any purpose contributing to the conservation or development of the national resources of the Crown in the right of the province."

Mr. NOSEWORTHY: There is one point there: is it not the policy of the Dominion Government to do afforestation work on farm land, or any other form of reformation of land, that is not owned outright by the government?

The WITNESS: Well, Mr. Chairman, the afforestation projects that we have undertaken in the past have been on Crown lands, either in the right of the province or in the right of the Dominion; except in the Province of Prince Edward Island, where we did undertake a project for two or three years of wood lot cultivation. There are no Crown lands there. These wood lots were all held by private owners and the work was done on certain lots throughout the province; but the owner had to enter into an agreement with the province that he would maintain the lot in a proper status; and our idea there was simply to train a certain number of men in the island who would be competent to go on and take contracts to do silviculture and reforestation work on private wood lots.

*By Mr. Roebuck:*

Q. What about mines; do you undertake anything in connection with mines?—A. Not with respect to private mines, no. We have had mine training in British Columbia, in Ontario, in Quebec and Nova Scotia. In Quebec and Nova Scotia it was done at a government-owned mine, and the men were trained as hard-rock miners. In Ontario it was done up at the mine-training school. In British Columbia it was done chiefly in placer miner and prospecting by bodies sent out. They were put in the base camp first and given necessary work and theoretical instruction and then they went out in parties with skilled guides on Crown land to prospect for minerals. We had the same arrangement in New Brunswick, and it was rather interesting to note in both cases they made one or two discoveries which promise to be of some importance.

Q. Are fisheries kept at all in these classes?—A. Fisheries?

Q. Yes.—A. No. We have had training for fishermen too in the maritime provinces and in Quebec, but we do not classify that as a natural resource. It is, but it is a little different type of training.

*By Mr. Noseworthy:*

Q. My question is, will we by adopting the amendment that Mr. Roebuck suggests both in section 3 and section 4 be excluding the Dominion government from entering into any such projects as these in other provinces should occasion arise to do so?—A. That is included in one of the subsections. I presume what Mr. Noseworthy really refers to is whether or not we could carry on under subsection (b) projects which were formerly carried on under the Youth Training Act.

Q. Might occasion arise for you to enter into new projects of that nature, reforestation on private lots, in Ontario, say?—A. I do not think any project would be so new that we could not get it in under the Youth Training Act subsection. Personally, I doubt very much the wisdom of using public funds and public paid trainees to develop anybody's private lot.

Mr. FRASER: If you were to do that you might get in dutch; and if you did it for one you would have to do it for all.

The CHAIRMAN: Any further discussion?

Subsection (c) agreed to.

On subsection (d):—

(d) the development and carrying on by the province after the present war of any project recommended by the council to provide vocational training for apprentices or supervisors in any industry; and—

*By Mr. Reid:*

Q. I have a question or two there which I would like to ask. Under this Act the Dominion government is setting up a council to train men in the various industries and here in this clause you say, "develop and carry on by the province after the present war any project recommended by the council to provide vocational training for apprentices or supervisors in any industry"; which would indicate that they are projects which would be carried on by provinces. My second question is this; "after the present war", does that mean that no apprentices or supervisors will be set up until after the present war? And my first question is: why the words, "by the provinces?"—A. Answering your first question: Mr. Chairman, that type of training of apprentices and supervisors is now being carried on, but under the other subsection, it is war training. We are doing that now. So that we really do not need that "after the war".

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We can do that under the authority of the War Measures Act. But, after the war, the matter of apprenticeship training is by statute under the jurisdiction of the provinces; and unless there is some change in the constitutional set-up we would not be able to carry on and direct apprentice training work in any of the provinces. That is why we are suggesting the wording there, "by the provinces"; in other words, many of the provinces now have apprenticeship Acts—they are not particularly wide in their scope—and it was our thought that if we had some enabling legislation that could assist the provinces in widening the scope of their apprenticeship Acts, or broaden them to cover the training of foremen, personnel managers, supervisors or anybody in a similar category in industry, it would serve a useful purpose. For example, if we had had proper apprenticeship training in this country in the way of machinists, tool-makers, die-sinkers, and so on, five or six years ago we would not have been in the jam we are in with the shortage of men of that type with which we are now faced.

*By Mr. Roebuck:*

Q. "Development and carrying on by the province" seems to me to be all right, because we are told that the provinces are now carrying on apprenticeship and supervisor training, now made possible under the War Measures Act, as Mr. Thompson says. But I do not see any value in the words "after the present war". If that is being carried on under war legislation, all right. We would, during the war, have alternative powers; one by order in council and one by the Act. There is no harm in that. On the other hand, the criticism of it is that we have to wait for the war to end before this Act becomes operative, and I do not like it. I would not like to have to make that technical explanation. I do not see that the words serve any useful purpose, and I will join Mr. Reid in his motion to strike those words out.—A. Might I just point out one thing: if you strike out those words we might have requests from the provinces to enter into apprenticeship training for any one of the trades coming under the Apprenticeship Act now; and then, as you know, there are a lot of trades that are not connected with the war in any way, shape or form; and we would not want to be obligated during the war to carry on that particular type of apprenticeship training. That is why we suggested that the words, "after the present war" be inserted.

Q. It would be no embarrassment to you to say no.—A. No, except that everytime you decline co-operation it makes it just that much more difficult to get it on something else when you may need it at some future time.

Q. As soon as the war is over you would have to say no, you don't propose to do it.—A. That is right. I just wanted to explain why we had put in that particular clause.

*By Mr. Noseworthy:*

Q. If a province undertakes apprenticeship training in war work during the war has the dominion government the authority to assist them? If any of the provinces choose to undertake apprenticeship training in war work during war time may they have the assistance of the dominion government?—A. We are doing that now, Mr. Chairman, under our war-training program. I do not think there would be any serious difficulty in the use of the phrase "after the war"—or, "after the present war"—or if that phrase were taken out. I just wanted to try to justify why we had suggested putting it in there in the first place.

Mr. REID: Are you not safeguarded by the provision which appears earlier there, "recommended by the council"? Would not that afford you ample protection?

Mr. NOSEWORTHY: I would recommend a change in the word "approved" there, instead of "recommend". That gives the province a chance to initiate.

Mr. THOMPSON: There is only one question there, Mr. Chairman. When you get into apprenticeship training and industrial training, that is a part of industrial life in which not only the employers but organized labour are very vitally concerned; and anything that we did to assist apprenticeship training, I think we would want to do it with the full backing and approval of the representatives of both parties concerned who are on the advisory council. As an administrator, I would not want to start any type of apprenticeship training unless I was certain I had the full backing and support of both employers and the workers. That is why I suggest there that that type of training should be approved by the council.

Mr. NOSEWORTHY: You say "recommended" but not "approved". My suggestion is that you use the word "approved".

Mr. THOMPSON: You might get a situation like this, where a certain course was not recommended and yet you might go ahead and do it; as an administrator I would not want to be put in that position, quite frankly. If a course was approved, as an administrator I would have to carry it out, whether by the council or not.

Mr. NOSEWORTHY: You want "recommended".

Mr. THOMPSON: I just would not want to be in that position.

Mr. REID: I think the word "recommended" is the proper word. After all, it is the minister who does the approving.

Mr. THOMPSON: Yes.

Mr. REID: The minister does the approving and the council does the recommending.

Mr. THOMPSON: Yes. "Recommended" is better.

The CHAIRMAN: Is there any further discussion?

Mr. ROEBUCK: Yes, Mr. Chairman, with regard to the last line restricting it to apprentices or supervisors. I do not know why we do that. Why not everybody whom we recommend? Or why limit it to those classes of supervisors and apprentices? Why not the general worker as well?

Mr. NOSEWORTHY: Would the term "apprentice" include everybody below the rank of foreman or supervisor?

Mr. ROEBUCK: Oh, no. An apprentice is a man who becomes bound by law to his master. He is not a beginner. He is not just a tyro. He is a man who occupies a legal position. In the province of Ontario we have an apprenticeship act, which might not include the common law definition, but which has a definition of apprentice for the purpose of that Act. He is one who is bound to serve for a certain length of time, and he is not a student only. He is a special kind of student.

Mr. NOSEWORTHY: Is there no provision in this Act whereby a worker may be assisted in his industry?

Mr. THOMPSON: If we were going to assist apprentices and were drawing up any agreement with the provinces for that type of work, the first thing we would have to do would be to define what you mean by "apprentice". It is very loosely used now, and a great many people that are called apprentices are just not apprentices. You would have to go into that very thoroughly, to define what you mean by apprentice, and then lay down very definite conditions which would have to be observed in any approved plan of apprentice training. With regard to the other question—why should not that training be applied to any worker in industry—our feeling is that the training of workers in industry, in normal times—that is, of the general run of workers—is the responsibility of the industry, that they should undertake that and they should pay for it. We are concerned

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more with the training of highly skilled men, and I think we would want to limit the kind of training we gave to that type of personnel, either apprentices or supervisors as to the run of the mill employees. I would say that type of training is the responsibility and should be the responsibility of industry.

Mr. NOSEWORTHY: The other side to that story, Mr. Chairman, is that if industry does not train these men, and you get a period of unemployment and they cannot hold jobs because they are not trained, then the state has to keep them by means of unemployment insurance or relief.

Mr. THOMPSON: Mr. Chairman, we hope to meet that situation by, I think it is the next subsection, providing for vocational training on the secondary school level.

Mr. NOSEWORTHY: Does that include all ages?

Mr. THOMPSON: All ages? I do not know. That would be defined in the agreement, what the age limit would be.

The CHAIRMAN: Is there any further discussion?

Mr. ROEBUCK: Just a minute before we pass it or amend it. Would it do any harm to say, "students" as well as "apprentices"? "Apprentice" is too narrow and has too legal a character. How about "apprentices, students or supervisors"?

Mr. THOMPSON: What would you mean by "students" exactly?

Mr. ROEBUCK: I might counter by asking, what do you mean by "apprentices"?

Mr. THOMPSON: I will give you our definition of "apprentice" if you will give me a definition of "student".

Mr. ROEBUCK: Well, a student is a learner in any industry.

Mr. THOMPSON: I would say no, that that is the responsibility of the industry. A learner, a man who is learning a job which only takes a few days, a couple of weeks or a couple of months, I would say in normal times is definitely industry's responsibility to educate and is part of their ordinary industrial problem. They have not paid enough attention to it in the past.

The CHAIRMAN: Is there any further discussion? We have a motion by Mr. Roebuck that this subsection (d) be amended by striking out the words "after the present war". What is your pleasure? It has been seconded, I think, by Mr. Reid. What do you wish to do about it?

Mr. McCULLOCH: Mr. Thompson is not in favour of it.

The CHAIRMAN: Not in favour of it? Shall we carry it as it is, then?

Mr. ROEBUCK: I would like to see it go unless Mr. Thompson has very serious objection to it, because it spoils the appearance of this act. It gives a chance for uninformed criticism of the Act that I do not think is necessary. We would be better off without it.

Mr. THOMPSON: Mr. Chairman, I have not any serious objection to removing it at all. What we had in mind was that somebody might criticise us for making it possible for the dominion to have to spend money during the war on things which are really no definite concern of the war.

Mr. REID: It must be recommended by the council. There is your safeguard. There may be no expenditure unless your council recommends it.

Mr. THOMPSON: No.

Mr. REID: And unless the government, the dominion government, pass it.

Mr. THOMPSON: I say we have no serious objection to its being removed.

Mr. FRASER: The provincial governments would have to sanction it, because they have to pay half the cost of it in this case.

Mr. THOMPSON: Yes.

The CHAIRMAN: You have heard the motion that the words, "after the present war" be deleted. All those in favour signify in the usual way? Contrary? Subsection (d) agreed to.

On subsection (e):

Mr. ROEBUCK: I should like to hear an explanation of that by Mr. Thompson.

Mr. THOMPSON: Mr. Chairman, in my opinion, after the war that is the most important section of the Act. It does not cover much ground in the wording, but what it does is really provide for the equivalent of the Technical Education Act, which would enable the dominion government to do certain things. I visualize it this way, that a certain sum of money would be appropriated by parliament for that purpose. That money would be allotted among the different provinces to assist in the carrying on and development of vocational training. Then a policy would have to be drawn up as to how much of that allotment could be used for, we will say, capital expenditures either in machinery, equipment, land or buildings. Then the agreement would have to specify the general basis on which we would carry out that, what would require dominion approval, provision for educational institutions, safeguarding of the funds. We might under that act, as I see it, even arrange for some kind of co-operative vocational school to be carried on by one or more of the provinces and by the dominion. What I had in mind was this. Take, for instance, the aircraft industry. To establish a proper school for the aircraft industry, in all its branches, would involve a very substantial outlay which might be beyond the financial means of any one province. But we might get an agreement with several of the provinces and our own department to establish and operate such a school. Similarly you might want a trade school with regard to another type of industry, say the pulp and paper industry. The ordinary technical schools, Mr. Chairman, cannot serve and are not designed to serve the needs of modern specialized industry. They give basic training in certain of the old, what you might call fundamental trades, but they are not equipped—and I do not think any municipality could finance the equipment—for what you might call a specialized technical trade school, say for an industry like the pulp and paper industry, the rubber industry, the boot and shoe industry and so on. What you might have under that section is a trade school, financed jointly by the provinces concerned and by this department, as well as provision for carrying on or extending your regular secondary vocational schools.

Mr. NOSEWORTHY: Mr. Chairman, there were two weaknesses in the old Vocational Act. I do not know whether they can be eliminated or how they can be eliminated. In the first place, certain provinces were able to put up 50-50 with the dominion government much earlier than other provinces because of their greater wealth. Some of the provinces were not able to use their portion of that \$10,000,000 grant for ten years and, I believe, some of them went on to fifteen years before they were able to take advantage of the government grant. A remedy for that would be a grant devised in such a way that it would be paid to the provinces on the basis of need, and the provinces that are poorer and need assistance would be able to get more than the 50 per cent of their share. That was one of the great weaknesses. The second weakness was that every province divided its share with the municipality and only the municipalities that could afford to build technical schools were able to take advantage of that dominion grant, with the result that you have your technical schools in the big cities and you have all the small towns and outlying sections of the country without any vocational education. I am afraid the same thing will happen here, and that only in cases where the province can get a municipality to bear a major share of the cost of setting up these schools will they get support under this provision. I wonder if Mr. Thompson has given any consideration to those two weaknesses of the old Vocational Act.

[Mr. R. F. Thompson.]

Mr. THOMPSON: Mr. Chairman, the place to cover points similar to those raised by Mr. Noseworthy would be in the agreement, not in the Act. I think it is advisable to keep the act fairly broad. Then the meat of that would come in the agreement that you drew with your provincial governments. I do not think you could justify the dominion contributing more than 50 per cent of the cost in any one province. What you might do is, instead of allocating the amount on the basis of population—that would have to be a factor, but another factor would be the matter of need, as to whether technical education needs to be expanded more than other fields. Whether or not the province would require the municipality to contribute 20 per cent or 25 per cent, that again would be a matter that would have to be covered in the agreement. As a matter of fact, during the past four or five years under youth training several provinces have made a fairly substantial start towards expanding their technical school facilities. They have opened special centres; they have purchased machine tool equipment, and they will remain their property. So they have made in some sections fairly considerable progress. New Brunswick, probably, is the most notable, and the province of Quebec I would say is the next.

The CHAIRMAN: Have you had any difficulty with the provinces in making your agreements on a 50-50 basis?

Mr. THOMPSON: No, we have never had any difficulty at all, Mr. Chairman, except on points of detail, certain types of expenditures that they thought we should contribute to and we did not think we should. It has usually been amicably settled on the basis of our not contributing.

The CHAIRMAN: On what basis do you allocate your grant as between provinces?

Mr. THOMPSON: I am afraid, Mr. Chairman, we do not allocate it on the basis of population. We allocate it rather on the basis or the extent to which the provincial government showed their willingness to contribute. Some of the provinces did not seem particularly interested or particularly impressed with the need of doing anything a few years ago; and they did not get as big an allotment in proportion to their population as they would have got if it had been done in proportion to the population. As a matter of fact, in no instance was their full allotment taken up and used by the provinces for youth training during the past five years. Whether or not the amount allotted was adequate in the first place is a matter of opinion; but it is a matter of fact that the amount was not fully used in any one province in the dominion.

Mr. McCULLOCH: In Nova Scotia we have a technical college in Halifax and some two years ago Professor Montgomery and Professor Ball sent briefs to the late Norman Rogers in regard to an extension of that school down there. That brief claimed it was not equipped and large enough to take care of the students. I wonder if there was ever anything done about that.

Mr. THOMPSON: Which school is that?

Mr. McCULLOCH: The Technical College in Halifax.

Mr. THOMPSON: Yes. Under the Technical Education Act I think the province of Nova Scotia put all their eggs in one basket, more or less, and put most of their funds in the technical college. Apart from that all they did was to provide for some evening classes. Now the technical college is a sort of half-way between a vocational school and an engineering college. In other words they tried to build the second story of the house before they had the basement. When youth training came in we urged repeatedly that they should provide some additional training schools in Nova Scotia, as they had no technical schools. We did not get that idea across, and the only places where they did establish apprentice training was in Cape Breton through the co-operation of labour and employers in the local municipalities.

Mr. McCULLOCH: We have one in New Glasgow.

Mr. THOMPSON: Yes. Under the war training program we have opened several schools at New Glasgow, Trenton and Pictou, and we did pay a fair amount of money for fixing up those schools, and the province contributed also. The point is that if they had utilized the Technical Education Act a bit differently, or if they had utilized the facilities of the youth training appropriation, they could have had technical schools of a sort at least in operation.

Mr. McCULLOCH: Is there any hope of Halifax getting assistance to enlarge their school there?

Mr. THOMPSON: I could not give an answer to that, Mr. Chairman.

Mr. NOSEWORTHY: Mr. Chairman, I think this committee should thoroughly understand that the old Vocational Act and the Youth Training Act both operated on the principle, "To him that hath shall be given." In every case the province that could best afford to take up the appropriation, the dominion appropriation, was able to do so, and the province that did not have the money to put up 50-50 fell short of the dominion appropriation. In the second place, the municipality that was able to go in with the province and put up a fair share of the cost of vocational education got the advantage of the dominion allotment, and the smaller communities all across the country that could not afford vocational education received no assistance from the Vocational Act. It looks to me as if this Act will operate on exactly the same principle. Every investigation that has ever been held on education, every commission that has ever reported has reported that dominion aid to the provinces should be allocated on the basis of need; so that the province that could least afford to put up a large amount of money for vocational education should be able to get a larger proportion of the share of dominion support and that the municipality that could not afford to put up a large amount of money for building a vocational school should be able to get a share from the dominion. This 50-50 arrangement ties the dominion government to the same old principle of giving money to a province and to a municipality that can best afford to put up the money of its own and still leave the poorer province and the poorer communities with practically very little support from the dominion grant. I should like that to be considered before this act is adopted.

Mr. THOMPSON: Mr. Chairman, I am not speaking now of the old Technical Education Act. I am speaking of the Youth Training Act and Mr. Noseworthy's statement that it was not effective in the least financially able province, shall we say, I am afraid is not quite correct. For example, I would not include Ontario as among the most poverty stricken of the provinces and yet it was in Ontario that the smallest proportion of our aid was used. Our appropriation was most fully used in the four western provinces and in the province of New Brunswick. A very small percentage of it was used in Ontario in most years. By no means was the full amount used in Quebec or Nova Scotia, and more could have been allotted to them; but there was no use allotting more than they were willing to expend. I do not think that argument holds good with regard to youth training.

Mr. NOSEWORTHY: They could only accept as much as they were able to match dollar for dollar.

Mr. THOMPSON: I would not say they could only accept as much as they were able to match. I say they only accepted as much as they were willing to match, Mr. Chairman.

Mr. NOSEWORTHY: Is it not true that Ontario did not share in that not because it was not able to do so, but because it was not interested; the government was not interested in the youth training program?

Mr. THOMPSON: I am not prepared to say why they did not share. All I can say, Mr. Chairman, is that they did not. What the reason was, I am not going into.

[Mr. R. F. Thompson.]

The CHAIRMAN: Is there any further discussion?

Mr. ROEBUCK: Yes. May I say, Mr. Chairman, that I do not like the phraseology. The phraseology is as follows:—

(e) the development and carrying on after the present war of vocational training on a level equivalent to secondary school level.

I think we all know what it means. But there are many levels other than the educational level. There is, for instance, the financial level, and that might be reasonably argued. There is the population level and there is a physical level, as far as that is concerned. Nobody would argue that so far as the first and second part is concerned it is the educational level that we mean. I would suggest that the committee consider my phraseology, although it may be open to greater objection than that to which I object. However, I will give it to the committee in order that they may have it before them. Should we not say: "vocational training up to an educational grade"? The word "grade" sounds better to me than "level". It is the grade of education that we mean. It would then read: "up to an educational grade equivalent to that of secondary schools." Whether grade or standard is the word, I am not sure.

Mr. THOMPSON: Mr. Chairman, the wording of that section is taken from the old Technical Education Act. I think it is identical to what is used in the Act; and I do not know how you can make the intent any clearer by substituting the word "grade" for the word "level". What we did want to make clear in that subsection was that we were not assisting in the primary schools, the elementary schools, or at the other end of the scale, university classes. It is to assist on the secondary school level. I do not know how you can make it any clearer. That differs a bit from one province to another.

Mr. NOSEWORTHY: There is also this difference. You are now getting in many of the provinces and in many schools in our province the lower grades that formerly were in secondary schools. The work is now done in the primary schools. Are they considered on a secondary level in your interpretation?

Mr. THOMPSON: Mr. Chairman, I would not want to give any blanket answer to that. That would depend on the situation in each province, because the grading is quite different in some provinces. In some provinces you have the continuation schools; you have the consolidated schools, and you have the junior high schools. I think the restriction there would have to be modified in the agreement with each individual province rather than in a statutory bill.

The CHAIRMAN: Is there any further discussion?

Mr. ROEBUCK: Mr. Thompson seems to like "level" better than he does "grade", because he has used it.

Mr. THOMPSON: It is just a copy of the old wording.

Mr. ROEBUCK: I do not see any particular advantage in copying the old wording, if you keep the old meaning. I would think this would be an improvement, if we said a vocational training on an educational level—if you want that word—equivalent to that of secondary schools. It reads so much better. By repeating the word "level" it looks rough. It does not look like a workmanlike job in phraseology.

Mr. THOMPSON: You would insert the word "education" before the first—

Mr. ROEBUCK: I think it would be an improvement. It should read like this: "on an educational level equivalent to that of secondary schools," instead of "on an educational level equivalent to secondary school level." That is better English, that is all.

The CHAIRMAN: What is your proposed change now, Mr. Roebuck?

Mr. ROEBUCK: Strike out all the words after the words "vocational training" on the second last line and substitute therefor the following words: "On an educational level equivalent to that of secondary schools."

Mr. NOSEWORTHY: Mr. Chairman, if the council so desired that wording would enable them to rule out education of a secondary school type now given in primary schools if you definitely say that it is on the secondary school level. The continuation schools in this province, the high schools and collegiates, are recognized as secondary schools. Secondary education is given in many primary schools in this province—education on a secondary school level—but it is not given only in a secondary school. I am afraid that Mr. Roebuck's amendment will lead to a little confusion and give the council, if they so desire, an opportunity of ruling out that type of education.

Mr. ROEBUCK: Now, if that criticism is good as against the amendment it is also good as against the bill as it stands. Now, in my first suggested amendment I said "up to an educational grade"; and if Mr. Noseworthy's criticism is good, that it is only on that grade and not up to the grade of the secondary schools, we can strike out the word "on" and substitute the words "up to."

Mr. THOMPSON: That would change the content entirely. That would help with "elementary" and "primary" but it would not help the other "up to the secondary school level." You change the whole intent and purpose of the section.

Mr. REID: I think the wording as it stands is about as clear as we can get it.

Mr. NOSEWORTHY: Those words "level equivalent to secondary education" would take in secondary education wherever it is given, but if you say "equivalent to secondary schools" you are ruling out secondary education given in primary schools.

The CHAIRMAN: Now, gentlemen, you have heard the motion moved by Mr. Roebuck that all the words after "vocational training" in line 42 be struck out and these words substituted: "On an educational level equivalent to that of secondary schools" so that the subsection will read now "the development and carrying on after the present war of vocational training on an educational level equivalent to that of secondary schools."

Mr. REID: I move in amendment that the wording remain as it is.

The CHAIRMAN: All those in favour of allowing the Act to remain as it is?

(Carried)

The CHAIRMAN: Does the subsection carry?

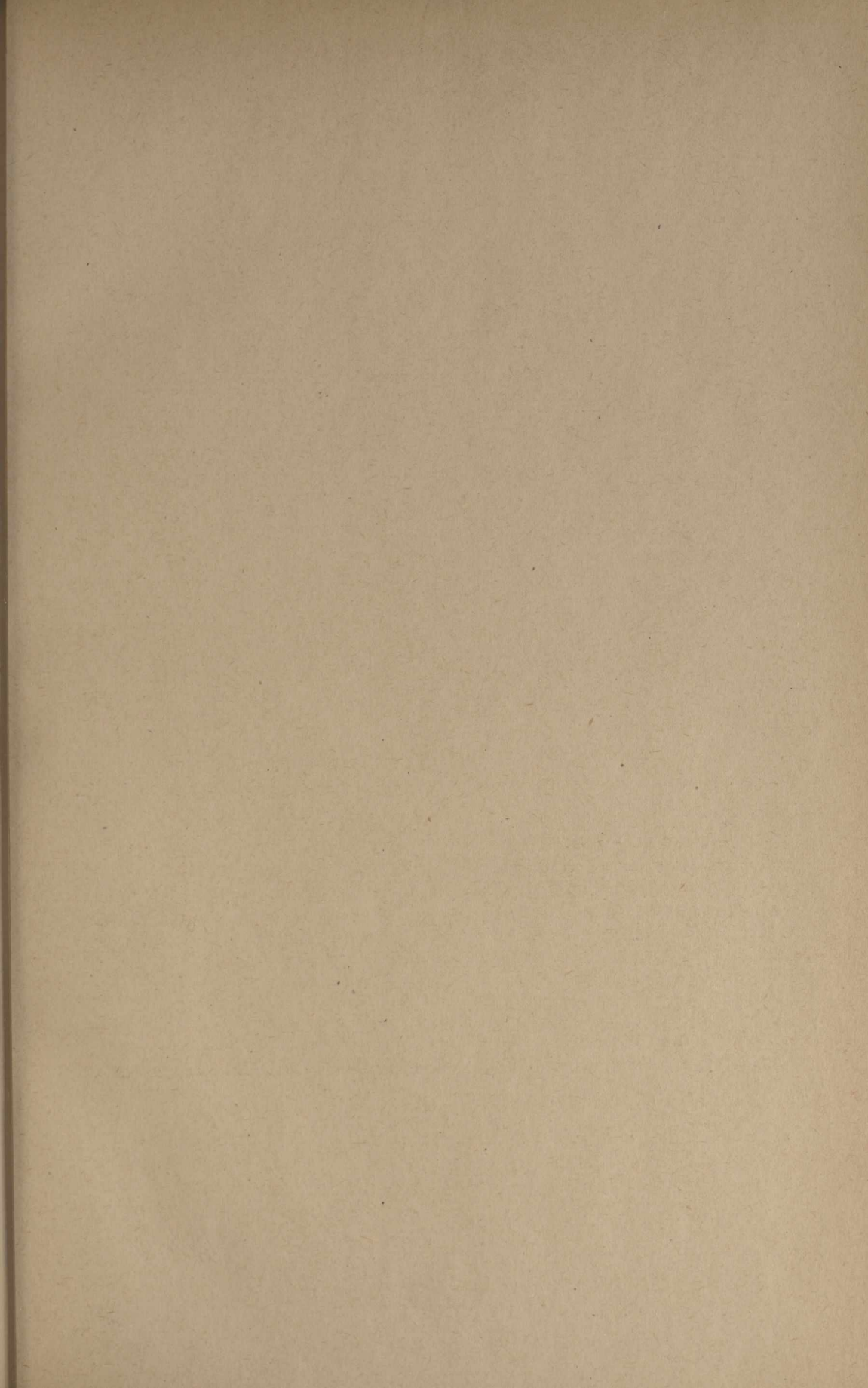
Mr. NOSEWORTHY: I would like the committee to consider section 2 seriously before the next meeting. It definitely limits the government on that 50-50.

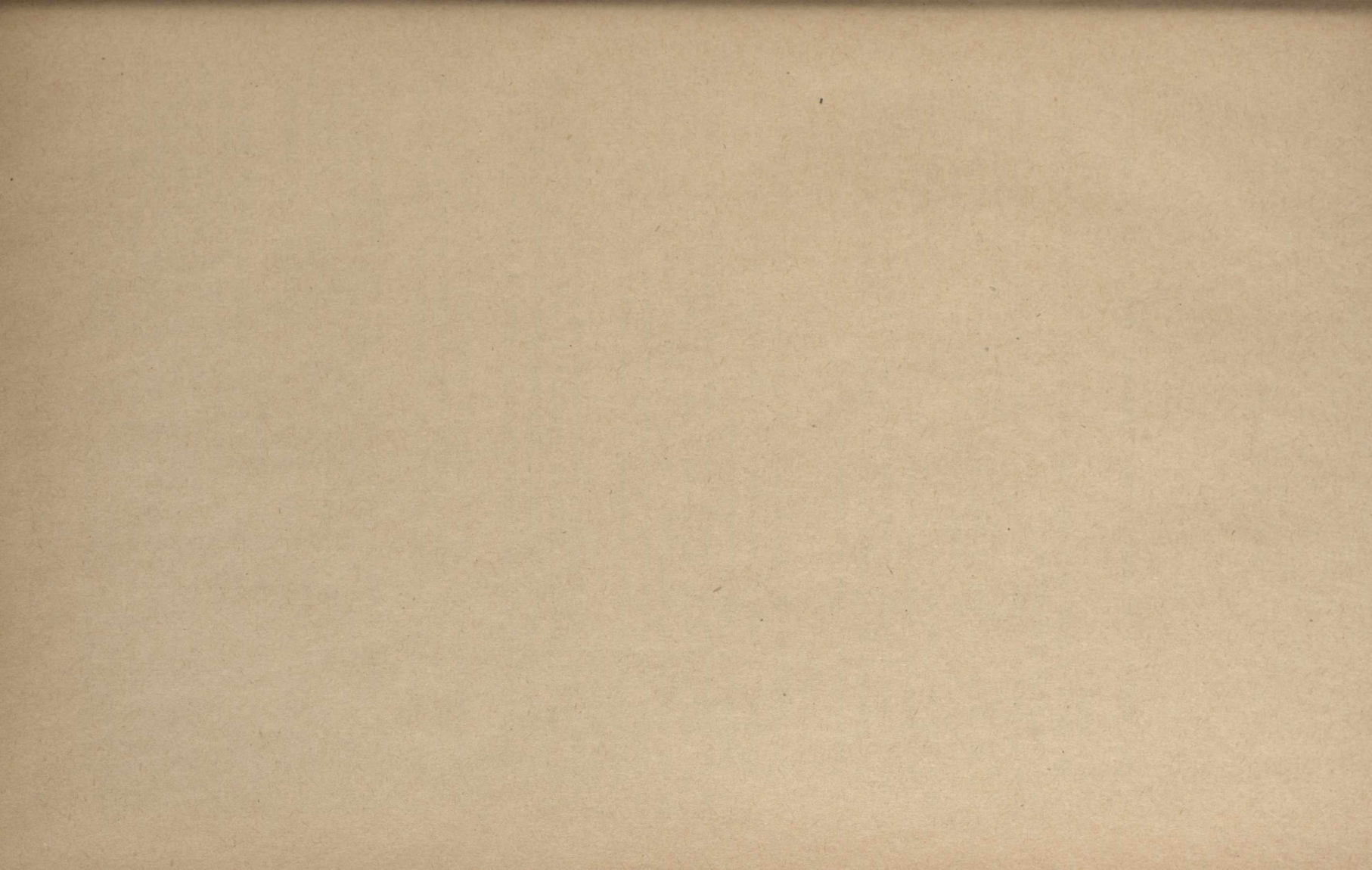
Mr. ROEBUCK: Before we adjourn let us complete subsection 3. I have had a little conversation with Mr. Woods in regard to that and I move that we add after the word "members" in the first line of subsection (b) the following words, "of His Majesty's forces of Canada or" so that the section will then read, "to fit for any gainful employment former members of His Majesty's forces of Canada or of the forces of His Majesty domiciled in Canada at the time of their enlistment."

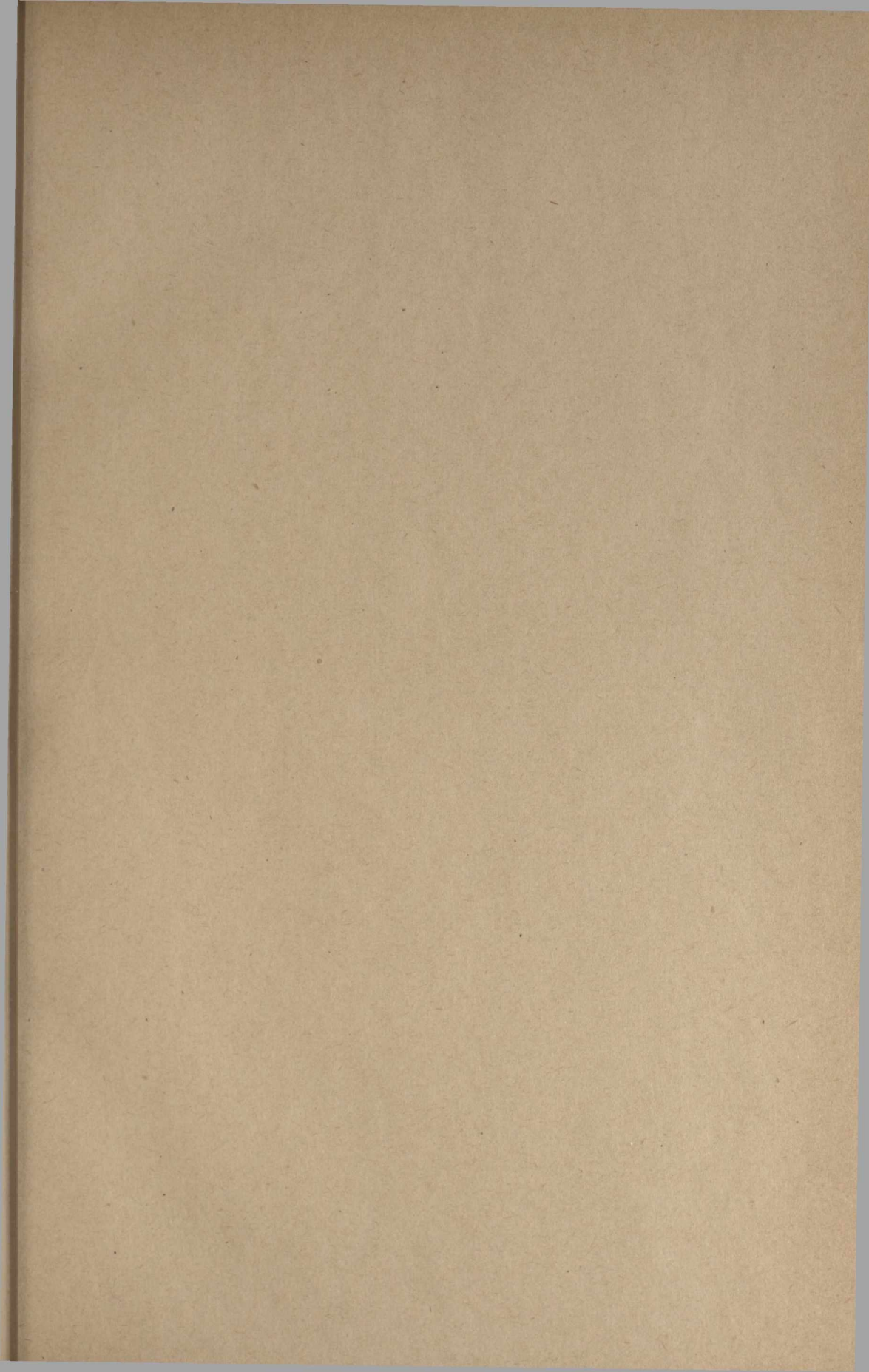
Mr. REID: I think we should give that matter a little thought before we put it through.

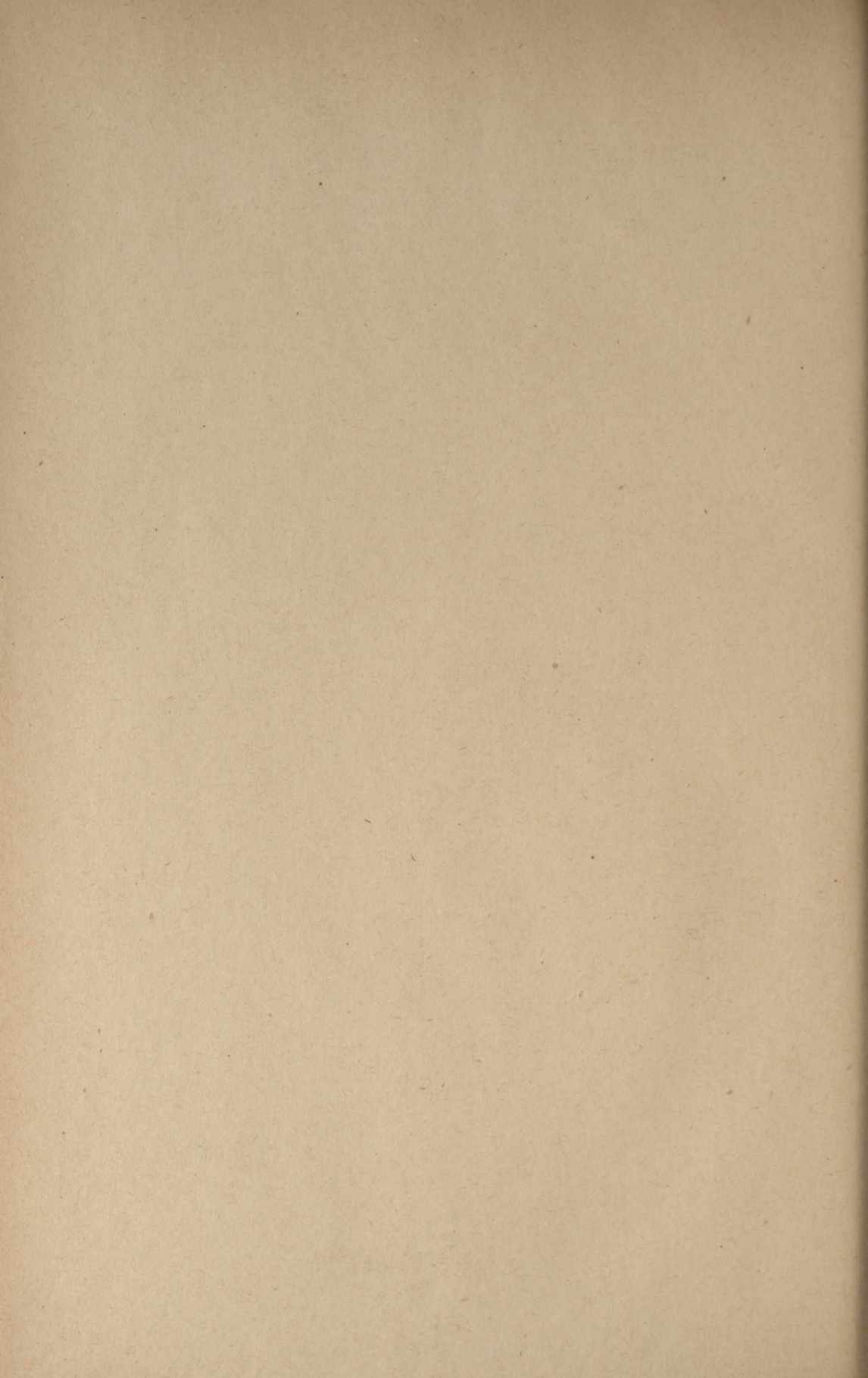
The Committee adjourned to meet Thursday, May 14, at 11 o'clock a.m.

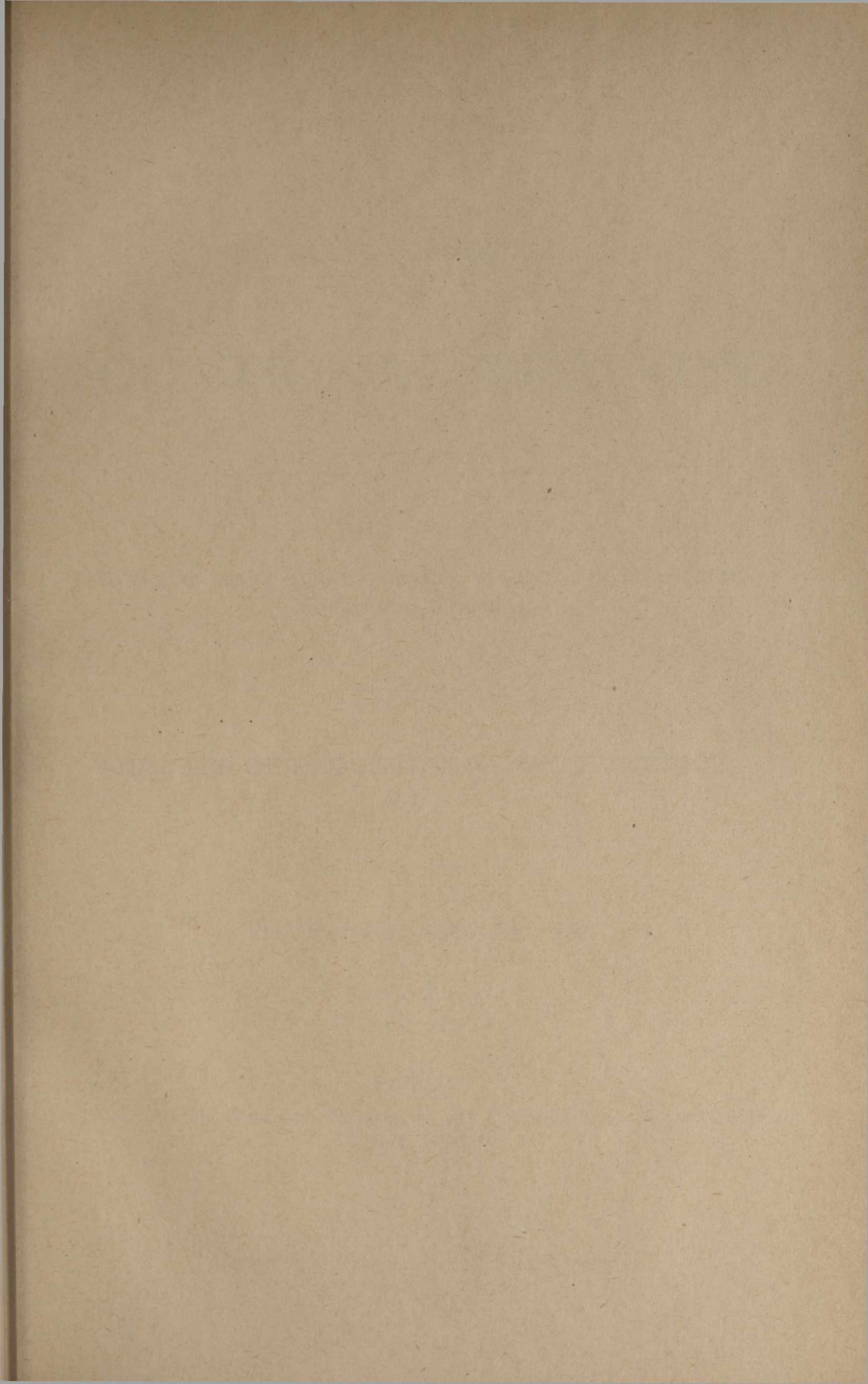


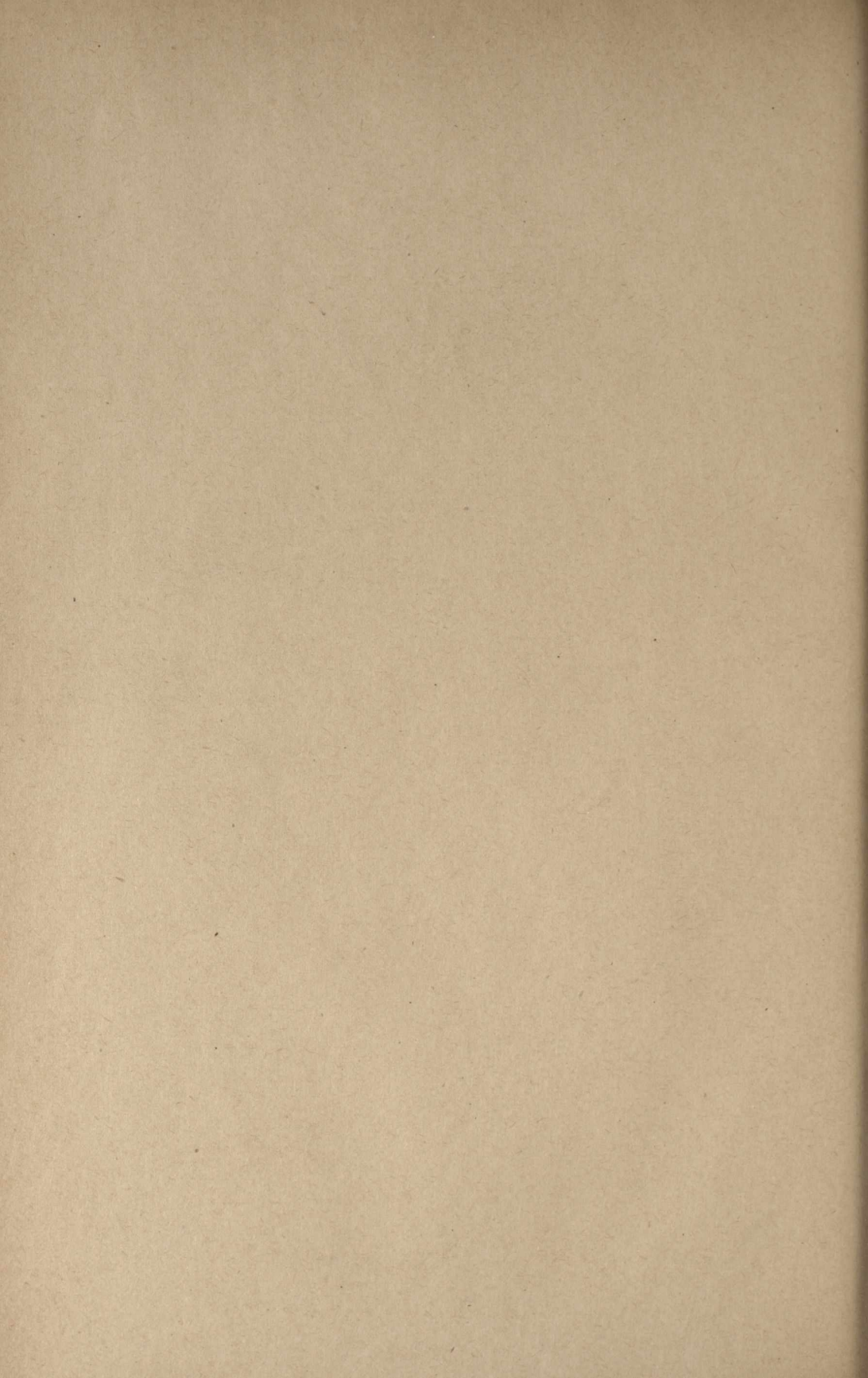












SESSION 1942  
HOUSE OF COMMONS

SPECIAL COMMITTEE

ON

# VOCATIONAL TRAINING

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BILL No. 64

An Act to assist in the carrying on and co-ordination of  
Vocational Training

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MINUTES OF PROCEEDINGS AND EVIDENCE  
No. 3

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THURSDAY, MAY 14, 1942

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Witness:

Dr. L. C. Marsh, Research Adviser of the Committee on Reconstruction,  
Ottawa, Ontario

OTTAWA  
EDMOND CLOUTIER  
PRINTER TO THE KING'S MOST EXCELLENT MAJESTY  
1942





## MINUTES OF PROCEEDINGS

THURSDAY, May 14, 1942.

The Special Committee on Vocational Training met at 11 o'clock a.m., the Chairman, Mr. Donnelly, presiding.

*Members present:* Messrs. Donnelly, Edwards, Lafontaine, Leger, McCulloch, Marier, Mitchell, Noseworthy, Reid, Roebuck, Shaw and Winkler.

*In attendance:* Mr. Walter S. Woods, Associate Deputy Minister, Department of Pensions and National Health; Mr. R. F. Thompson, Dominion Supervisor of Training, Department of Labour; Mr. A. M. Wright, Director of Rehabilitation, Department of Pensions and National Health; Mr. B. W. Russell, K.C., Departmental Counsel, Department of Pensions and National Health.

The Chairman read a communication from J. C. G. Herwig, Assistant General Secretary of the Canadian Legion, requesting that the Legion be allowed to make representations on Bill 64, now before the Committee.

On motion of Mr. Edwards, it was agreed to invite representations from the Legion for the Committee's next sitting.

The Chairman also read a memorandum from the subcommittee on Post-War Employment Opportunities set up by the Committee on Reconstruction (appointed by Order in Council, P.C. 6874, September, 1941), together with an extract from the Third Report of the said subcommittee dealing with Bill 64.

On motion of Mr. Reid, it was agreed to invite Dr. L. C. Marsh, Research Adviser of the Committee on Reconstruction, to appear before the Committee at its present sitting and make any desired comments on the above statements.

The Committee resumed consideration of Section 4, subsection (2) of Bill 64, An Act to assist in the carrying on and co-ordination of Vocational Training, Mr. Thompson being questioned thereon.

Dr. Marsh having arrived, consideration of the Bill was suspended, and Dr. Marsh was called and questioned.

Witness retired.

The Committee reverted to Section 4 (2) of the Bill.

Mr. Roebuck moved that subsection (2) be amended by inserting the words "the government of" between the words "to" and "the" in line 46, and between the words "by" and "the" in line 49.

Motion carried, and subsection (2) carried as amended.

Section 5, carried.

At this stage, the Committee by unanimous consent reverted to section 4, subsection (1), and on motion of Mr. Roebuck,—

*Resolved*,—That the subsection be amended by inserting after the word "agreement" in line 25, the following words: "covering any period of years".

On motion of Mr. Edwards,—

*Resolved*,—That subsection (1) be further amended by deleting the word “an” before the word “agreement” in line 25.

Subsection (1) carried as amended.

Section 6 carried.

Section 7:

Subsection (1)—On motion of Mr. Roebuck,—

*Resolved*,—That the word “sixteen” be substituted for the word “fourteen” in line 8.

Subsection (1) carried as amended.

Subsection (2) carried.

Subsection (3)—On motion of Mr. Roebuck,—

*Resolved*,—That the word “specially” be added after the word “Council” in line 16, and that the word “other” be added after the word “such” in line 18.

Subsection (3) carried as amended.

Subsection (4) carried.

Subsection (5)—Mr. Roebuck moved that the following words be added to the subsection, “provided the membership is not less than ten members”.

It being one o'clock, further consideration of this subsection and of Mr. Roebuck's amendment thereto, were postponed until the next sitting and the Committee adjourned until Tuesday, May 19, at 11 o'clock a.m.

R. ARSENAULT,

*Acting Clerk of the Committee.*

## MINUTES OF EVIDENCE

HOUSE OF COMMONS, ROOM 268,

THURSDAY, MAY 14, 1942.

The Select Committee on Vocational Training met this day at 11 o'clock a.m. The Chairman, Dr. T. F. Donnelly, presided.

The CHAIRMAN: Gentlemen, I want to read a letter I received from Mr. J. C. G. Herwig, Assistant General Secretary of the Canadian Legion at Ottawa:—

The Dominion Convention of The Canadian Legion will be held in Winnipeg from the 24th to the 27th of May, when matters relating to rehabilitation and veteran welfare will be discussed. It is certain that resolutions relating to vocational training will receive attention by the convention, following which the Legion will desire to make representations to your committee.

May we inquire whether the committee would be able to hear the Legion after its convention, when a complete presentation can be made? Failing this, it would be the Legion's desire to submit what would undoubtedly prove to be a limited presentation before the convention.

I think you will appreciate the position we are in and I would be glad if you would be kind enough to indicate how best we can suit the committee's convenience and yet make the fullest presentation possible.

We shall probably be sitting by that time and I see no reason why we should not be glad to have them come.

Mr. W. S. Woods: I wonder if I might be permitted to point out, Mr. Chairman, that this measure, as I understand it, is only an enabling measure to enable the dominion government to make agreements with the provinces on a certain basis of dollar for dollar or fifty-fifty. The Act does say that the Department of Labour will train such discharged men, members of the Canadian forces and members of the Imperials who are domiciled in Canada; it also provides for any other persons referred to by the Minister of Pensions and National Health. Now, the Department of Pensions vocational training measure is not in this bill at all, it is in what is known as the post discharge re-establishment order, and if there be any changes as to who should be given training and under what terms it would be the post discharge re-establishment order that would be doing it and not this measure. As I understand it, this is an enabling measure, enabling the dominion government to make agreements with the provinces.

The CHAIRMAN: Your contention is that the Legion should make their presentation to this other committee rather than to this one?

Mr. Woods: I am suggesting that their presentation might be directed to the Pensions Department Re-establishment Order rather than to this committee.

The CHAIRMAN: You think they should appear before the Pensions Re-establishment Committee rather than before this committee?

Mr. Woods: There is no committee on that subject this year.

Mr. Noseworthy: Are these people not appearing before the rehabilitation committee?

Mr. Woods: There is a parliamentary committee on post war reconstruction, but there is not one on returned soldiers' matters.

The CHAIRMAN: My feeling is that we should hear these men if at all possible. I do not think this committee will get through its work until June and I do not think parliament will finish its work until probably July.

Mr. EDWARDS: I move that we extend an invitation to this body to send a man now, before they hold their convention, and indicate what we have in mind, generally speaking, as far as the executive of the Legion is concerned, and further indicate to them that we shall be pleased to receive representations from them after their convention if they care to make them.

Hon. Mr. MITCHELL: Do you not think we should hear them immediately? Suppose this bill should be called in the house? It seems to me that it might be necessary, before these men can come back here, that this bill should be sent back to the house, and we should make arrangements for that eventuality. I think we should meet them at the next meeting of the committee.

The CHAIRMAN: We should hear them. I do not know when it will be necessary to send this bill back to the house.

Mr. EDWARDS: Surely the minister can give us some indication.

Hon. Mr. MITCHELL: No, I do not know that.

Mr. REID: If we are going to hear delegations I am agreeable to hearing the Legion, but if we are I do not think the committee should press forward and put the bill through the committee and then hear representations; those representations should be heard before we pass the bill. It would be futile to do otherwise.

The CHAIRMAN: If there is a possibility that the government may be asked to have this bill in the house I think we should hear this delegation before this committee.

Mr. McCULLOCH: I suggest that we have them at the next meeting and explain the situation to them.

Hon. Mr. MITCHELL: If we met them at the next meeting, probably they would not make any further representations after hearing what Mr. Woods has said.

The CHAIRMAN: Very well, that is agreed.

Now, I have another communication to bring before you. It has to do with Vocational Training Co-ordination Act, bill 64, and it reads as follows:—

*Re: Vocational Training Co-ordination Act (Bill 64)*

The Committee on Reconstruction (which is an advisory body reporting to the Cabinet on post-war reconstruction matters, appointed by Order in Council P.C. 6874, September, 1941) has set up a number of subcommittees for the carrying out of its tasks. The Subcommittee on Post-War Employment Opportunities is one of these, and its terms of reference are as follows:—

To consider the most effective organization of employment opportunities in the post-war period with special reference to a (a) the proper use of available labour, (b) legislation or practices affecting the length of the working period, and (c) other relevant implications of the subject of reference.

To recommend to the Committee on Reconstruction specific plans regarding legislation or practices in this field.

In pursuing the first part of its terms of reference, the subcommittee has been giving attention to training facilities at a number of recent meetings, and Bill 64 has come before it in the course of this work.

The normal procedure is for the subcommittee to draw up reports on particular topics and to pass these on to the main Committee on Reconstruction, whence they are transmitted to the Cabinet Committee. In this particular

instance, however, the subcommittee felt that it might be helpful if its views could be placed before the Parliamentary Committee now concerned with Bill 64. Accordingly, the section of its report currently in preparation which deals with Bill 64 was sent to Dr. F. Cyril James, Chairman of the Committee on Reconstruction, with the request that he approve its transmission to the Parliamentary Committee. Dr. James has given his approval to this procedure. It should perhaps be made clear that the attached statement comes from the subcommittee, and not from the main Committee on Reconstruction. If time had been taken to clear the report through the main Committee, this would have delayed action since the next meeting of the Committee is not until June 6 next.

The Chairman of the Subcommittee on Post-War Employment Opportunities is Mr. Tom Moore. Because of his recent illness, Mr. Moore will not be able to appear personally before the Parliamentary Committee to present the attached statement. If it is the desire of the Parliamentary Committee, however, the subcommittee has agreed that it be represented by Dr. L. C. Marsh, Research Advisor of the Committee on Reconstruction.

Now, shall we have Mr. Marsh come here and present his case, or shall we take the presentation as we have it here? This has to do with Bill No. 64, and I think it is very important that we hear Mr. Marsh. Some of the suggestions made here are good. Probably I had better read this brief to you. It is not very long, and you can decide whether you are satisfied with it or whether you want to call Mr. Marsh before the committee.

## COMMITTEE ON RECONSTRUCTION

### EXTRACT FROM THIRD REPORT OF THE SUBCOMMITTEE ON POST-WAR EMPLOYMENT OPPORTUNITIES

#### TRAINING FACILITIES

##### *Vocational Training Co-ordination Act (Bill 64)*

1. Vocational training forges the essential links between the period of general school education and that of wage-earning employment. The Committee welcomes the Vocational Training Act (Bill 64, brought before the present Parliament), as a statutory recognition of the importance of these links, and as a means of bringing into effective co-ordination the different types of training already developed or projected for the future.

It is noted, however, that there is no specific mention under Clause 3 (1) (a), of projects for the providing of vocational training in industry in the post-war period; though such provision is clearly indicated in Clause 4 (1) (d).

2. It is noted that under Section 3 of this Act, the Dominion government is authorized to institute training schemes itself, as well as under Section 4 to assist the provincial governments in instituting or developing schemes on a provincial basis. In view of the large scale and heavy financial responsibility which must be envisaged for training facilities in the years of post-war adjustment, this provision is considered of highest importance.

3. The Committee has given consideration to the experience of the Technical Education Act of 1919 and the Vocational Education Act of 1931, and is emphatically of the opinion that the policy embodied in these Acts of providing a long-term budget for their financing, rather than annual appropriations, is essential for effective planning. It is noted that with the passage of the present Act (Bill 64), the Vocational Education Act of 1931 will be repealed (Clause 13). It is not clear in the wording of Bill 64 in its present form whether any or all of the schemes instituted will be subject to financial provision by annual vote. It is recommended that in any regulations provided for (under Section 11 or elsewhere), preference for projects planned for a sub-

stantial period should be clearly expressed. Early discouragement should be given to any idea that post-war vocational adjustment will be satisfactorily achieved by merely temporary or emergency measures.

4. With regard to the Vocational Training Advisory Council, it is recommended that this Council should not be confined only to the consideration of such questions as are brought before it (Section 8), but should have reasonable powers of initiating inquiries and making recommendations to the Minister.

5. In the formulation of Dominion-provincial agreements, it is of great importance that standards should be set and recommended by the Dominion authorities. Every effort should be made to ensure a maximum degree of uniformity in the training facilities of each province.

Mr. REID: I suggest that we should ask Mr. Marsh to come before the committee.

Mr. NOSEWORTHY: Is he available for this sitting?

Mr. WOODS: He is upstairs at present attending a meeting of the reconstruction committee.

Mr. REID: I move that he be called.

The CHAIRMAN: Until Mr. Marsh arrives we can go on with the bill. We were dealing with clause 4, and we were down to subsection 2:

Percentage of cost. (2) No agreement made in respect of any of the matters set out in paragraphs (b) to (e), both inclusive, of subsection one of this section, shall provide for payment to the province of a percentage of the cost of any vocational training project, including the cost of the training facilities, in excess of the percentage of such cost contributed by the province.

Mr. REID: I would like to ask whether it would be uniform if we included from (a) to (e), or is it inclusive to say from (b) to (e)?

Mr. THOMPSON: Yes; because the projects designated under (a) are of a type that the dominion should pay practically 100 per cent of the cost of. They are all dealing with the first one. 3 (a) deals with the training after the war and 3 (b) is for the post discharge training of ex-members of the forces; (c) deals with the training for unemployment insurance; and (d) is training to be carried on on dominion crown lands; and it would not be reasonable to expect the provinces to contribute 50 per cent of the cost. That is why this is specifically excluded.

The CHAIRMAN: This is to allow the provinces to enter into an agreement with some of those included in clause 3; but the provinces can contribute a small amount, but not 50 per cent.

Mr. THOMPSON: Yes, that is the idea. We have agreements with the provinces now covering most of the items set out in section 3, but the province does not contribute 50 per cent of the cost, it contributes very little, because those are specifically dominion responsibilities.

Mr. ROEBUCK: There seems to be a habit of referring to the government of a province as the province. Now, that might be perfectly good technical language—I do not know—but it is apt to cause certain confusion when reference is made to the province and also to the government of the province in the words “of the provinces”. I find a reference to the government of the province in this section in two places. It is evidently the government of the province and it says “contributed by the province”. Now, the municipalities are a creature of the province and they are certainly a part of the general province, and it might be that some of the contributions made by the province in general would be made by the municipalities, and I wonder if there is no possibility of confusion here

and whether it would not be worth while to insert in the last line where it reads, "the percentage of such cost contributed by the province" the word "government" making it read, "by the government of the province". That would exclude the possibility of confusion with regard to municipalities. In the third line it says, "shall provide for payment to the province . . ." and that evidently means payment to the government of the province. Perhaps the Justice Department will tell us that it is perfectly clear because of interpretations that have been given us on previous occasions, but it is not clear to the non-technical reader even if it is to the technical reader.

Mr. THOMPSON: When the bill was drafted that point which has been mentioned by Mr. Roebuck was thought of, and the wording put in is that suggested by the Justice Department; the idea being that when you say "province" you mean "province" and not "municipality". In other words, in this type of project mentioned here if the municipality was contributing 20 per cent of the cost the remaining 80 per cent would be split between the dominion and the province. Now, it is not for me to say whether the wording is clear enough and legal enough to give intent to our object or not, but the object is simply that the dominion government may not contribute a greater percentage of the cost than is contributed by the government of the province.

Mr. MARIER: I do not see any confusion in that, because when we refer to the dominion we mean the Dominion of Canada and that does not include the province. I think we can leave that. You can use the word "government" if you like, but it is sufficient to cover the province.

The CHAIRMAN: Gentlemen, Dr. Marsh is here now and we can leave the matter we are now on and question Dr. Marsh.

Dr. L. C. MARSH, Research Advisor of the Committee on Reconstruction, Called.

The WITNESS: Mr. Chairman, in what way can I serve the committee best?

*By the Chairman:*

Q. Dr. Marsh, do you wish to go into this matter?—A. The committee on reconstruction, as you know, gentlemen, is the advisory committee on reconstruction matters which report to the cabinet committee, and the committee have a subcommittee which is concerned with the post-war labour market, and in carrying out its duties they recommend on that aspect of reconstruction. Over a considerable number of meetings they have been reviewing existing legislation, and it is in that connection that bill No. 64, when it was brought before the house—it is in regard to bill No. 64 that we have a few suggestions to make which we have embodied in a written form. I imagine they are clear.

Q. I have read your suggestions to the meeting.—A. One or two of them might require illustration, and if so I shall be glad to give it.

Q. Deal with your suggestions.—A. The first paragraph, Mr. Chairman, simply welcomes the fact that the bill exists as a means of bringing into co-ordination the various types of training that exist or may be developed. Obviously, that is a desirable feature and we welcome that. They do mention a possible source of confusion, and this is referred to—the fact that apparently in section 3 (1) and (a) there does not happen to be a reference to providing for vocational training in industry in the post-war period. There does appear a reference in section 4, but there does not appear to be any reference in section 3. It is a detail, but we wondered whether it was an important detail.

Mr. THOMPSON: You will recall at the last meeting of the committee that some question came up in connection with the wording in section 4 where we had the phrasing "after the present war", and I explained to the committee why

that was inserted, so as to make provision for training in industry after the war; and the reason that that is put in the section which comes under the heading of joint agreement with the province is that matters of that kind come under provincial jurisdiction and immediately the War Measures Act and the state of emergency cease to exist the Dominion Department of Labour would not have the constitutional right to carry on training in industry or to take the initiative and responsibility after the war is over.

Mr. MARIER: It is a question of jurisdiction.

The WITNESS: I would like to report that back to our subcommittee.

*By the Chairman:*

Q. Dr. Marsh, what is your second recommendation?—A. We know that the dominion government is authorized to institute training schemes as well as to assist the provincial governments in instituting schemes on a provincial basis, and in effect we recommend that in view of large scale and heavy financial responsibilities which must be envisaged for training facilities in the years of post-war adjustment, this provision is considered of highest importance. In other words, we foresee the possibility of dominion schemes of retraining as a matter of dominion jurisdiction. That is the essential point that we wanted to bring to the attention of the committee. Retraining necessities may be great in the post-war period and there still may be the need for dominion schemes as well as dominion-provincial schemes.

*By Mr. Noseworthy:*

Q. The Act provides for this, does it not?—A. I understood from the explanation that there might be some doubt. Section 4, as we read it, refers only to dominion-provincial joint projects, but section 3 as has just been explained does not refer to post-war industrial training, and the committee's view is that post-war industrial training as a dominion matter may be necessary.

Mr. THOMPSON: Mr. Chairman, I see the point that Professor Marsh has raised, and yet I think it might be extremely difficult for the dominion government to initiate and carry on by itself post-war training programs unless it was done with the joint consent and approval of all the provinces. I think we might get into constitutional hot water. In the second place, the dominion government is not equipped for facilities for training, and it seemed in our opinion preferable and much more efficient to utilize the facilities for training that already exist, just as we have done in the war emergency training program. By that I mean the co-operation centres that were established under youth training and also the municipal and provincial technical schools and technical colleges. I doubt, Mr. Chairman, in fact I question the advisability of the dominion government trying to open on its own and operate on its own training centres throughout this country. I do not think they are the body to do it.

Mr. NOSEWORTHY: Mr. Chairman, is it not true that all of the provisions under part III, section 1, are intended to apply to after-war conditions as well as to war conditions?

The CHAIRMAN: That is what I understood.

Hon. Mr. MITCHELL: Part III, "to fit persons for employment . . .". That is 3 (d).

The WITNESS: We noticed that, and naturally we approve. The point essentially was that there did not seem to be provision for industrial training. It is quite clear that the bill does provide for such training as may be necessary in conservation fields, which is wholly admirable, but it does not seem to say specifically that there might be post-war training in industrial fields. Now, if the interpretation is that those facilities will be continued and amplified on a

[Dr. L. C. Marsh.]



dominion-provincial basis, I am quite certain that the committee would not object to that, and they will accept the explanation that the intention is to use existing facilities. They are pointing out that it does seem to be the case that as the legislation now reads there is room for dominion schemes in those fields of primary resources of Canada but not in industrial training, unless those schemes are dominion-provincial—unless they are joint. If the intention is that industrial training in the post-war training is conceived of as solely dominion-provincial facilities I am quite sure that interpretation will be accepted, but we did feel we should call attention to the apparent difference in the wording of the two sections.

Hon. Mr. MITCHELL: You understand the constitutional position; the jurisdiction now is with the provinces, but I assume that when the war is over the jurisdiction will remain. I think this can be stated that the co-operation we have received from the provinces has been admirable, with the tens of thousands that we have trained for industry in conjunction with the provinces, and there is no reason why that should not continue after the war. Just thinking out loud, I doubt the wisdom myself.

The WITNESS: I do not think we are trying to press this point. We have referred to it with the idea of being helpful.

Hon. Mr. MITCHELL: I see your point.

Mr. THOMPSON: I would like to point out in section 3, paragraph (c) that it does provide for the dominion looking after vocational training that may be requested by the Unemployment Insurance Commission for workmen who are in receipt of benefits. I can visualize in the post-war period if there is unemployment that that might become a very major item and would be paid for entirely by the Unemployment Insurance Commission, and that would provide for the industrial training of the type visualized by Professor Martin.

The WITNESS: For the clarity of the report I would like to say this: we would not want this detail to obscure our general feeling on the matter that this Act is of tremendous importance. The service it will render in co-ordinating the training schemes the committee feels is of the utmost importance for the post-war period. That is the basic feeling and they would not want to quarrel with the method by which the training is given.

*By the Chairman:*

Q. What is your next observation?—A. The third point, Mr. Chairman, was in regard to the importance of providing for the finances and the provision over a long period. It might well be that the intention of the draftors is that this Act shall not be financed by annual appropriation. That was not entirely clear and we wanted to record our view that both as a matter of general judgment and in the light of experience of previous Acts that the provision of a sum for some such period, five years or ten years, other than one year, was much more conducive to proper planning of training schemes than provision from an annual budget. That again is merely a suggestion and it may not be called for. It may be that the intention of the Act is to provide for long period financing, but we thought it was so important that we should emphasize it.

Hon. Mr. MITCHELL: I might say that the whole thing is such an unknown quantity, it is a leap in the dark, whether you can say one million or ten million—we had that experience with the Youth Training Act. I think the amount in the bill provided for a million and a half a year. When France fell and the whole situation changed and our industrial structure in the dominion expanded to the extent it has to-day we had to move in and create a war emergency training program with an expenditure of approximately \$4,000,000. Now, it is pretty difficult at this stage to foresee what the necessary expenditures will be, but I think we can rest assured of this that public opinion in this country will see to it that adequate funds are provided for a scheme of this description.

The CHAIRMAN: You are speaking now of the publicity given this scheme throughout the dominion.

Hon. Mr. MITCHELL: Yes.

The WITNESS: We are not suggesting that there should be any fixed sum, but I think our point is important. If the bill does not provide for purely annual appropriations the feeling was that if you were tied down to annual appropriations in the carrying out of the Act you might restrict the plan in certain provinces where we have difficulty in building up the program. We are not suggesting for a moment that there should be any mention of sums, but the principle of some long term approach to the subject is desirable. I do not know whether you feel that is a bad interpretation of the Act. It seems to me that is covered, as I read the Act.

Mr. ROEBUCK: Perhaps it would be worth while to read the Youth Training Act at this point. I refer to paragraph 3 of chapter 35:—

For the purpose of promoting and assisting in the training of unemployed young people to fit them for gainful employment in Canada, the following sums aggregating four million five hundred thousand dollars, shall be appropriated and paid out of the Consolidated Revenue Fund of Canada during each fiscal year for the period of three years beginning with the year ending the 31st day of March, 1940:

Then it sets out how much it shall be for each year. And then section 4 says:—

Any portion of any appropriation authorized under this Act which may remain unexpended at the expiration of any of the said fiscal years shall be carried forward and remain available according to its apportionment for the purposes of this Act during any one or more of the succeeding fiscal years: provided that no portion of the said four million five hundred thousand dollars shall be paid to any province after the 1st day of March, 1943.

Now, if it is the intention, to permit the appropriations to extend over more than one year it is not so expressed in this Act, and I suppose that parliament at the time it makes an appropriation legislates that it shall be for a period of more than one year, but it would have to be specifically done in order to accomplish that purpose as the Act now stands; and if it is the will of the committee that in future appropriations be made to extend over more than a year I think we ought to put it in the Act because the Act is not sufficient as it stands in my humble judgment. Of course, one cannot dogmatize on these things. It would do no harm to add permission and it would show that we thought about the matter. I think my friend's point has been well taken. You will find in section 4:—

All expenditures incurred under this Act shall be paid out of moneys provided by parliament for the purposes of this Act;

And it could be put in there that the appropriations may be for more than one year. It is purely permissive and shows that we have thought about it.

Mr. NOSEWORTHY: I wonder if Dr. Marsh can tell us whether his committee has studied the method by which money was granted under the old Vocational Act and under the Youth Training Act. In that Act there was a sum of \$10,000,000 to be spent over a given period of years. Under Youth Training there is a specific amount suggested for each year. Has any consideration been given to which of these two methods works the better?

The WITNESS: I am sorry to say that the committee did not consider the matter in that specific sense, as between those two alternatives. I would like to direct your attention to this, that they did consider the general experience of

[Dr. L. C. Marsh.]

the 10-year matter, and they were aware that under the youth training schemes provision was made for three years. The only point they wanted to make was that either of those was better than a rather rigid yearly budget that would have to be estimated every year.

Mr. THOMPSON: Speaking purely from the point of view of administration I am in entire agreement with the point raised by the subcommittee. It is a hopeless undertaking to carry on any worthwhile type of training program where you have not got some assurance of continuity. I think I pointed that out in my opening remarks to the committee in connection with the initial stages of youth training. Yet, in considering the drafting of the bill and the provision of funds we decided against mentioning any period of time or any specific annual amount. Our reasons for that were as follows: In my contact with the provinces over the last five years one of the criticisms I have found about technical education was that it was limited to a certain number of years and then washed out. The Vocational Education Act was also limited and the Youth Training Act was still more limited—3 years. Our idea in wording it like this was to bring in a bill which would not have a time limit. It is not for five years or ten years, it is on the statute books until such time as the government of the day sees fit to alter it. That is why there is no reference made to a time limit for the bill. It was our thought that when we entered into agreements with the provinces the length of those agreements would depend upon the nature of the work we were doing. For instance, when we come to agreements on health and vocational training in the secondary school level I would like to see a fairly long term agreement for that—possibly ten years—I do not know whether that is legal, or whether it is done or not; but irrespective of that it would be the most workmanlike and the simplest way to do it. With regard to our failure to mention any definite amount, I would not undertake to prophesy how much we are going to need in any one fiscal year in the future. The minister has just pointed out that under youth training we had an appropriation of \$1,500,000, well, this last year on our war training program we have spent a little over \$6,000,000 and for this year our needs are estimated at roughly \$10,000,000. What they will be the year after for war training I am not prepared to say, but I would hate to have any specific sum of money mentioned in that bill which would prevent us doing the things that are needed. The same is true with regard to the post-war situation. We do not know what shape that may take; we do not know what the needs will be; and we thought it was preferable each year to assess as best we could the needs for the coming year and then ask parliament to appropriate that sum of money. Of course, by that method you do take the risk that you may need \$5,000,000 and you may get only \$500,000, but I do not know of any way to get around that.

The CHAIRMAN: It does appear to me that when you put a definite period on of a year or three years or four years you are putting finality to the thing, whereas if you leave the matter open it looks as though it is desirable to go on forever. If you mention a specific time you put finality on the matter. From what I have seen in my own province this youth training scheme is so popular that instead of getting less and less it is going to grow more and more. There is a crying demand for it which is going to grow so great that no government or body of men could afford to stop it.

Mr. NOSEWORTHY: I wonder if we could insert in part 5 where it says, "All expenditures incurred under this Act shall be paid out of moneys provided by parliament for the purposes of this Act"—could we insert the words "from year to year" to indicate a sort of continuity process?

Hon. Mr. MITCHELL: Is not "from year to year" finality?

The CHAIRMAN: It might be well for us when we report the bill to bring in a recommendation to the government that provision be made to carry on this

scheme for a number of years or something of that kind. We could do that as a recommendation to the government if you think it would be wise.

Mr. NOSEWORTHY: The insertion would seem to indicate that it was the intention that this should be carried on from year to year.

Hon. Mr. MITCHELL: I am reminded of the words "the moving finger writes and having writ . . .". The words "from year to year" do have a finality about them. There may be another government and they might pay this merely from year to year and to say that that was the end that year. It strikes me that it is far better to leave it the way it is.

Mr. NOSEWORTHY: In other words, you can't get away from going to parliament each year for an appropriation for this purpose.

Mr. ROEBUCK: It seems to me that if we put in that clause "from year to year" we would exclude the possibility of parliament bringing in an appropriation for a number of years as they did in the youth training plan. It would be definite that our intention was that it should be only from year to year, and you might find in the future that it would be advisable to make a portion of the appropriation at least, if not the whole of it, for a certain definite period—perhaps for three years—for something that was amenable to a 3-year definite limit. We would exclude that by adding "from year to year". I am not at all clear as to whether it is advisable to have it for a period. I would not have it for a definite period now, but whether appropriations could not be made for more than one year—there are certain forms of training and certain items in these bills that might be amenable to them and not to others. So I am moving this for consideration; I suggest this amendment at the end of section 5: "All expenditures incurred under this Act shall be paid out of the moneys provided by parliament for the purposes of this Act and for this purpose such appropriations may be made for one or more years and may provide that the unexpended appropriation for any fiscal year may be carried forward for expenditure in any succeeding year or years." That would be purely permissible. I am not advocating it but I am laying it before the committee.

Mr. THOMPSON: If you will read the Youth Training Act you will find that we had a somewhat similar provision, a year and a half, with the provision that any unexpended balance could be carried forward. We carried it forward in the second year, and we did not get the money.

The CHAIRMAN: As a matter of fact, no government can bind any future government; is not that a fact?

Mr. ROEBUCK: A government can repeal any Act it likes.

Mr. NOSEWORTHY: The suggestion has been made that there would probably be no difficulty in getting these amounts increased from year to year, but we should keep in mind that that would be true as long as the war is on, but the moment the war ends municipalities, provinces, as well as the dominion, might begin to try to curtail their budgets and education is going to be the first thing that is going to be curtailed, as I know from many years' experience. It is going to be much more difficult to get a grant from the province or from the dominion once the war is over for education than anything else on the map. If any provision can be made while the country is in the mood to spend money on education certainly it should be done, and it should be tied down to that period.

Mr. ROEBUCK: Let us bring this matter to a head by making my suggestion into a motion. I move that at the end of clause 5 these words be added: "And for this purpose such appropriations may be made for one or more years and may provide that the unexpended appropriation for any fiscal year may be carried forward for expenditures in any succeeding year or years."

Mr. THOMPSON: I pointed out that that did not work the last time we put  
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it in. We tried to get the unexpended appropriation but the Treasury Board saw otherwise and we did not get it, and the fact of having it in the Act did not cut any ice at all.

Hon. Mr. MITCHELL: I think there is more resiliency in the way the clause is drafted at the moment. I have had some experience with agreements with provinces and it does seem to me you do have to have as much freedom as you can possibly get, and I think that clause gives it to us. I will say this to Mr. Noseworthy that I am just as interested in education as he is himself because I was a member of the Board of Education in Hamilton.

Mr. THOMPSON: Gentlemen, there is a possible solution with regard to something we might put into the clause, and I would like to leave it to some of the lawyers to word it properly—it is to the effect that any agreement entered into with a province would still be binding—in other words, you could make your agreement for ten years and if that agreement mentions a sum of money each year the clause could be so worded in the Act that that agreement could be binding.

Mr. ROEBUCK: I think it is binding.

The CHAIRMAN: I think it is binding anyway.

Mr. MARIER: If you make an agreement with a province it is binding even if the appropriation must be voted year by year. The government will have to respect that, in my opinion.

Mr. ROEBUCK: They do not have to, but they would.

Mr. THOMPSON: Suppose we had an agreement with a province for five years or for three years and the government of the day repealed the bill or modified the bill, where would we stand with regard to the agreement with that province?

Mr. NOSEWORTHY: Could you repeal the bill and violate your agreement with a province?

Hon. Mr. MITCHELL: I always thought the cornerstone of civilization was the sanctity of contracts.

Mr. NOSEWORTHY: I have heard a good deal of sanctity of contracts.

Mr. ROEBUCK: They are getting less sanctimonious regularly. Now, carrying out your suggestion, Mr. Thompson, I find in section 4, "The minister may, with the approval of the Governor in Council, enter into an agreement with any province to provide financial assistance . . ." Now, then, you could add in there, "may enter into an agreement for one or more years".

Mr. NOSEWORTHY: Over any given period.

Mr. ROEBUCK: Yes, that would do it; covering any period of years with any province.

The CHAIRMAN: Gentlemen, we may want to discuss this matter for some time so I think we had better continue with Dr. Marsh and hear the rest of his recommendations.

The WITNESS: I will say this much that the last suggestion is the kind of thing the subcommittee had in mind. They did at one point suggest the possibility of an addition of this sort. That certainly is the general suggestion they had. There were two others, Mr. Chairman: first, with regard to the Vocational Training Advisory Committee. The subcommittee noted that as it is worded it is quite clear that the council is intended to function at the request of the minister and they thought that the council might have reasonable powers—the word "reasonable" is important—of initiating certain inquiries of their own and of making recommendations if they thought fit. As it is worded at the present time it would indicate that the council acts only if it is requested to do so, and we thought that a reasonable measure of initiative in the council would be in order.

Mr. THOMPSON: That same point came out at the steering committee, and I think if I remember correctly there was a recommendation from that subcommittee to alter the clause in that bill dealing with the advisory committee to permit them to have reasonable powers of initiating certain types.

Mr. ROEBUCK: I might read what was considered at that time. It was added at the end of section 8: "The minister may from time to time refer to the council for consideration and advice such questions relating to the operation of this Act as he thinks fit, and the council shall investigate and report thereon to the minister and make such recommendation as the council sees fit in connection therewith." And then I note these words, to be moved here when we arrive at that clause: "And the council make such general or special inquiries and make such report to the minister as it thinks fit, provided that no expenses or allowances shall be paid out of moneys appropriated hereunder without approval in advance by the minister." That gave them the power to go on and make any inquiries they saw fit but not to expend any public moneys unless they were told to do so in advance by the minister.

The CHAIRMAN: That will be taken care of when we come to it later on.

The WITNESS: The final point is not a suggestion for amendment to the Act, it is just a recommendation of intention that in the formulation of the dominion-provincial agreement it is of great importance that standards should be set and recommended by the dominion authorities. Every effort should be made to ensure a maximum degree of uniformity in the training facilities of each province. May I add a word of explanation. The subcommittee is well aware of the impossibility of insisting on exact uniform standards and does not suggest a rigid degree of uniformity for the sake of uniformity, but it has in mind that if there were a great diversion in the type of training schemes in each province that might have an effect upon the mobility of labour and in the post-war period that might be of importance. It is merely a recommendation, not that anything be put in the Act which is difficult of drafting, but that every effort should be made to set standards and to gear these schemes up to some reasonable degree of uniformity.

Mr. THOMPSON: I think that is highly desirable when we come to what constitutes a journeyman bricklayer or a journeyman plumber—I think it is highly desirable that the standards of apprenticeship, training and qualifications for those entering the trade should be practically identical throughout the country, so that if a man has his papers in one province you know exactly what he can do. I think possibly to a lesser degree that might be applied to vocational training in general subject to the limitations as I suggested in regard to provincial differences.

Mr. LEGER: I do not think we could apply that to each and every province because there are certain by-laws in each province. For instance, in the province of New Brunswick the meter law is not the same as it is in the province of Ontario. The meter has to be installed in certain places outside in the province of New Brunswick whereas all the meters are installed inside the buildings in Ontario. The same thing would apply with regard to plumbing. The vents regulation is not the same in every province. Some provinces, for instance, have a trap at the entrance to the house with a vent, other provinces have no vent at all. Therefore, unless a change were made in each and every province it would entail expense.

Mr. NOSEWORTHY: I do not think we can attempt to get anything like uniformity, but certainly the dominion government should have some safeguard to see that certain standards are maintained. I can visualize industrial trade schools probably springing up in an attempt to take advantage of this government money to train apprentices and the standards would be anything but desirable. There should be some standards. I think the government should have the right to insist on certain standards.

Hon. Mr. MITCHELL: We have had in the past, and under the Youth Training Act we have insisted on standards. We have kept a close watch. I appreciate what you say about trade schools. There were attempts in certain instances to take advantage of the Youth Training Act in the manner of which you spoke, but I do not think they got very far.

The CHAIRMAN: It would be more a matter of regulation than of legislation.

Mr. ROEBUCK: Would not this satisfy the requirements, Mr. Marsh? I have already read the proposed amendment which will later come before the committee with regard to the powers of the council, "the council may make such general or special inquiries and make such reports . . ." and then after the word "report" add "and suggest such standards to the minister as it thinks fit". That will keep the idea of standards present.

Mr. NOSEWORTHY: While Mr. Marsh is here I would like to bring out that matter I brought up at the last meeting. I wonder if this committee has given any consideration to the clause we are to consider next—that 50-50 clause. As soon as the war is over there will certainly be certain provinces which will not be in a financial position to contribute the sum of money that conditions will warrant for education. We have had numerous experiences of that before in the educational field; certain provinces would be unable financially to put up the sum of money required to take advantage of the dominion grant. Then, on the other hand, other provinces that take advantage of this grant will fall back upon the municipality and only take advantage of this in so far as the municipalities are willing and prepared to pay a fair share of the cost. I do not think there is a single instance where the province has taken the full 50 per cent of the cost of education, so that the municipality will be called upon, and in many municipalities where this type of education will be badly needed the municipality will not be in a position to afford the cost. I would like some leeway whereby the dominion government could make a 50-50 grant in cases that could be shown to be justified by need.

The WITNESS: I am not empowered to make a statement as the subcommittee has not considered the matter. The general problem has received attention from time to time of the committee on reconstruction—the main committee. They are not ready to make recommendations, but we are aware of the problem. I am not ready to speak for the subcommittee in this connection.

The CHAIRMAN: As a matter of fact, is it not true that the dominion government at the present is contributing more than 50 per cent to the provinces?

Hon. Mr. MITCHELL: In some cases it is contributing more.

Mr. THOMPSON: It is on war training, Mr. Chairman, but not on the others. I can visualize quite a turmoil if you started to pay more than 50 per cent in the case of some provinces and only 50 per cent in the case of others. I would hate to have to administer that.

Mr. NOSEWORTHY: You are going to run into difficulties, but this is a dominion problem first and foremost. There are the boys who are educated in certain municipalities and those who are educated in the country in that province. This is a problem you have to face. We will have to be prepared to see that certain provinces in the field of education get more per capita than the wealthier provinces. We see that happening in other fields. There was no hesitation, for instance, of giving Saskatchewan during four years, other grants of various kinds more than the other provinces, but the moment we get into the field of education you cannot give a greater grant than, say, in Ontario because Ontario might kick. I cannot see why this cannot be done in the field of education as well as in every other field.

The WITNESS: Before I leave, I would like to say that the subcommittee will expect me to thank you for the very courteous and respectful attention you have given to my suggestions.

The CHAIRMAN: The committee wish to thank you for coming here to-day and giving us these suggestions.

Hon. Mr. MITCHELL: They say all great minds think alike, I may say this to your committee that prior to your coming here the steering committee had almost the same suggestions as you have in your memorandum.—Witness retired.

The CHAIRMAN: We will go on now to clause 4.

Mr. ROEBUCK: That involves what Mr. Noseworthy has been saying, because it is in this section that the limitation of 50 per cent is to be found. Now, I might point out that this 50 per cent is a limitation, it is not mandatory, and so it might be that consideration would be given to the wealthier provinces cutting down their appropriation but it would not allow the giving of a larger appropriation than 50 per cent to the poorest of the provinces. Another point in respect to that is this, there is a distinction made between the provinces as regards subsidies. Under the British North America Act it was provided that certain provinces were to get so much money and certain other provinces so much money, and that was based at least in part upon need, and that feature of the subsidies has become more prominent as the years have gone by and we are making very vast distinctions between subsidies in large part based upon the need of the provinces, so that in some respects we are now taking care of what Mr. Noseworthy has suggested—a differentiation between the provinces. I can agree with Mr. Thompson that if we specify a greater appropriation where the need is greater we would have a lovely argument on our hands as between the provinces and we would have each one coming down here with its cap in its hand telling us how poor it was.

Mr. LAFONTAINE: They would all be poor.

Mr. ROEBUCK: Yes, but some of them who are the poorest would have the greatest value in natural resources.

Mr. NOSEWORTHY: I would like to see something in this bill whereby the dominion government could come to the assistance of education in provinces which cannot take advantage to the full extent of this bill.

Mr. ROEBUCK: Would not that be special legislation which would come from the Finance Department based upon the very great numbers of departmental needs?

Hon. Mr. MITCHELL: We have had no difficulty in connection with youth training.

Mr. THOMPSON: I think your suggestion is the proper one there, Mr. Minister. If a province proves need to the Finance Department they get as they have done in the past a loan for, say, 50 per cent. I would hate to see that put in a bill.

Mr. NOSEWORTHY: We had this experience three or four years ago when the Saskatchewan teachers were in dire need, the Canadian Teachers Federation petitioned members of parliament and they sent their petitions down here and they obtained through that medium and others for Saskatchewan a considerable grant, and it was the general impression that that was to be used to relieve the educational situation in Saskatchewan. It is my information that not one dollar of that went directly to relieve the situation in Saskatchewan as far as education was concerned. It was not earmarked for education and there are a thousand and one things on which a province can spend money besides education. There is not much to say to the electors about education when election time comes.

The CHAIRMAN: Who made a grant to the Saskatchewan teachers?

Mr. NOSEWORTHY: The dominion government made a grant to Saskatchewan four or five years ago, and it was the understanding then—

[Dr. L. C. Marsh.]



The CHAIRMAN: I have no recollection of any grant ever having been made to Saskatchewan for teachers.

Mr. NOSEWORTHY: I can get you that.

Hon. Mr. MITCHELL: Because of the desperate period they passed through they got money grants, but they were not for education.

Mr. NOSEWORTHY: It was not earmarked for education, but the understanding was it would be used for that purpose.

Hon. Mr. MITCHELL: The situation was desperate there. The farm production situation changed from a peak of approximately 340 millions to 52 millions, and I think it should be said to the undying credit of all governments that have dealt with western Canada that I do not know of any country in the world that measured up to the responsibility in such a situation better than we did. It was a major disaster—such a disaster as marked a trek in the United States to the Pacific coast, and when a disaster like that happens in Asia millions of people die. But out there I do not think we had any such suffering—of course there was mental suffering—but I think the matter was handled in a magnificent way, and I do not single out any particular government in regard to the assistance that was rendered.

Mr. ROEBUCK: I hope the committee will not feel irked by my attention to detail. We have two jobs to do here, one being to take care of the phraseology of the Act and the other of the broad substance of the Act, and they are both important. In drawing Acts it is most important and imperative that the language be clear beyond peradventure, and if there is any chance of misunderstanding or argument in court or even misunderstanding by the lay reader, that should be taken care of. As I think over this matter of payments to the provinces and contributions by the provinces I can see no harm in adding, "government of the province", and I can see some benefit. I move, therefore, that we add before the word "province", the last word of the third line, the words "government of" and before the word "province", the last word in the last line, the words "government of". That is in subsection 2.

The CHAIRMAN: Would you not have to put that in clause 4, line 25, also?

Mr. THOMPSON: Should not that same change be made all the way through?

The CHAIRMAN: Yes, it would have to be made all the way through. In clause 4, line 25, "the minister may, with the approval of the Governor in Council, enter into an agreement with any province to provide financial assistance for . . .". We would have to put it all the way through.

Mr. ROEBUCK: Oh, no.

Mr. MARIER: It would not be paid by the government, it would be paid by the province.

Mr. ROEBUCK: The agreement would be with the people of the province, the whole institution, but the province is represented in these matters by its government, so in that instance it is not necessary.

Mr. NOSEWORTHY: I am delighted to hear a lawyer suggest that a bill should be phrased so that a layman can read it.

The CHAIRMAN: We have heard Mr. Roebuck's suggestion that before the word "province" in the 46th line the words "government of the" be inserted, and in the 49th line the words "government of the" be inserted.

Mr. LEGER: I second that.

(Motion agreed to.)

The CHAIRMAN: Shall subsection 2 of clause 4 carry?

(Carried.)

The CHAIRMAN: Now we come to section 5: "All expenditures incurred under this Act shall be paid out of moneys provided by parliament for the purposes of this Act."

Mr. ROEBUCK: Now, that is where that proposed amendment came in. I suggested it; I do not know that I advocate it.

Mr. NOSEWORTHY: You were suggesting an amendment to 4 (1).

Mr. ROEBUCK: I made a suggestion when Mr. Marsh was here and I think the chairman has the phraseology before him to the effect that there be added at the end of clause 5 the following words, "and for this purpose such appropriations may be made for one or more years and may provide that the unexpended appropriation may be carried forward for expenditure in any succeeding year or years".

The CHAIRMAN: You remember the discussion we had in connection with that. Mr. Thompson said that we had this in the youth training scheme before and when they came to get it they were unable to get it.

Mr. MARIER: It is a limitation on the power of government in that way.

Mr. THOMPSON: In the Vocational Training Act it went even further. If I remember the phraseology it said that a certain sum of money is set aside and is hereby appropriated. The Act actually appropriated the money but none of it ever became effective; and that is the point I have raised. Just putting that into the bill, does it really mean anything?

Mr. NOSEWORTHY: That was not appropriated because there was a change of government.

Mr. THOMPSON: In the wording of the Act it says, "and is hereby appropriated".

Mr. NOSEWORTHY: There was a new government came in; there was an election, and the new government did not put the Act in force.

Mr. ROEBUCK: We could drop that proposal and make an amendment in clause 4, the one suggested when Mr. Marsh was here, in 4 (1): "The minister may, with the approval of the Governor in Council, enter into an agreement" and add after that, "covering any period of years with any province to provide financial assistance for".

The CHAIRMAN: Let us finish with 5 first.

Mr. MARIER: I am satisfied with this so long as we amend the other one.

(Carried.)

The CHAIRMAN: Section 4, clause 1.

Mr. ROEBUCK: I move, seconded by Mr. Noseworthy, that after the word "agreement" in the second line of section 4, subsection 1, there be inserted the words "covering any period of years".

Mr. MARIER: I am satisfied with that.

Mr. EDWARDS: That is obviously intended to be prospective.

The CHAIRMAN: Yes, to keep it continuing on for years and years.

Mr. EDWARDS: It could also be read and construed as retrospective.

Mr. MARIER: No, it means the future, not the past.

(Carried.)

The CHAIRMAN: Clause 6: "There shall be appointed by the Governor in Council the council to be called 'the Vocational Training Advisory Council'."

(Carried.)

The CHAIRMAN: Clause 7 (1): "The council shall consist of a chairman and not less than 10 or more than 14 members."

Mr. MARIER: It should be 16. I propose that it be amended to read 16.

The CHAIRMAN: Not less than 10 or more than 16?

Mr. MARIER: Yes.

[Dr. L. C. Marsh.]

Mr. ROEBUCK: Perhaps for the benefit of those who were not at the steering committee, Mr. Chairman, I might read what was said. It was suggested by the chairman at that time that the committee might well be composed of the following: 3 employers, 3 workers, 3 technical or vocational training men, 2 women, 2 agricultural representatives, 2 veterans, and 1 chairman, making altogether 16.

(Amendment carried.)

The CHAIRMAN: Clause 7 (2): "The chairman and other members of the council shall hold office for a period of three years except in the case of the members first appointed and of any member appointed to a casual vacancy, who shall hold office for such period, not exceeding three years, as may be determined by the Governor in Council."

Mr. EDWARDS: Why is there an exception as regards members first appointed?

Mr. THOMPSON: The idea of the first appointments would be that some would be appointed for one year and some for two and some for three years, so you would not have a situation arising when all would be retiring at the same time.

The CHAIRMAN: And if there were a vacancy, the man appointed would be appointed for one year and he would finish his term of office.

(Carried.)

The CHAIRMAN: Clause 7, subsection 3: "There shall be equal numbers of members on the council representative of employers and of employees, and the remainder of the members may be representative of such groups of persons or interests as the Governor in Council may determine."

Mr. ROEBUCK: I just questioned this; I raised the point. It says: "There shall be equal numbers of members on the council representative of employers and of employees . . .". Now, it was suggested that we have three employers and three workers and the balance be of other designations, but they are employers or employees, and does that mean that when we sum up the entire sixteen eight of them must be holding jobs and the others must be employers? Evidently that is not the intention?

The CHAIRMAN: No.

Mr. THOMPSON: Mr. Chairman, the other people who would be appointed I suppose might be in the category of employers or employees, but they would not be appointed for that reason. I do not know how you could avoid that.

Mr. MARIER: It is clear. Representative of employers and of employees. It does not mean that they are necessarily members who are called employees or employers; they would be appointed as representatives. It means that others would be appointed specially as vocational training or technical men.

Mr. THOMPSON: And it is the intention that wherever a question came up which specifically concerned men trained in engineering that would be referred to a special committee composed of those six.

Mr. ROEBUCK: Supposing we put in after the word "council" in the second line, and before the word "representative" the words "specially representative," then it would be perfectly clear that you were referring to those especially chosen to represent employers and those especially chosen to represent workers. They may have a representative capacity, being members of that class.

Mr. THOMPSON: Could we clarify it by putting in the words "such other groups of persons or interests"? The way it is now you might have your three special representative employers and in the category of the remainder there shall be representative interests or groups, but that does not exclude either employers or employees. It might be better to have the words, "such other groups".

Mr. ROEBUCK: I can fancy at a council meeting somebody representing the labour union saying it was the intention of parliament that the employees should have equal representation on this council and here you have so many more employers than you have employees, and so it would be very advisable that we be clear on this matter beyond per-adventure. Therefore I move that after the word "council" and before the word "representative" in the second line of clause 7, subsection 3, there be inserted the word, "specially", and after the word "such" and before the word "groups" in the fourth line there be inserted the word "other".

Mr. EDWARDS: The question that arises in my mind is who is going to say whether they are representatives of employers or employees, and when they are appointed are they so designated? In other words, if you are going to have three representatives of employees, is their appointment to this committee embodied in terminology that they are designated as representatives of employees, and another three designated as representatives of employers?

Mr. ROEBUCK: I think they would be.

Mr. EDWARDS: I am thinking out loud. Equal numbers designated as representatives of employers and employees, and then you will know the status of those men on your council and there will not be any question when the composition of your committee is inquired into; but if you have three men designated as representatives of labour and three others designated as representatives of employers—I think it is important that they should be designated as such at the time of their appointment.

Mr. THOMPSON: We have to go further than that. Who is going to designate them?

Mr. EDWARDS: That is the question that arises.

Mr. THOMPSON: You would not make it any better by putting in the word "designated". The procedure I visualize in selecting those members would be that we would write to the manufacturing association or the construction association and ask them to submit a panel of names whom they would be willing to accept as representatives, and then the Governor in Council would select from those names three men;—and the same would happen as regards the labour organizations. I do not see any other way you could do it and have them really represent the organizations they are meant to represent. I agree it is important that they should be actually representative of the groups named.

Mr. EDWARDS: I do think you are going to leave the composition of your committee open to that challenge unless it is known that those three men representing employers are there in that capacity.

Mr. McCULLOCH: I think Mr. Thompson's explanation will cover that.

Mr. EDWARDS: The layman does not know how these three men are appointed. The ordinary public will say: Here is the composition of that advisory committee; they are there; what are they there for? Do they represent employees or employers? Is he there in his capacity representing the Imperial Oil Company, say? The man on the street may say that it is the big interests and he is only there representing employers.

Mr. MARIER: It would be the same thing with regard to groups.

Mr. THOMPSON: You have got to have more than somebody who is a representative of, say, the employers; you have got to have somebody on this council who knows his job and is interested in it. You do not want a council composed of window dressing. We do want people that are designated to be people that are familiar with the subject under discussion and have some interest in it and will be of assistance to the Minister and to the administration of the whole Act. In asking employers to designate representatives,

[Dr. L. C. Marsh.]

as I said I visualize asking them to submit a panel of names telling them what we want them for and asking for people who know something about the subject; otherwise they might pick out people that know nothing about it but whose turn it happens to be to serve on one of these committees. We do not want that kind of advisory council. The same thing would apply to labour organizations. They would submit a panel of names from which the Governor in Council would select three representing the different branches; the same with the others.

Hon. Mr. MITCHELL: In the composition of the National War Labour Board, the original board, we had no difficulty at all. In that case the Trades and Labour Congress of Canada, the Canadian Congress of Labour and the National Catholic Syndicates submitted a panel of names along with the Chamber of Commerce, the Manufacturers' Association, the Construction Association, and the Miners Association—they all submitted names. I agree with Mr. Thompson's statement that we have to have people who are interested in these things; there is no use in having people who want to be there for the sake of being on a committee. I think you can rest on the good judgment of the Governor in Council.

The CHAIRMAN: Shall the subsection carry as amended? After the word "council" in the sixteenth line, the word "specially" is inserted and in the eighteenth line after the word "such" the word "other" is added.

(Carried).

The CHAIRMAN: Clause 7 (4).

Mr. SHAW: Does that mean a majority in the number of members that may be on the committee at any given time regardless of the number of vacancies or a majority of the total? There might be four vacancies. Would a majority constitute a quorum? It says members; there may be only twelve.

The CHAIRMAN: It would be a majority of the members.

Mr. SHAW: I just wanted to be clear.

(Carried).

The CHAIRMAN: Clause 7 (5).

Mr. ROEBUCK: Here is where my friend raised the question with regard to whether the council has power to act and it was suggested in the steering committee that we add some words—I do not know that they were settled on—"the council may act notwithstanding any vacancy in its membership." And I noted these words, "provided the membership is not less than ten members."

Mr. SHAW: Yes, that is good.

Mr. THOMPSON: Is not there more or less implied in the wording of section 7, subsection 1, that the council shall consist of not less than ten? I take it that the moment the membership dropped below ten there would cease to be a council.

Mr. ROEBUCK: That is purely directory.

The CHAIRMAN: If there are vacancies below ten they must fill them.

Mr. EDWARDS: Supposing the government appoints ten and no more and you have a vacancy, they cannot function.

Mr. ROEBUCK: They cannot function on those things for which special power is given.

The CHAIRMAN: In subsection 1 we say that council shall not consist of less than ten members. The government may decide not to have more than ten members.

Mr. EDWARDS: Yes, and if one dies the council is gone. I think the number should be reduced to, say, seven or eight.

Mr. ROEBUCK: It is representative of so many interests that a small committee does not fill the functions of what we are visualizing at all, and if you get down to less than ten it is moribund.

Hon. Mr. MITCHELL: If you get more than fifteen you will have a convention. It seems to me that fifteen members are enough.

Mr. NOSEWORTHY: What was the purpose of putting in "less than ten"?

Mr. ROEBUCK: For the very reason that they did not want a little committee.

Mr. NOSEWORTHY: Why did they not say that the committee shall consist of ten members?

Mr. THOMPSON: Mr. Woods called my attention to an oversight in clause 4, subsection 1, "The minister may, with the approval of the Governor in Council, enter into an agreement with any province. . . ."; as it is likely that there would be more than one agreement covering the different features I think it would be advisable to say, "an agreement or agreements."

The CHAIRMAN: We have an amendment: "An agreement covering any period of years"; it should read: "agreement or agreements"?

Mr. EDWARDS: Strike out the word "an"; make it read "enter into agreement with." I move that we delete the article "an" in line 2 of clause 4.

The CHAIRMAN: It is moved that the word "an" in line 25 of section 4 be deleted before "agreement," and that the words read "enter into agreement with. . . ."

Mr. EDWARDS: You might have one agreement or a dozen, but you are in agreement with.

(Carried).

The committee adjourned to meet Tuesday, May 19, at 11 o'clock.

SESSION 1942  
HOUSE OF COMMONS

SPECIAL COMMITTEE

ON

# VOCATIONAL TRAINING

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BILL No. 64

An Act to assist in the carrying on and co-ordination of  
Vocational Training

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MINUTES OF PROCEEDINGS AND EVIDENCE

No. 4

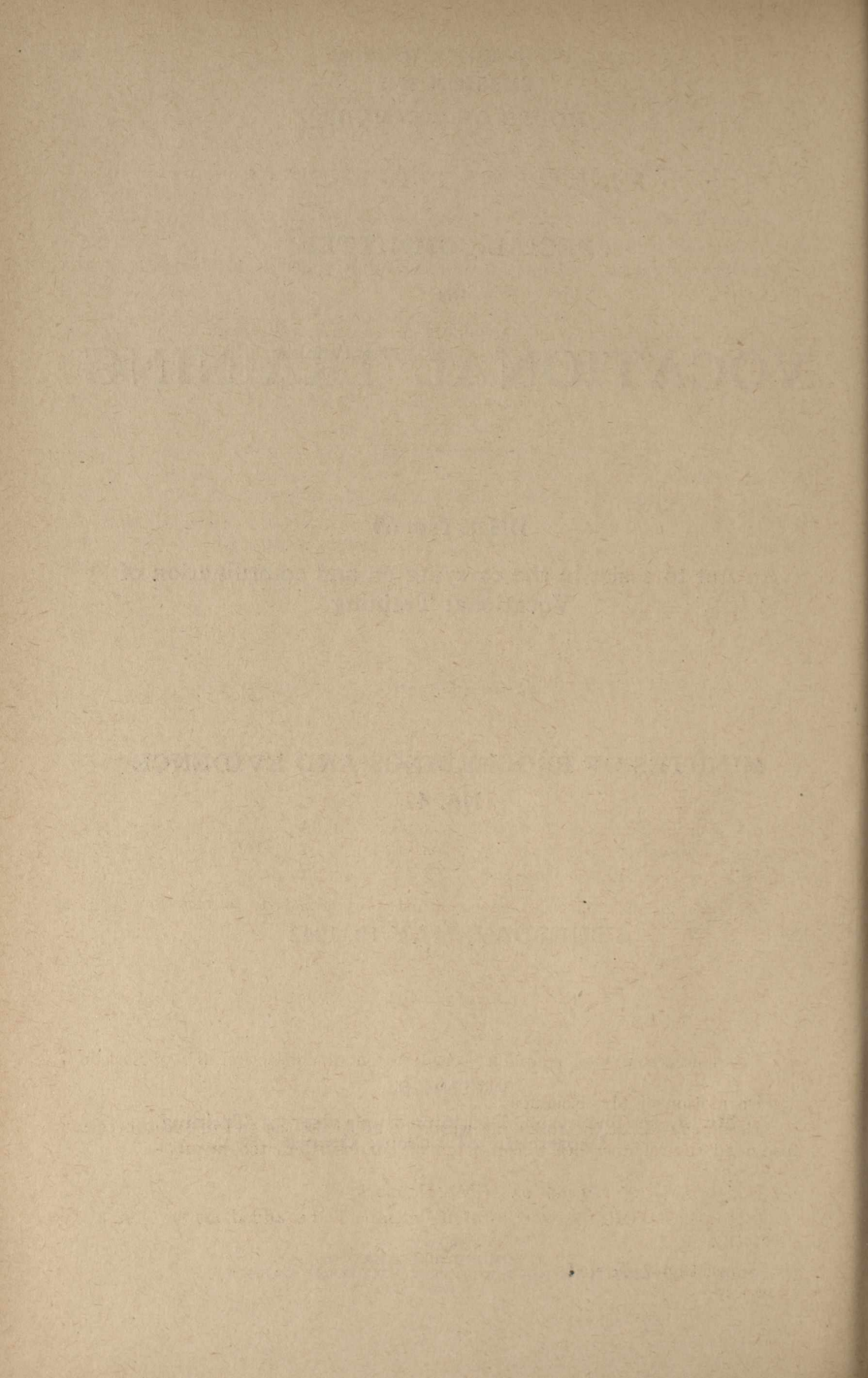
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TUESDAY, MAY 19, 1942

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WITNESS:

Mr. R. F. Thompson, Dominion Supervisor of Training,  
Department of Labour, Ottawa





## MINUTES OF PROCEEDINGS

TUESDAY, May 19, 1942.

The Special Committee on Vocational Training met at 11 o'clock a.m., the Chairman, Mr. Donnelly, presiding.

*Members present:* Messrs. Donnelly, Fraser (*Peterborough West*), Lafontaine, Marier, Noseworthy, Reid, Roebuck, Shaw, Winkler.

*In attendance:* Mr. R. F. Thompson, Dominion Supervisor of Training, Department of Labour; Mr. W. S. Woods, Associate Deputy Minister, Department of Pensions and National Health; Mr. A. M. Wright, Director of Rehabilitation, and Mr. W. B. Russell, K.C., Departmental Counsel, Department of Pensions and National Health.

The Chairman read a communication from J. C. G. Herwig, Assistant General Secretary of the Canadian Legion, stating that after again reviewing the terms of Bill 64, it was unlikely the Legion would have any change to suggest.

Mr. Reid brought to the attention of the committee a communication he had received from the Province of British Columbia and quoted sections of a bill on rehabilitation passed by that province.

On motion of Mr. Reid, it was agreed that a copy of Bill 64 and of the Minutes of Proceedings of the Committee be sent to the Minister of Education of each province with an invitation to present to the committee, as soon as possible, any suggestions they may have to offer with respect to this proposed legislation.

The committee resumed consideration of Bill 64, An Act to assist in the carrying on and coordination of vocational training, with Mr. Thompson explaining certain sections of the Bill.

By unanimous consent, the committee reverted to subsection (1) of section 7.

On motion of Mr. Roebuck,

*Resolved*,—That the subsection be further amended by striking out the words "less than ten nor" in line 8.

The committee then resumed consideration of subsection (5) of section 7.

On motion of Mr. Roebuck,

*Resolved*,—That the following words be added at the end of the subsection: "provided the membership is composed of not less than ten members."

Subsection (6): On motion of Mr. Roebuck,

*Resolved*,—That the words "of its members" be added at the end of the subsection.

Subsection 7 carried.

Subsection (8): On motion of Mr. Roebuck,

*Resolved*,—That the word “discharge” be substituted for the word “disposition” in line 35.

Subsection (9) to stand for further consideration.

Section 8: Stand.

Sections 9, 10, 11 and 12 carried.

Sections 13 and 14: Stand.

Title: On motion of Mr. Noseworthy,

*Resolved*,—That a recommendation be made that the title be amended by striking out the words “to assist in” and substituting therefor the words: “pertaining to”; the title as amended to read: “An Act pertaining to the carrying on and coordination of Vocational Training.”

Preamble allowed to stand for further consideration.

The committee adjourned to the call of the Chair.

R. ARSENAULT,  
*Acting Clerk of the Committee.*

## MINUTES OF EVIDENCE

HOUSE OF COMMONS,

ROOM 268,

May 19, 1942.

The Select Committee on Vocational Training met this day at 11 o'clock a.m. The Chairman, Dr. Thomas F. Donnelly, presided.

The CHAIRMAN: Gentlemen, at the last meeting I read a letter to you which I had received from the Canadian Legion of the British Empire Service League which said that they were going to have a convention in Winnipeg and would want to present certain views they had in connection with this bill. I am in receipt of another letter from them. I do not know whether Mr. Woods has been in touch with them or not, but the clerk tells me he has been in touch with them in regard to the matter and they have written me this letter. I shall read it:—

Dear Dr. Donnelly:

After again reviewing the terms of the Vocational Training Bill, we have reached the conclusion that it is unlikely the Legion will have any changes to suggest, even after consideration at the convention, and that the work of the committee should not be delayed on our account.

While I do not know what action the convention will lay down on the subject of vocational training, they are not likely to be of such a nature that effect the objectives of this bill.

The writer says that it is all right for us to go ahead and not delay our work on their account.

Mr. REID: In connection with that letter I may say that I have a further request to make. I do not know how many provinces have passed rehabilitation bills within the provinces or how many have set up committees, but the other day I received a communication from the province of British Columbia, and in that province they have passed an Act and they have drawn my attention to the fact that this Act was passed at the last sitting of the legislature and that they have set up a committee of seven M.L.A.s in connection with this particular work. Their committee has taken under consideration some matters which we in this committee have not, but some of the things which they are discussing do come before this committee of ours. For instance, in the section "Powers and Duties of the Council" in clause (c) the Act states:—

To formulate plans for training so as to fit for civilian occupations such of the returned men as may require, and would be benefited by, such training:

- (f) To make a survey of the natural resources of the industries in the province, and to confer with operators of industries, agriculturalists, organizations of employers, organizations of employees, municipal councils and others, with a view to the creation of opportunities for the reinstatement of returned men and of persons displaced by cessation of war industries, in useful and gainful occupations:
- (g) To co-operate with the Dominion government, municipal councils, agriculturalists, and organizations of employers and employees in the formulation of projects for the purposes of this Act; and to prepare for the timely inauguration thereof:

I should like to direct the attention of the committee to the fact that we have this provincial body with this organization set up, a council set up in connection with rehabilitation of men after the war, and I think this committee should communicate with them and send them a copy of the bill and ask them for any suggestions they may care to make to us.

Mr. Woods: Mr. Chairman and gentlemen, with respect to this committee that has been set up in British Columbia—the Rehabilitation Council—we intend to send them the proceedings of this and other committees in which they will be interested—that is, the Department of Pensions and National Health will do that. A committee has also been formed in Saskatchewan, but that is not composed of a council of M.L.A.s such as the one Mr. Reid has referred to; that committee is presided over by Mr. Justice Martin and it comprises about eighteen citizens of the province. Other provinces are taking similar action, and we are arranging to keep them informed of the proceedings of this committee and other committees, wherever such a body has been formed.

The CHAIRMAN: I feel it is important, particularly as in clause 4 we are making agreements especially with the provinces, and I thought it might be a good idea if we wrote to the Minister of Education in each of the provinces and told him that we were considering this matter at the present time and asking ministers if they had any suggestions to make to us. That would relieve us of responsibility to a certain extent and will throw responsibility to a certain extent back onto the provinces, and if things do not work out as they feel they should they will not be able to say that the committee at Ottawa went ahead and did not ask them for their opinion. I do not think it would do a bit of harm to write to the Minister of Education in each of the provinces and give him a copy of this bill and ask him if he has any suggestions to make. I merely throw this suggestion out to you.

Mr. THOMPSON: Mr. Chairman, we are dealing with the different provinces, and we have already sent to the ministers concerned a copy of the bill for their information.

Mr. ROEBUCK: How would it be if as a committee we were to communicate with them and send them a copy of our proceedings.

The CHAIRMAN: Yes, and ask if they have any suggestions to make; and if they do not make any, later they cannot come back and say that we should have done this, that or the other thing.

Mr. ROEBUCK: We will take some of their ammunition away.

Mr. REID: We should tell them that we are ready to cooperate with them and we would like them to cooperate with us, and I make a motion to that effect.

The CHAIRMAN: The motion is that we send a copy of our proceedings to the ministers in the various provinces and ask for suggestions.

Mr. REID: Would there be any limit as regards time?

The CHAIRMAN: I think it would be better for us not to hurry with this matter because it might be said that we rushed this matter through and did not give everybody a chance to present their views, and there is no reason why we should take that responsibility; there is not an awful rush about this matter.

Mr. NOSEWORTHY: We could indicate that the committee is now considering this bill and ask them if they have any suggestions to make and also ask them to present them as soon as possible if they have such suggestions.

The CHAIRMAN: Yes. Now, we will go back to the bill. At our last meeting we were dealing with subsection 5 of clause 7:—

The council may act notwithstanding any vacancy in its membership.

Mr. ROEBUCK: An amendment was moved with regard to that: "Provided the membership is not less than ten members". May I be permitted to change the wording to say, "provided the membership is composed of not less than ten members". It will read a little better. Now, then, just as we adjourned I think Mr. Reid or somebody else made a suggestion that in view of the limitation on its powers that we are about to make to subsection 5 we find it unnecessary that we make the limitation in subsection 1 of not less than ten. We strike out those words now as being surplus and say that the council shall consist of a chairman and not more than sixteen members, and a little later on we do not allow the council to function unless it has ten members, which would be sufficient for our purposes. If that seems to meet with your favour, I move that we strike out in the second line of subsection 1 the words "less than ten nor" so that the section will then read, "the council shall consist of a chairman and not more than sixteen members."

The CHAIRMAN: Does anyone wish to speak on these amendments? The words, "less than ten nor" and the word "fourteen" are cut out and the word "sixteen" replacing "fourteen".

Mr. REID: I am agreeable at the moment to the change to "sixteen", but can we have an explanation why "not less than ten" is put into the bill? There must have been a reason for putting those words in.

Mr. THOMPSON: Mr. Chairman, the reason was exactly the one that has been brought forward by Mr. Roebuck, that we did not want to have a council which might only be composed of three or four members; we wanted a minimum number in order to have council act.

Mr. NOSEWORTHY: That has not been provided for in section 5.

The CHAIRMAN: Subsection 5: "Council may act notwithstanding any vacancy in its membership provided the membership is composed of not less than ten members."

(Carried.)

The CHAIRMAN: Subsection 6: "The council may make rules for regulating its proceedings and the performance of its functions and may provide therein for the delegation of any of its duties to any special or standing committees."

Mr. ROEBUCK: Now, it was suggested that those special committees and standing committees shall be of itself. They are not delegating powers to anybody but themselves, and that seems to be wise. It may appoint committees composed of others but it gives them no powers, and perhaps we might add the words "of itself" or "of its members" or "of its membership", and it would when read "... the delegation of its duties to any special or standing committee of its members."

(Carried.)

The CHAIRMAN: Subsection 7: "The minister may provide the council with such professional, technical, secretarial and other assistance as the council may require but the provision of such assistance otherwise than from the public service of Canada shall be subject to authorization by the Governor in Council."

(Carried.)

The CHAIRMAN: Subsection 8: "The minister shall make available to the council such information as the council may reasonably require for the proper disposition of its functions under this Act."

Mr. ROEBUCK: Now, Mr. Chairman, that word "disposition" is evidently a typographical error or a stenographer's mistake. The council does not propose to dispose of its functions, it proposes to discharge them. I move that the word "disposition" be struck out and the word "discharge" be substituted therefor.

The CHAIRMAN: The motion is that in line 35 the word "disposition" be stricken out and the word "discharge" be substituted therefor. Shall the clause carry as amended?

(Carried.)

The CHAIRMAN: Subsection 9: "The members of the council shall serve without salary but each member shall receive his actual travelling expenses incurred with the approval of the minister in connection with the work of the council and a per diem allowance of \$10 for each day he is necessarily absent from his home in connection with such work."

Mr. SHAW: What is the object of this provision which states that the members of the council shall serve without salary?

Mr. THOMPSON: The object is that we do not want to create a lot of salaried positions in the council. It is meant to be more or less a voluntary advisory body, and the provision is simply intended to reimburse their members for their out-of-pocket expenses and make it possible for them to attend meetings of the council; but it was not the intention that they should be in receipt of a salary.

Mr. SHAW: The point I have in mind, Mr. Chairman, is this: you might have some well qualified individual who by virtue of circumstances would have to devote his full time to this work or no time at all, and we might be disqualifying in a sense a splendid type of individual who would serve if a salary provision were made. I think there should be a certain amount of leeway to allow for the employment of an individual on a salary basis.

Mr. THOMPSON: Mr. Chairman, we did not visualize anybody being on a full time basis or anything approaching a full time basis in this type of work. The meetings of the whole council would only be very occasional meetings, and the standing committees or the special committees might be more frequent but they would not run for more than one or two days.

Mr. REID: I do not agree entirely with Mr. Shaw; I am thinking of those of us who have served on school boards and other bodies without salary or remuneration of any kind, and it could be argued that because the school boards are not paid and the municipal councilmen are that we lacked men of ability and integrity and intelligence on the school boards.

Mr. SHAW: Of course, I was not endeavouring to create any such impression. The point is that I believe we are going to discover when this war is over that the problem concerning a council at this time may be a very serious problem, and it may necessitate a greater amount of time being spent by the council in an effort to meet its problems.

Mr. THOMPSON: If so, that would be taken care of, I think, by the \$10 per day allowance which should amply reimburse a man for any work he does. We do not want to create any high-priced positions on this council; we want people who are interested and are willing to serve, and all we want in the way of financial provision is to make it possible for them to serve.

The CHAIRMAN: What do you mean by the term "travelling expenses"; do you mean meals on trains, or just a ticket?

Mr. THOMPSON: Mr. Chairman, I think there is some eccentric interpretation of that in Treasury Board circles, but my experience is that it does not include a lot of things that it should include. I visualize under that term taxi fares, railway fares, berth on trains, seat on trains, and expenses actually connected with travelling. The per diem allowance would then have to cover meals and room. That, I think, is about in line with the interpretation that is usually put on the matter by the treasury representatives.

Mr. ROEBUCK: Might I change the phraseology for a moment, Mr. Chairman? "Each member shall receive his actual travelling expenses incurred with the approval of the minister in connection with work of the council." Now,

there are two possible readings in that phrase—that he shall receive it with the approval of the minister or that it shall be incurred with the approval of the minister; and the intention is that it be incurred with the approval of the minister; therefore I would add three words: After the word “expenses” I would add, and I so move, the words “which have been” and then I would move that a comma be placed after the word “incurred” and another comma be placed after the word “minister”. The clause would then read: “The members of council shall serve without salary but each member shall receive his actual travelling expenses, which have been incurred with the approval of the minister, in connection with the work of the council on a per diem allowance of \$10 for each day he is necessarily absent from his home in connection with such work.” The comma is placed after “minister” for this reason, that the phrase “in connection with the work of the council” applies to his travelling expenses.

Mr. REID: I think I differ a little with Mr. Roebuck, because I am of the opinion that if we say that, the travelling expenses will have to be approved by the minister before he can travel, and I think we might phrase it along these lines, that each member shall, with the approval of the minister, receive his actual travelling expenses incurred. I think the advisory board should be free and not have to have the approval of the minister before it can make any move. I think that is the intention of the minister, that the travelling expenses and per diem will be paid and then approved if the council see fit to call those meetings.

Mr. NOSEWORTHY: The council would not call a meeting without approval.

Mr. Reid: I am not clear on that, whether they would or not. I am of opinion they should have the right to call the meetings if they want to move; otherwise the minister has complete control of the council and he can say you will or will not meet.

The CHAIRMAN: Mr. Reid would suggest as follows:—

The members of the council shall serve without salary but each member with the approval of the minister shall receive his actual travelling expenses incurred in connection with the work of the council, and a per diem allowance for each day . . . .

Mr. REID: Yes.

Mr. ROEBUCK: No, I do not like that. The council might hold as many meetings as it cared to and then put up to the minister the problem of whether or not he would reject the expenses after they have been incurred. If the minister takes the responsibility of justifying these expenditures to parliament he might well have the privilege of approving them in advance and not having them put on his doorstep after they have been incurred and then have the dirty job of telling those people to pay their own expenses. If we make the change as Mr. Reid suggests and allow them to travel and hold as many meetings as they please, they would pay their own expenses and then put it up to the minister to say, “we will not pay them”.

The CHAIRMAN: You have heard Mr. Roebuck’s suggested amendment and you have heard the suggested amendment of Mr. Reid.

Mr. MARIER: I would prefer to leave it as it is. That is the best way to confine it. They receive actual travelling expenses incurred with the approval of the minister; the approval can be before or after or at any time. That means that the expenses must be submitted to the department, but if you put these words, “shall receive with the approval of the minister” it means they would have to get the approval before to get their expenses. Before the meeting is called they will have to be sure that the expenses will be approved

by the minister; otherwise the meeting will be called and the expenses will be incurred and they will send in the bill—just the expense incurred—and they will be paid in the ordinary course of business.

Mr. REID: With all deference, we should be careful. The Treasury Board these days is crossing its t's and dotting its i's and we should be careful that we have unanimity on this matter.

Mr. NOSEWORTHY: I do not think Mr. Roebuck's suggestion is any improvement to the phrasing as it is stated here. I do not think it makes a particle of difference; it will work out the same.

Mr. WINKLER: If Mr. Roebuck would leave out his first comma I would second his motion.

Mr. ROEBUCK: I do not care much about the commas; they can both be struck out.

Mr. REID: Might I make this suggestion: there is nothing here to say whether the council shall be called together, and it might be advisable to consider something like this "Council shall meet at the call of the chairman. . ." but approved by the minister, and each member shall receive so and so. There is nothing in this Act to say that the council shall meet at all, and it would be well to say something about the council meeting at the call of the chairman if the meeting is approved by the minister and that each member shall be entitled to expenses.

The CHAIRMAN: If we make the clause read that the council shall meet should we not put in a separate clause?

Mr. SHAW: Subsection 9 would become subsection 10; substitute a new No. 9 having to do with the calling of the committee.

The CHAIRMAN: Yes, we could add an extra clause.

Mr. NOSEWORTHY: Subsection 6 provides council with the authority to make its own regulations with respect to the frequency of meetings.

Mr. REID: Clause 9 could simply say that the members of the council shall serve without remuneration, and clause 10 could say that council shall meet at the call of the chairman with the approval of the minister and that each member shall receive expenses. That would give a complete clause having to do with travelling expenses.

The CHAIRMAN: Now, did we not have a suggestion that subsection 9 be left as it is. Who are in favour of that?

Mr. ROEBUCK: No. Mr. Chairman, that is not a very regular way of going about this. The motion is that subsection 9 be carried, and there has been an amendment moved and the amendment comes first.

The CHAIRMAN: There was no seconder for it, and I want to find out where we are at.

Mr. ROEBUCK: My motion was that we add the words, "which have been" after "expenses," and I am omitting now the commas.

Mr. WINKLER: I second that motion.

Mr. SHAW: May I ask Mr. Roebuck to what extent that changes the clause?

Mr. ROEBUCK: Perhaps I might say why because, "with the approval of the minister" may apply to the receiving of expenses or may apply to the incurring of the expenses. It is open to two readings; but when we have added "expenses which have been incurred with the approval of the minister" there can be no mistake about it; it does not mean that receiving is with the approval of the minister.

Mr. NOSEWORTHY: Would any lawyer argue that the modifying phrase "incurred with the approval of the minister" would modify the word "received" instead of the word beside which it is placed?



Mr. ROEBUCK: Yes, lots of them would. It seems to me it is much clearer when those words are put in. There is no doubt then that the expenses must have been approved by the minister before they are incurred.

Mr. NOSEWORTHY: Leave your commas out.

Mr. ROEBUCK: I have left the commas out at the suggestion of Mr. Winkler.

Mr. REID: It is very difficult to get the full import of the amendment in a section of this kind, and I suggest that we allow the subsection to stand.

(Stand).

The CHAIRMAN: Section 7. Before we leave that, it has been suggested that we add a subsection there that this council shall meet at the call of the chair. That matter might also be taken into consideration at our next meeting.

Mr. NOSEWORTHY: Is it not the intention of the Act that the council shall themselves arrange for the meetings, or does not the next clause on the next page, No. 8, rather imply that council shall deal only with matters referred to it by the minister? I think that should be clarified. Clause 8 clearly indicates that the council may from time to time meet and consider matters submitted to it by the minister.

The CHAIRMAN: Probably we had better leave clause 7 with those two suggestions and go on and see what clause 8 is about before we come to any definite conclusion. I will read clause 8:—

The minister may from time to time refer to the council for consideration and advice such questions relating to the operation of this Act as he thinks fit and the council shall investigate and report thereon to the minister, and shall make such recommendations as the council sees fit in connection therewith.

Mr. REID: The suggestion I made a moment ago might fit in well with this section by preceding section 8:—

The council shall meet at the call of the chairman, approved by the minister, and the minister may from time to time refer to the council for consideration, etc., etc.

Mr. ROEBUCK: You are linking two things up. You may remember that when a representative of another committee was here we discussed making certain additions to this clause, and at the steering committee it was also considered. Now, to keep the matter before the chair I will move that there be added at the end of clause 8 these words:—

And council may make such general or special inquiries and make such report and suggest such standards to the minister as it thinks fit, provided that no expenses or allowances shall be paid out of moneys appropriated hereunder without approval in advance by the minister.

Mr. NOSEWORTHY: Mr. Roebuck considers combining the two ideas, Mr. Reid's and his own, by putting into this clause, "the council may meet at the call of the chairman for the purpose of . . ."

Mr. ROEBUCK: I rather think I will vote for Mr. Reid's amendment at the next meeting rather than my own. His was a later growth of my thought, and that would change the previous clause so that the meetings then would be at the call of the chair approved by the minister; and that will take care of the matter of the previous expenses; and if the amendment is made there it is unnecessary to again make it in section 8.

Mr. NOSEWORTHY: I would like to see the purpose of the meeting included in section 8. As section 8 stands now the committee really has no intention except to discuss such matters as are referred to it.

Mr. ROEBUCK: No, no; this amendment I made makes it perfectly clear that the committee may make such special or general inquiry as it thinks fit, besides what the minister refers to it.

Mr. NOSEWORTHY: That is why I would support the amendment. I wonder if you would combine the other idea.

Mr. ROEBUCK: That the meetings be at the call of the chair?

Mr. NOSEWORTHY: For the purpose of considering—

Mr. ROEBUCK: The consideration will not necessarily be at meetings; consideration will be given chiefly between meetings and, therefore, the idea of meetings in connection with clause 8, I think, is a little out of place. It is consideration and advice that we are discussing. They may meet informally and later on they may meet formally down here with expenses paid and they may formulate their advice while the consideration and the studies and the inquiries might be made over months of thinking and individual work.

Mr. REID: Mr. Chairman, I am of opinion that the amendment offered by Mr. Roebuck may have to be considered in a clause by itself, because clause 8 as it stands states that the minister may from time to time refer to council for consideration and advice such questions relating to the operation of the Act as he thinks fit; and in the last paragraph of that it states what the council can do, and the words are:—

and the council shall investigate and report thereon to the minister and shall make such recommendations as the council sees fit in connection therewith.

That one clause deals with the minister. I think Mr. Roebuck's clause should be considered in a clause by itself and start with the words: "The council may make such general or special inquiries . . . ."

Mr. ROEBUCK: I will be satisfied with that if there is no objection.

Mr. REID: One matter is not related to the other; one is related to the matter of the minister referring matters to the council.

The CHAIRMAN: It is other work they are supposed to do. The work in clause 8 is work that is given to them by the minister, and this will be work which they themselves believe should be done.

Mr. REID: If it meets with the approval of Mr. Roebuck I suggest that this clause also should be held over for consideration at our next meeting.

The CHAIRMAN: The motion now is that we add to clause 8 the words:—

and the council may make such general or specific inquiries and make such reports and suggest such standards to the minister as it thinks fit, provided that no expense or allowances shall be paid out of moneys appropriated thereunder without approval in advance of the minister.

Your suggestion, Mr. Reid, is that we consider this matter at our next meeting.

Mr. REID: And that Mr. Roebuck consider that it be adopted as another section.

Mr. ROEBUCK: I accept that suggestion.

(Agreed)

The CHAIRMAN: Section 9: "This Act shall be administered by the Minister of Labour."

(Carried)

The CHAIRMAN: Section 10: "A supervisor of training and such officers, clerks and other employees necessary for the administration of this Act shall be appointed in the manner authorized by law."

Mr. ROEBUCK: That limits the teaching staff to supervisory training and the rest are officers, clerks and other employees. Are you satisfied with that, Mr. Thompson?

Mr. THOMPSON: Yes, Mr. Chairman.

(Carried)

The CHAIRMAN: Clause 11: "The Governor in Council may make regulations for the purpose of giving effect to this Act."

(Carried)

The CHAIRMAN: Clause 12:—

The minister shall as soon as possible, but in any case within sixty days after the termination of each fiscal year, prepare an annual report on the work done, moneys expended and obligations contracted under this Act and shall upon completion thereof lay such report before parliament if parliament is then sitting or if parliament is not then sitting, within fifteen days after parliament is next assembled.

Mr. NOSEWORTHY: Are we going to run into a conflict there? Suppose parliament assembled following the termination of the fiscal year? If parliament assembled on the day that the fiscal year closed does your Act require you to get all these accounts up in fifteen days?

Mr. THOMPSON: As I understand it, the way the clause reads now it would mean we would have to prepare an annual report within sixty days after the end of the fiscal year. If parliament was sitting during that time it would be laid before parliament; if parliament was not in session then that report would have to be laid before parliament within fifteen days after it next assembled.

The CHAIRMAN: That is more or less a routine matter.

Mr. THOMPSON: It is routine, except to this extent that in a great many similar Acts the time is thirty days after the end of the fiscal year, and it is a physical impossibility to get a report that is complete enough and have it assembled inside of thirty days after the end of the fiscal year when you have to collect your information from one end of the country to the other.

Mr. ROEBUCK: ". . . shall upon completion thereof lay such report before parliament" answers the objection to the clause. The clause says, that the report shall be prepared sixty days after the termination of the fiscal year and then it goes on to say it shall be laid before parliament upon completion thereof; so it is not required to be laid before parliament before it is completed. It is not required to be completed until sixty days after the end of the fiscal year, so the clause is all right as it stands.

(Carried)

The CHAIRMAN: Clause 13: "The Vocational Education Act, chapter fifty-nine of the statutes of 1931, is repealed."

Mr. ROEBUCK: We ought to know what we are repealing. Mr. Chairman, might I suggest that we allow this to stand and that the clerk send us a copy of the Vocational Education Act a long with the other material that he will send us, and that will give us an opportunity to glance through it and see if there is anything that should be salvaged from it or if there is anything we should repeal.

(Clause stands)

The CHAIRMAN: Section 14: "This Act shall come into force on the first day of April, 1942." Now, the law officers of the house have suggested that this be amended to read as follows: "This Act shall be deemed to come into force on the 1st day of April, 1942."

Mr. ROEBUCK: I do not like that either, Mr. Chairman. It was I who attacked this clause as it stands in the steering committee as it reads, "This Act shall come into force on the first day of April, 1942." Now, the British North America Act makes it clear that an Act does not come into force until it is signed by the Governor in Council; it may not then come into force until some later date; but it cannot come into force until it has passed the usual processes of parliament. To say that it shall be deemed to come into force is practically the same thing as saying it shall come into force. What I suggest is that we refer back to the law officers of the house the suggestion that the Act come into force in the usual way, but that it be made retroactive until the 1st day of April, 1942, which is quite another thing from bringing it into force after date it has passed. That is a logical absurdity, but making it retroactive is quite usual and logically all right.

Mr. REID: Would the words "be deemed" not take care of any expenditures which may have been incurred from April until the Act is actually passed by the House of Commons?

The CHAIRMAN: The suggestion is that after the word "shall" these words be added, "be deemed to have." Now, is there an amendment?

Mr. ROEBUCK: I will only suggest that it be referred back to the law officers of the house with the suggestion I have made that it come into force in the usual way and that it be made retroactive so far as is necessary to the 1st day of April, 1942.

Mr. THOMPSON: The reason for the present wording is that this bill, in its present form, was drafted last December.

Mr. ROEBUCK: That is the explanation.

Mr. THOMPSON: Otherwise that wording would not have been the way it is now.

Mr. ROEBUCK: Send it back.

(Clause stands.)

The CHAIRMAN: Now, we have to deal with the title: An Act to assist in the carrying on and coordination of vocational training.

Mr. ROEBUCK: We are doing much more than assisting. We are proposing in section 3 that we carry it on and in section 4 that we assist in carrying it on, and in all sections that we coordinate.

Mr. NOSEWORTHY: That title will not make any difference to the Act.

The CHAIRMAN: No, it will not make any difference to the Act; it is just the name of the Act; the intent and what the Act does appears in the body of it.

Mr. ROEBUCK: I think it is worth while to say: "An Act to carry on and assist in the carrying on" It looks as though we have not considered this phase if we pass it in that shape. Therefore, I move that the words "to carry on" be inserted after the word "to," so that the clause will then read: "An Act to carry on and assist in carrying on."

Mr. REID: You could hardly put the words "carry on" there because it would read "An Act to carry on and assist in carrying on," and then you have the words "and coordination of vocational training," showing two things. The question that arises in my mind is, what are we carrying on. It certainly would not read right that way.

Mr. NOSEWORTHY: Leave out the word "assist" and say, "An Act pertaining to the carrying on and coordination of vocational training."

Mr. REID: An Act to assist and carry on—

Mr. NOSEWORTHY: There is no reason why we should show the purpose of the Act in the title.

The CHAIRMAN: An Act to carry on and coordinate vocational training, and leave out the words "to assist" altogether; is that the suggestion?

Mr. NOSEWORTHY: I move that it be, "An Act pertaining to the carrying on and coordination of vocational training"; it is gloriously indefinite.

Mr. WINKLER: Does not assistance come into it?

The CHAIRMAN: The definition will read, "An Act pertaining to the carrying on and coordination of vocational training." Do you want to deal with this now or do you want to let it stand?

Mr. REID: I am ready to vote in favour of it now.

The CHAIRMAN: Shall the title carry as amended?

(Carried.)

The CHAIRMAN: We now come to the preamble. I shall read it:—

Whereas it is in the national interest, as furthering the present war effort, as a post-war measure in the reestablishment of persons honourably discharged from the armed forces and of those engaged in war industries and as a post-war impetus to vocational training in general, that the dominion should aid and supplement such measures pertaining to vocational training as are now being or in the future may be undertaken by the provinces and industry in the training of suitable persons for gainful employment: Therefore His Majesty, by and with the advice and consent of the Senate and House of Commons of Canada, enacts as follows:

Mr. REID: I am wondering about the words "... furthering the present war effort, as a post-war measure in the reestablishment of persons honourably discharged from the armed forces. . ." We are doing more than a post-war measure; after this Act is passed we will be taking care of men who come out of the army, but now we will be training others as well. I am wondering if the words "as a post-war measure" should be referred to or if we should have them amended. As it reads, what we are really saying is that all those engaged in war industries and in the army will receive post-war training. There is no regulation about present training which is being carried on or will be carried on until the end of the war.

Mr. THOMPSON: There are three things specified in the preamble: first, furthering the present war effort; second, the post-war measure in the re-establishment of persons discharged from the forces or laid off from industry; third, the post-war impetus to vocational training in general. The three items are more or less parallel activities.

Mr. REID: No, it is vague to me. It says first of all, "as furthering the present war effort". What is furthering the present war effort? That is in doubt. When you come to the next you are tying it with everything: "... as a post-war measure in the re-establishment of persons honourably discharged from the armed forces and of those engaged in war industries and as a post-war impetus to vocational training in general." But it is partly, "as furthering the present war effort". That is left up in the air. What is furthering the present war effort?

Mr. THOMPSON: We wanted to make it as broad as possible.

Mr. NOSEWORTHY: If that preamble is intended to include the purposes of the Act it omits reference to the training of people in war industry after the war.

Mr. ROEBUCK: And it restricts its operation only to assisting the provinces and industry in the training of suitable persons. It does not seem to include section 3 very specifically.

The CHAIRMAN: There are three things there that it is supposed to do: first of all it is to further the present war effort; second, "as a post-war measure in the re-establishment of persons honourably discharged from the armed forces and of those engaged in war industries"; third, the "post-war impetus to vocational training in general". Those are the three things.

Mr. NOSEWORTHY: What does the word "it" refer to: "Whereas it is in the national interest," What is in the national interest?

The CHAIRMAN: ". . . as furthering the present war effort." Whereas it is in the national interest by furthering the present war effort.

Mr. ROEBUCK: I am under the impression that we should let this stand until it has had more discussion. In the interval between this meeting and the next some of us will try to re-write the preamble so that it will be simpler, more inclusive and perhaps clearer.

The CHAIRMAN: There is one suggested amendment here that we had to clause 3, subsection (b) which reads:—

(b) to fit for any gainful employment former members of the forces of His Majesty domiciled in Canada at the time of their enlistment or any person with respect to whom authority for the granting of vocational training is at the time vested in the Minister of Pensions and National Health which former members or other persons are approved for such training by the Minister of Pensions and National Health;

It has been suggested that that be amended by striking that out and adding this new subsection in its place:—

To fit for any gainful employment former members of His Majesty's Canadian Forces or former members of any of His Majesty's Forces who were at the time of enlistment domiciled in Canada or any other persons with respect to whom authority for the granting of vocational training is vested in the Minister of Pensions and National Health, if such former members or other persons are approved for such training by such minister.

Mr. REID: I suggest that that be allowed to stand until we come to dealing with all the clauses.

Mr. ROEBUCK: I have no objection to that, but I should explain that I proposed certain amendments at a previous meeting. The matter of redrafting the clause was referred to the officers of the Justice Department and the clause which you have now read has come from the law officers of the Justice Department and includes accurately the amendments which I suggested, and I am satisfied with it.

Mr. NOSEWORTHY: The suggestion is that this stand over until we actually see what is involved in writing.

The CHAIRMAN: Gentlemen, that is the bill; and if there is nothing more before us to-day we can adjourn.

The Committee adjourned to the call of the chair.

SESSION 1942  
HOUSE OF COMMONS

SPECIAL COMMITTEE  
ON  
**VOCATIONAL TRAINING**

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**BILL NO. 64**

An Act to assist in the carrying on and co-ordination of  
Vocational Training

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MINUTES OF PROCEEDINGS AND EVIDENCE  
No. 5

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THURSDAY, MAY 28, 1942

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WITNESS:

Mr. R. F. Thompson, Dominion Supervisor of Training, Labour Department,  
Ottawa, Ontario





## MINUTES OF PROCEEDINGS

THURSDAY, May 28, 1942.

The Special Committee on Vocational Training met at 11 o'clock. Mr. Donnelly, the Chairman, presided.

*Members present:* Messrs. Bruce, Donnelly, Edwards, Fraser (*Peterborough West*), Léger, McCulloch, Marier, Mitchell, Noseworthy, Reid, Roebuck and Shaw—15.

*In attendance:* Mr. R. F. Thompson, Supervisor of Training, Department of Labour; Mr. A. M. Wright, Director of Rehabilitation and Mr. W. B. Russell, K.C., Departmental Counsel, Department of Pensions and National Health; Mr. A. A. Fraser, Joint Law Clerk, House of Commons.

As suggested by Mr. Reid, the Committee decided that a visit should be made to the Vocational Training classes conducted at the Ottawa Technical School.

The necessary arrangements were left to the Chair. It was thought that the beginning of next week would be convenient and the members will be informed of the date and time.

The clerk read a copy of the letter addressed to the Provincial Ministers of Education on May 21, 1942, and, in reply to the Chairman, stated that no replies had been received as yet.

The Committee resumed its consideration of Bill No. 64, An Act to assist in the carrying on and co-ordination of Vocational Training.

It was agreed that reconsideration would be given to any adopted section of the bill if further amendments in relation thereto were proposed by members of the Committee, or if suggested amendments were received from the Provincial Ministers of Education.

Sections 1 and 2 carried.

Section, ss. (1). Paragraph (a) carried.

Paragraph (b) stood for further consideration.

Paragraph (c) carried.

Paragraph (d): On motion of Mr. Roebuck,

*Resolved*,—That the word "Canada" be struck out, in line 20, and the words "of the Crown in the right of the Dominion" be substituted therefor.

Subsection (2) carried.

Section 4, ss. (1): On motion of Mr. Roebuck,

*Resolved*,—That the words "or agreements" be added after the word "agreement" in line 25.

Paragraph (a) carried as amended.

Paragraph (b) carried.

Paragraph (c) and (d) carried as amended.

Paragraph (e) carried.

Subsection (2) of section 4 was carried in its original draft.

Sections 5 and 6 carried.

Section 7, ss. (1) carried as amended.

ss. (2) carried.

ss. (3) carried as amended.

ss. (4) carried.

Subsection (5) : On motion of Mr. Noseworthy,

*Resolved*,—That the word “fewer” be substituted for the word “less” in Mr. Roebuck’s amendment as adopted at the last meeting.

Subsection (6) was carried as amended.

Subsection (7) carried.

Subsection (8) was carried as amended.

Subsection (9) was carried as amended.

Section 8 of the bill stood over for further consideration and sections 9, 10, 11, 12 and 13 were carried.

Section 14: On motion of Mr. Roebuck,

*Resolved*,—That the words “be deemed to have” be added after the word “shall” in line 24.

The preamble was allowed to stand for further consideration by the Committee.

At the suggestion of the Minister, Hon. Mr. Mitchell, the clerk was instructed to write again to the Provincial Ministers of Education.

At 12.30 the Committee adjourned at the call of the Chair.

ANTONIO PLOUFFE,  
*Clerk of the Committee.*

## MINUTES OF EVIDENCE

HOUSE OF COMMONS, Room 268

MAY 28, 1942.

The Select Committee on Vocational Training met this day at 11 o'clock a.m. The Chairman, Dr. Thomas F. Donnelly, presided.

The CHAIRMAN: Gentlemen, we will come to order. Is there any matter to be brought before the chair before we proceed to consider the bill?

Mr. REID: I would suggest that the committee should visit some of the principal schools.

The CHAIRMAN: I think that is a good idea, and I shall notify the committee what day we shall visit some of the vocational schools.

Now, gentlemen, at the last meeting the committee thought it advisable to send letters to the Ministers of Education in the different provinces and the clerk of the committee has sent such a letter and I shall ask the clerk to read the letter which has been sent.

The CLERK: (Reads):—

Hon. Hubert Staines,  
Minister of Education,  
Regina, Sask.

Re: Bill No. 64—

*Vocational Training*

Sir,—

Bill No. 64, an Act to assist in the carrying on and coordination of vocational training, has been referred to a committee of the House of Commons. A copy of the bill, together with the minutes of proceedings of the committee to date, are enclosed herewith.

I am directed by the committee to invite any suggestion your department may wish to submit with respect to this bill, and would respectfully request that these suggestions, if any, be forwarded to the committee within the next two weeks in order that they be taken into consideration before the bill is reported to the house.

As indicated in the minutes of proceedings of May 11, 14, and 19, the committee has already agreed to several amendments to the bill.

Yours respectfully,

R. ARSENAULT,  
Clerk of the Special Committee  
on Vocational Training.

A similar letter was sent to the provinces of Prince Edward Island, Ontario, New Brunswick, British Columbia, Alberta, Nova Scotia, and Quebec; there have been no replies.

The CHAIRMAN: I think it will be well for us to proceed to deal with the bill now, and we can leave the bill unreported until we have heard from the provinces.

Mr. FRASER (Peterborough-West): We will not pass all the sections?

The CHAIRMAN: No, we will not complete our work on this bill until after we have given the various provinces ample time to present submissions. I took the liberty of sending the bill to the law officers of the house, asking them for their comments on the different amendments that have been suggested. Probably it would be wise for us to run over those matters now because we have Mr. Fraser, a law officer of the house, with us this morning.

First of all we shall deal with the title of the bill: An Act to assist in the carrying on and co-ordination of vocational training. When we were dealing with that Mr. Roebuck suggested that we delete the words "to assist in" and put in "pertaining to", and I see that the law clerk of the house has suggested that instead of "pertaining to" it might be well to say "respecting".

Mr. ROEBUCK: Yes.

The CHAIRMAN: "An Act respecting the carrying on...."

Mr. ROEBUCK: That is a much more usual word.

The CHAIRMAN: What is the wish of the committee with regard to this?

Mr. LEGER: How would it read now?

The CHAIRMAN: "An Act respecting the carrying on and co-ordination of vocational training".

Now, the preamble stood; clause 1 was adopted; clause 2 was adopted; clause 3, subsection 1, was adopted.

Mr. ROEBUCK: Can we take up the preamble?

The CHAIRMAN: We will take it up again. We are on clause 3 subsection (b). There was much discussion over that and that was allowed to stand, and we have several amendments, and here is one that has been suggested by the law officers of the house and was submitted by the Justice Department:—

To fit for any gainful employment former members of His Majesty's Canadian forces or former members of any of His Majesty's forces who were at the time of enlistment domiciled in Canada, or any other person with respect to whom authority for the granting of vocational training is vested in the Minister of Pensions and National Health if such former members or other persons are approved for such training by such minister.

Mr. ROEBUCK: I wonder why this change has been made. I observe in the fifth line "with respect to whom authority for the granting of vocational training is vested in the Minister of Pensions. . . ." and the original document read, ". . . vocational training is at the time vested in the Minister of Pensions"; they have cut out "at the time". "Vocational training is vested in the Minister" has been substituted for "at the time vested in the Minister". Have they improved it any? Does that mean that it is now vested at the time of the passing of this Act in the copy before us and has that been changed from "vested at the time that the vocational training is granted"? What is intended is to have that which is vested in the minister at the time vocational training is granted to keep up with changing conditions; and have they helped us any by striking those words out?

Mr. THOMPSON: I do not think the Department of Pensions and National Health would want it restricted to members for whom authority was vested in the minister at the time the Act came into force because that authority might change, and that is why we had the phrase "at the time" inserted in the original wording.

Mr. ROEBUCK: We had better reinsert "at the time".

Mr. A. A. FRASER (Joint Law Clerk): That was under consideration. It has not been submitted to me, but I suggest in looking at it casually that the expression "at the time" may refer to the time the undertaking is pro-

jected by the minister. The governing words at the head of the section "The Minister may undertake projects to provide vocational training. . . ." such projects as at the time etc., etc.

Mr. ROEBUCK: No, I do not follow you. It says, "or any other person". He may grant vocational training to any other persons with respect to whom authority for the granting of vocational training is vested at the time in the minister. That is the time of the granting, I would say.

Mr. FRASER (Joint Law Clerk): I have not it before me.

The CHAIRMAN: Have you not it before you?

Mr. FRASER (Joint Law Clerk): No.

Mr. ROEBUCK: I would put those words back in again, "at the time".

Mr. EDWARDS: What time?

Mr. ROEBUCK: At the time of the granting of the vocational training to fit for any gainful employment.

Hon. Mr. MITCHELL: Does it make any difference whether it is there or not?

The CHAIRMAN: I do not see that there is very much difference whether it is there or not.

Mr. FRASER (Joint Law Clerk): Mr. Chairman, there is no doubt that those words, "at the time" put some limitation on it. What their meaning is I am not clear myself; I had nothing to do with the drafting of this clause. I think it is indefinite with those words in there. If you take those words out you have a possible limitation removed.

The CHAIRMAN: It enlarges the scope.

Mr. FRASER (Joint Law Clerk): That may have been the idea for taking them out by the officers in the Department of Justice—that the words have no definite meaning there and would only confuse.

Mr. ROEBUCK: Now, is there a possibility of this being interpreted to mean that vocational training may be granted to anyone in whom authority for the granting of vocational training is vested? That is, is vested at the time of the passing of this Act.

Mr. FRASER (Joint Law Clerk): It could not be prior to the passing of the Act.

Mr. ROEBUCK: It might not be afterwards. It is what goes into the hands of the minister after the passing of the Act that we want to cover.

Mr. NOSEWORTHY: Is the suggestion to omit the words "at the time"?

The CHAIRMAN: No, "at the time" has been omitted and Mr. Roebuck is suggesting that those words be put back in again.

Mr. THOMPSON: Would it be all right to say that the authority is vested from time to time? That might make it clearer. I would be afraid that if you leave out all reference the effect might be as Mr. Roebuck suggests.

Mr. ROEBUCK: The words "from time to time" made it beyond any question.

The CHAIRMAN: I can understand "from time to time"; but I am a little doubtful.

Mr. NOSEWORTHY: What is the objection to omitting the words entirely?

The CHAIRMAN: Mr. Roebuck has just been speaking about that.

Mr. ROEBUCK: It may be at the time that this Act was passed. Is vested when? At the time the Act was passed instead of from time to time—any time when the granting was done.

Mr. FRASER (*Peterborough West*): Mr. Chairman, could we not leave that before the committee and have the Department of Justice look at it again?

The CHAIRMAN: The suggestion is that we let this matter stand to give the law clerks time to look into it again.

Stand.

The CHAIRMAN: Now, in line 20 of subsection (d), "to fit persons for employment for any purpose contributing to the conservation or development of the natural resources of Canada." We added to that as an amendment "in the right of the Crown". It has now been suggested that the word "Canada" be taken out and we substitute for that "of the Crown in the right of the dominion"; so the clause would read this way—this is the suggestion of the law branch:—

To fit persons for employment for any purpose contributing to the conservation or development of the natural resources of the Crown in the right of the dominion.

Mr. ROEBUCK: This is a more usual phrase.

The CHAIRMAN: Shall we cut out the word "Canada" and put in its place, "of the Crown in the right of the dominion"?

Hon. Mr. MITCHELL: That makes it pretty restrictive, does it not? That means you could not enter into an agreement with the provinces.

Mr. ROEBUCK: No; that is in the next section.

Mr. EDWARDS: What is the purpose of that section anyway? What is contemplated by it?

Hon. Mr. MITCHELL: What we did in the days of peace was we set in motion a conservation policy in the forests of the dominion, and with the co-operation of the provinces we set in motion something similar in some of the provinces, particularly Ontario and British Columbia, if I remember rightly, with regard to the training of young men in forestry operations so that when there was a gap between leaving school and going into the operations of the forests of this country that would operate. I think we also did something in Quebec.

Mr. EDWARDS: They had a school west of Calgary on the slope of the mountain. It is up at Seebee. It was on the east slope of the Rockies. That is not the kind of thing that is contemplated by this section. "To fit persons for employment for any purpose contributing to the conservation or development of the natural resources of Canada." Now, I appreciate that. The training that was given them at that school did in itself contribute to the conservation and development of the natural resources, but the training was not for that purpose. The school was not established for that purpose. The conservation of our natural resources and our forestry development was incidental to the training that was being given those men.

Hon. Mr. MITCHELL: What I have in the back of my mind is that it might be found necessary at the conclusion of the war to set in motion, shall I say, a tremendous undertaking for the conservation and betterment of our natural resources, not only as regards forests but probably mining. We run mining schools in British Columbia and Quebec and also in Nova Scotia both for young people and older people, and I would say that they have been successful. There are always exceptions to a rule. But I can envisage a tremendous policy having for its purpose the development of our natural resources when the war is over when we might have large numbers of men on the labour market.

Mr. EDWARDS: Surely you would not limit any particular class of person to receive training or classify them on the basis of their admission for training by the fact that they were ultimately to go into the service of the Crown?

Hon. Mr. MITCHELL: That is my interpretation at present.

Mr. THOMPSON: I think it might be fair to say that there was more than one purpose in that particular clause just as there was more than one purpose in the forestry and mining training that have been done for the last five years. It is not only to contribute to the conservation and development of the natural resources; it is also to contribute to the conservation and development of the people who are to undergo training. That was the primary object. The other matter, as you say, was incidental, but it was a purpose. In other words, what we visualize there is something similar to what was begun in the United States under the C.C.C. and what we have done here under the program the minister has mentioned as regards forestry and mining training.

Mr. EDWARDS: Why not say, "to fit persons for employment for any purpose"?

Mr. ROEBUCK: May I answer that? Education is in the hands of the provinces by the British North America Act.

Mr. EDWARDS: Not entirely.

Mr. ROEBUCK: Oh, yes; education is the word used in section 92.

Mr. EDWARDS: Agriculture does contribute to the training and experimental stations.

Mr. ROEBUCK: Of course, there is a certain latitude, I suppose; but generally speaking education is referred to the jurisdiction of the provinces. Now, you will observe that section 3 limits the projects to certain subjects in which the dominion has a constitutional interest whereas section 4 spreads all over the country; it is wide in its scope. It has no limitations. In section 4 there is the concurrence of the provinces; in section 3 the dominion pays the entire shot and the province does not pay a cent. Therefore, section 3 is restricted in this way: If you want to widen "to fit persons for employment in the conservation and development of any natural resources", you get it by (c): "any project to provide vocational training to fit persons for employment for any purpose contributing to the conservation or development of the natural resources of the province;" so you get that breadth when you read the two together and you restrict it entirely in section 3 in all those projects in which the dominion has a constitutional interest.

Mr. EDWARDS: Thank you, Mr. Roebuck; I see what you are driving at.

Mr. LEGER: Have you provided for the farmers' sons in this bill?

Hon. Mr. MITCHELL: In what way?

Mr. LEGER: In the training of farmers' sons.

Hon. Mr. MITCHELL: It is all-inclusive—farmers' sons or mechanics' sons.

Mr. LEGER: I mean to say training him for a farm.

Hon. Mr. MITCHELL: Yes, we carried that on under the Youth Training Act—we carried on training plans in many of the provinces.

Mr. LEGER: What about the fishermen's sons? Have you provided for them too?

Hon. Mr. MITCHELL: It is not an exception to the rule, they are all Canadians and they would come within the scope of this.

Mr. McCULLOCH: They would have the same privilege as anybody else.

Hon. Mr. MITCHELL: The training that is carried on, we will say, in Nova Scotia probably is different from that carried on in Saskatchewan in which provinces you have industrial and agricultural conditions. This lends itself to the activities of a particular province.

Mr. LEGER: The fishermen should be entitled to some consideration as to the method of putting up fish, for instance.

Hon. Mr. MITCHELL: That comes under clause 4 where we have an agreement with the provinces.

The CHAIRMAN: This training program is carried on in Saskatchewan where meetings are held throughout a district during several weeks and farmers' sons are trained.

Mr. LEGER: I want to make sure that the fishermen were included.

Mr. NOSEWORTHY: I do not know that I am quite clear on sections 3 and 4, but as I understand the matter now in connection with a project financed entirely by the dominion the training will be given if it is in reforestation on land owned by the dominion; the training will be given in forestry work on land owned by the dominion, and if it is training in fishery it will be given in some enterprise owned by the dominion, and if it is in farming it will be given on farms owned by the dominion. If, on the other hand, it is with regard to provincial projects it will be restricted to farms or agricultural schools or forests owned by the provinces. The measure excludes entirely the possibility of giving training in any project or in any enterprise or on any land that is not owned by the province.

The CHAIRMAN: I may say as far as the province of Saskatchewan is concerned that the dominion has an agreement with the province and I have been to several of the schools. They are held in the winter time and the classes meet in one of the towns and the country boys come in there from large districts all around, there may be 100 or 200. We have the same conditions operating as regards the girls and the women. Those boys come in and meet the instructors on, shall we say, a tractor, and they take it down and put it together again and find out how to handle it in every way. They do the same thing with a combine or with a binder or any other implement that they have on a farm. They take those instruments to pieces and they are taught how to handle them and what to do with them and how to fix them. That course of training goes on for two or three weeks in the winter time. It is a very useful course. Then they have places where there are women teachers to teach the women throughout the country ordinary housework, cooking, knitting and sewing and everything of that kind. It is a very useful kind of work. The work is carried on in the winter time when things are quiet on the farms.

Mr. NOSEWORTHY: That is done in schools controlled by the province?

The CHAIRMAN: Yes; generally they do not go to a school; they go to a big garage or to some big machine shop.

Hon. Mr. MITCHELL: Probably you are concerned about whether this training must take place in buildings or on land, wherever it is, owned by the province?

Mr. NOSEWORTHY: Yes.

Hon. Mr. MITCHELL: No, I think you are under a misapprehension. The training can take place anywhere so long as it is under the jurisdiction of the province and paid for by the province and the dominion.

Mr. NOSEWORTHY: That is what I am wondering: if we put in here the limiting phrases that are suggested would that exclude the possibility of using just such schools as you have mentioned?

Hon. Mr. MITCHELL: Absolutely no. That is very clear in my mind.

The CHAIRMAN: Gentlemen, we have subsection (d) containing the amendment suggested by the law officers, "of the Crown in the right of the Dominion"; now, is there any discussion?

Mr. SHAW: I have just one observation to make. While we recognize that the prime objective of a bill of this nature is to fit persons for employment we should not lose sight of the fact that this should be regarded as only part of a broader scheme which embraces primarily the development of the resources of the country so that we may obtain optimum production. Now, as I say, the prime purpose of this bill is training and it can only be regarded as part of a



larger scheme. Am I right in that? Because we witnessed the spectacle in pre-war years of tens of thousands of well-trained persons unable to earn a livelihood for themselves because of our failure to develop the resources of the country for the purpose of obtaining the optimum, the greatest desirable production. I think we should not lose sight of that fact. While it may not have value in this particular discussion it is essential that we keep that in mind. The major objective is the development of the resources to obtain optimum production which necessarily leads to full employment.

Mr. EDWARDS: Surely that is outside this bill which contemplates vocational training and has nothing to do with production.

Mr. SHAW: Why are we training men?

Mr. EDWARDS: That has nothing to do with the mechanics of this bill.

Mr. SHAW: My contention is this, that the nature of the training which you give to young people is determined necessarily by the object you have in mind training them: is it for the purpose of developing the resources or is it merely to keep them busy?

The CHAIRMAN: It is probably both, but the main object is that men may be fitted for some definite purpose. Now, we know that right now we have had hundreds of men going out and saying that they want work and you ask them what they can do and they say they can do anything and when you ask them what they can do in particular and get right down to particulars you will find that all they can do is probably handle a pick and shovel. Now, the object is to give a man some definite vocational training so that he will be fitted for that particular kind of work.

Mr. SHAW: That is right, and I also say that while it may be apart from this bill we must also concentrate upon providing something for those people to do after we have trained them.

Hon. Mr. MITCHELL: When they write an Education Act the Act in the provinces is predicated on the fact that they want to fit people for industry, commerce or agriculture, but they do not write into the Act the machinery necessary to put the people to work.

Mr. BRUCE: Mr. Chairman, I would like to say that we have been very slow in this country in preparing our people in the way of technical education. Germany made tremendous strides over a period of years and progressed ahead of other countries because Germany learned early the necessity of having her people educated to do some special kind of work so that after they had finished school they were not turned adrift without any technical knowledge, but with only a sort of literary education.

Hon. Mr. MITCHELL: I think that is a fair observation, Dr. Bruce. I was in Germany and I was very much interested. I might say, however, that in those days they were not asked to do a thing; they were told to do it.

The CHAIRMAN: We are still on subsection (d) as amended.

Mr. FRASER (*Peterborough West*): Are you going to carry these sections and then wait for letters from the education authorities?

The CHAIRMAN: I think we should carry the sections with the understanding that they can be reopened if we get amendments from the different provinces.

Mr. FRASER (*Peterborough West*): We are passing them temporarily only.

The CHAIRMAN: Yes.

Mr. FRASER (*Peterborough West*): They can be reopened?

The CHAIRMAN: Yes, if necessary.

Section carried.

The CHAIRMAN: Section 4, subsection 1. We had an amendment. It was suggested that we cut out the word "an" and we add after the word "agreement" "covering any period of years", so that the clause would read:—

The Minister may, with the approval of the Governor in Council, enter into agreement covering any period of years with any province to provide financial assistance for...

The law officer of the house claimed that "an" should not be stricken out but that the clause should remain as it is; that there should be no amendment at all. We will ask Mr. Fraser, the joint law clerk, to tell us why.

Mr. FRASER (Joint Law Clerk): The word "an" in its context in this section does not imply the singular or the plural, it is an ordinary participle that precedes a word. Further more, there does not appear to be any necessity for inserting after the word "agreement" the qualifying words "covering any period of years". The clause as it stands would not be construed as placing any time limit on any agreement entered into. The words "period of years" might be construed to limit to periods of one or more years, whereas it might be desirable to have the agreement terminate before the end of a given year. So the suggestion is that the section stand as it is.

Mr. NOSEWORTHY: I think Mr. Fraser has answered our first objection which was that "an" does not limit it to one agreement; we want to make sure that there could be more than one agreement.

The CHAIRMAN: There can be any number of agreements as it is with the word "an".

Mr. FRASER (Joint Law Clerk): Quite.

The CHAIRMAN: I agree with the law officer that "covering any period of years" puts a limitation on this Act; it might only be for a year or two years.

Mr. ROEBUCK: Why not leave out the years and say "covering any period". We want to make it clear that the Act will be right. It might be suggested that the agreement might be for more than one year, one year being a limitation that was hampering the operation.

Mr. NOSEWORTHY: That would have to be determined by the nature of the agreement in any place.

The CHAIRMAN: Yes. Is there any further discussion with regard to this amendment?

Mr. EDWARDS: Do I understand the law officer to say—

The CHAIRMAN: The section remains as it is.

Mr. EDWARDS: An agreement does not in fact mean that it is one agreement; it may be more.

Mr. ROEBUCK: It certainly does not say so.

Mr. EDWARDS: It certainly does not say so. Now, "a" or "an" are singular.

The CHAIRMAN: Now, is there any further discussion as to this amendment of yours?

Mr. ROEBUCK: I have every respect for the recommendations of the law officers and always have, but I am not convinced that "enter into an agreement" means the widest possible series of agreements, one agreement or more. "Covering any period" was put in there for the specific purpose of making it clear that we were not going from year to year. You will remember that we discussed the question of giving financial assistance for more than one year, and there was some objection to that because, perhaps, we had not the right to do that. That was thrown out and we compromised on this other change of making the agreements cover more than a year. I think if we strike out "of years" we have answered the law clerk's objection and retained the value of our amendment.

Hon. Mr. MITCHELL: With the word "an" struck out.

Mr. ROEBUCK: Yes. I do not see what objection there is to having it read "enter into agreement".

Hon. Mr. MITCHELL: As a layman "an" means singular; I cannot read a plural into it.

Mr. ROEBUCK: It means one agreement.

Mr. MARIER: Paragraph (a) refers to any project; it may mean many agreements; in paragraph (c) it is any project again; in paragraph (d) it refers to the development and carrying on, and means they can make many agreements if they want to make more than one agreement.

Mr. ROEBUCK: I move that we strike out the word "of years" in the former amendment.

The CHAIRMAN: And cut out the word "an".

Mr. ROEBUCK: And let the section then stand as amended.

The CHAIRMAN: "The Minister may, with the approval of the Governor in Council, enter into agreement with any province to provide financial assistance for..."

Mr. ROEBUCK: No, "The Minister may, with the approval of the Governor in Council, enter into agreement covering any period with any province to provide financial assistance for".

Mr. EDWARDS: You are leaving it at it was.

Mr. ROEBUCK: No, I have struck out the words "of years".

Mr. EDWARDS: That is what the chairman read.

The CHAIRMAN: No, I left out the words "covering any period" and "of years". What is your pleasure with regard to Mr. Roebuck's motion. The words "covering any period" come in after the word "agreement". "The Minister may, with the approval of the Governor in Council enter into agreement covering any period with any province to provide financial assistance for..." We will now hear the opinion of the law officer.

Mr. FRASER (Joint Law Clerk): I have already given you our interpretation of the subsection as it stands, and I am still of the opinion there is no limitation there in the wording. If you strike out the word "an" I do not think it is necessary to use simply the word "agreement"; it does not express the formality that is intended; it is to be a formal agreement in writing, I presume; you simply say "enter into agreement" while it does not express that thought. With regard to the words "covering any period" I still am of opinion that it is not necessary to include those words. There is no harm in putting them in. If you want to get away from the possibility of it being limited to one meeting why not use the word "agreements"? Mr Roebuck's argument then might be in reverse, because he might suggest that that precluded one agreement and there would have to be more than one which I would not concede.

Mr. THOMPSON: Could we not say, "an agreement or agreements"; then you would cover them both. I do not know whether that is legal language.

Mr. FRASER (Joint Law Clerk): I have no objection to that at all.

The CHAIRMAN: Now, the clause will read:—

The Minister may, with the approval of the Governor in Council, enter into an agreement or agreements covering any period.

Mr. BRUCE: Do you still want the words "covering any period"? I cannot see the necessity of the words "covering any period". I am not a lawyer. It seems to be covered; there is no restriction on it.

Mr. EDWARDS: It seems to me that if you put in any period that is a limiting clause which you do not want because the terms of the agreement may not be limited by the affluxion of time at all; it may be by the accomplishment of some purpose.

Mr. ROEBUCK: It may be until the sun rises; that is a period.

Mr. NOSEWORTHY: The main idea of the committee is to assure that these agreements are not entirely agreements—

The CHAIRMAN: To make as many agreements as are necessary and to make them last just as long as possible, not to limit them; I do not think we should limit them in any way.

Mr. FRASER (Joint Law Clerk): Mr. Chairman, if that is the idea of the committee I would leave it wide open for the contracting parties to put the terms for the particular agreement or agreements from time to time with regard to the period and other matters.

The CHAIRMAN: "The Minister may, with the approval of the Governor in Council, enter into agreement or agreements with any province to provide financial assistance for . . ."

Mr. EDWARDS: That clause will read, "enter into agreement or agreements".

Mr. BRUCE: I do not think that is good English.

Hon. Mr. MITCHELL: I think Mr. Fraser pointed out that the agreement may be verbal; this applies to a written document where we have the word "an" in.

The CHAIRMAN: I think it should be "an agreement or agreements", making it singular or plural.

Mr. EDWARDS: May I interject to ask one question. Do I not understand you to say that the projects enumerated in section 3 were those for which the dominion government would assume full financial responsibility? Why do you say in clause 4 that the minister may, with the approval of the Governor in Council, enter into an agreement or agreements with any province to provide financial assistance for those things that are enumerated in the preceding clause which you have just stated the federal government should assume full responsibility for.

Mr. THOMPSON: Financial assistance might mean 100 per cent financial assistance. As a matter of fact, that is the kind of agreement whereby we are carrying on our war training program now; the dominion government is paying practically 100 per cent of the cost, and we are doing that by means of agreement with each province. They carry it on under our supervision and direction; they pay the bills and we refund them the money. It is to enable us to continue that that we have put in that subsection.

Mr. LEGER: After the war you might only pay 50 per cent.

Mr. EDWARDS: If you say in one section that the dominion government is paying for this and in the next section we say we are contributing financial assistance to somebody else—

Hon. Mr. MITCHELL: Of course, we have been taking these things for granted and it has worked out admirably.

Mr. EDWARDS: I do not wish to quibble with the arrangement; I am quibbling with the terminology.

Mr. ROEBUCK: Mr. Thompson has just explained the process in vogue: The province carries on the project and the dominion pays the shot. Now, this does not give the dominion the power to carry on the project by agreement with the province.

Mr. THOMPSON: It does not preclude the dominion doing that; it could be done under the previous section 3.

Mr. ROEBUCK: These are only for certain limited projects.

Mr. THOMPSON: Yes, but there are certain other projects we were not carrying on.

The CHAIRMAN: Subsection (a). It was suggested that the words "subsection one of" be deleted. Subsection (b) was carried; subsection 3: in line 36, before the word "the" and after the word "of" the words "the Crown in the right of the province". That was carried.

Subsection (d) "after the present war" was deleted and carried.

Subsection (e) was adopted.

Subsection (2): Now, we have two amendments there: in line 46 and in line 49—in line 46 between the words: "to" and "the" it was suggested that we add "the government of"; and in line 49 between the words "by" and "the" it was suggested that we put in the words "government of".

No agreement made in respect of any of the matters set out in paragraphs (b) to (e), both inclusive, of subsection one of this section, shall provide for payment to the government of the province of a percentage of the cost of any vocational training project, including the cost of training facilities, in excess of the percentage of such cost contributed by the government of the province.

The law officers thought that these amendments were not necessary.

Mr. FRASER (Joint Law Clerk): The insertion of the words "government of" does not add anything and does not constitute an amendment. Payments will be made to the province and contributions will be made to the province, the government being simply the agent. The wording of the bill is in conformity with the wording of the statutes in like cases. That is, the words "government of" are not used in the statutes.

Mr. ROEBUCK: Somebody might move that the words "government of" be eliminated.

Mr. EDWARDS: I so move.

The CHAIRMAN: It has been moved that the words "government of" in lines 36 and 49 be deleted and the clause be left as it is.

Carried.

The CHAIRMAN: Section 5 was adopted, section 6 was adopted, section 7 was adopted with the words "less than ten" cut out, and "sixteen" put in instead of fourteen.

Subsection 2 was adopted and subsection 3 was adopted as amended. Now, after the word "council" in line 16 the word "special" is added, and in line 18 after the word "such" the word "other" was put in.

Clause 4 was adopted; clause 5 was adopted with the amendment, "provided the membership is not less than ten members".

Mr. ROEBUCK: "Composed of not less than ten members".

Mr. NOSEWORTHY: If you are going to be exact you should say "not fewer than ten members".

Mr. ROEBUCK: You are right.

Mr. EDWARDS: In other words, to have a quorum to do business you have to have a minimum of six men.

Hon. Mr. MITCHELL: If they got down to ten, yes.

Mr. EDWARDS: A quorum at any time would be six members.

Carried.

The CHAIRMAN: Clause 6 was adopted; clause 7 was adopted; clause 8 was adopted with the word in line 35 "disposition" cut out and the word "discharge" put in its place.

Mr. NOSEWORTHY: I wonder if the law officer would explain why they used "disposition".

The CHAIRMAN: Have you anything to say, Mr. Fraser?

Mr. FRASER (Joint Law Clerk): No.

The CHAIRMAN: Clause 9 carried with the change in line 38 after the word "expenses" and before the word "incurred" the words "which have been" were inserted, making it read, "expenses which have been incurred with the approval of the minister". And that was carried.

Clause 8 stood as it is.

Hon. Mr. MITCHELL: I think the committee should only ask after reference to the minister. I think it is dangerous to let a committee go on a roving commission of their own volition; I do not think it is good practice.

Mr. NOSEWORTHY: Is not that safeguarded by the limiting clause?

Hon. Mr. MITCHELL: In what way?

Mr. NOSEWORTHY: What is the full text of the new clause you have put in there?

Mr. ROEBUCK: "The members of the council shall serve without salary, but each member shall receive his actual travelling expenses which have been incurred with the approval of the minister in connection with the work of the council on a per diem allowance of \$10 for each day he is necessarily absent from his home in connection with such work."

Hon. Mr. MITCHELL: Yes, "the Council may make such general or specific inquiries . . ." I do not think the council should act except on a distinct reference from the minister. I can see a possibility of disagreement between the minister and this committee, which I think is bad practice. I think the committee should act distinctly on the reference, and their responsibility for the reference must be the minister's responsibility; but to have a roving commission which would be almost an independent organization from the government itself—well, I think the minister and the government must be responsible for any references to that commission or committee.

Mr. NOSEWORTHY: That recommendation came not only from this committee but from the rehabilitation committee—the suggestion that the committee should have some power to initiate or suggest.

Hon. Mr. MITCHELL: I do not think it would be wise for a committee to get into an argument with the minister; it is all right after the minister has made a reference to them.

Mr. EDWARDS: There are no powers given to this council?

Hon. Mr. MITCHELL: No, except this: "it may make any such general or specific inquiries and make such reports and suggest such standards to the minister as it thinks fit—"

The CHAIRMAN: Is there any further discussion with regard to clause (8)?

Mr. EDWARDS: Certainly I do not think that that clause should stand in that form. Surely the council should only do those things if and when requested by the minister.

Mr. ROEBUCK: If the minister does not want this council to make special inquiries and to rove around I think we are bound by his wishes.

Hon. Mr. MITCHELL: Don't you think there is a danger?

Mr. BRUCE: I can see that it might cause a great deal of difficulty.

Mr. NOSEWORTHY: I want to have the committee give some serious consideration to that. In the first place this committee and then the rehabilitation committee both noted the limitation in that respect. Now, the limitation there would make this council just a rubber stamp for the minister and would enable them to carry on only in such things as are referred to them by the minister. We wanted that council to be able to initiate things by themselves and to discuss those things with the minister. If the minister refuses to pay for their expenses, well and good. After all, these are supposed to be educational experts who will have a much broader knowledge of the educational needs than the minister can reasonably be expected to have, and it seems to me you are limiting them too much if you leave them with authority only to act upon reference made to them by the minister. I would like to see them given authority to initiate, but to prevent them from going on a wild goose chase the minister has control over finance and he can say that he is not going to stand the expense or something like that.

Mr. THOMPSON: I wonder if we could arrange some wording whereby the council could only take action or start investigating or making reports at the request of the minister, but that the council in its turn might make recommendations to the minister for things that they think are proper subjects of action, and if those recommendations are approved by the minister they would go ahead.

Hon. Mr. MITCHELL: I have seen the practical application of this idea and I think that is not the way to do it. If this committee thinks there is something that should be investigated they would naturally discuss it with the minister and he would refer it to them, but to give any committee all this authority—and there is a lot of authority there—that is something different.

The CHAIRMAN: The minister cannot delegate his authority to anybody.

Mr. ROEBUCK: Can you imagine a council not having authority to look around and investigate? Could you imagine a council not having the power to make a recommendation of some kind without first asking if it might? Can you imagine these men sitting around and saying: Now, don't you think we should look into something and go ahead and do it and recommend to the minister, without having any authority to do it?

Mr. EDWARDS: But according to this clause there is nothing in the Act which gives this council authority to do anything other than meet.

Mr. ROEBUCK: That is about all it does say.

Mr. EDWARDS: Surely they have not got any authority. This does not give this council any authority whatsoever or tell them that they can do anything.

Hon. Mr. MITCHELL: It gives the minister power to refer something to them.

Mr. MARIER: And they can make such recommendations as the council sees fit.

Mr. EDWARDS: Section 8 says: "The Minister shall make available to the Council such information as the Council may reasonably require for the proper disposition of its functions under this Act." But it has not got any functions under sub-clause 8

The CHAIRMAN: We are talking about (8) on the next page.

Mr. NOSEWORTHY: I wonder if the minister could clarify the meaning of the last three words, "in connection therewith" in clause 8. It looks to me as if the council is limited to such matters as are from time to time referred. The minister may refer to the council and the council may then investigate these things that are referred to them and report upon them and make recommendations concerning them. We have these words, "in connection therewith" and I take them to refer definitely to such matters as are referred to the council.

Hon. Mr. MITCHELL: Absolutely.

Mr. NOSEWORTHY: It leaves the council without any power to make any recommendations on any subject except ones that are referred to the council by the minister.

Hon. Mr. MITCHELL: I think it is fundamental that the minister and the Governor in Council have got to be the final authority.

Mr. ROEBUCK: The final authority; but this is the initiating authority. If you strike this clause out and it means that they do not do the things stated in the clause then they have not even the rights of ordinary citizens to investigate and recommend; ordinary citizens can do the things that are stated in this clause.

Hon. Mr. MITCHELL: You and I are doing that every day, investigating; but that is an entirely different thing to giving the power to this committee as a government agency.

Mr. NOSEWORTHY: Will the minister consent to strike out these last three words, "in connection therewith"?

Hon. Mr. MITCHELL: I do not want to seem to be stubborn, but it seems impracticable.

Mr. EDWARDS: I think the section as it stands in the printed form is the proper form, and I can see where great difficulties might be encountered if this council is to have a roving commission.

The CHAIRMAN: Shall we let this subsection stand?

Mr. BRUCE: This council after all is only an advisory council. I think they have all the authority in this section.

Carried.

The CHAIRMAN: Now, we carried sections 9, 10, 11, 12 and 13 was allowed to stand.

Mr. ROEBUCK: Let it stand.

The CHAIRMAN: Now there is section 14: "This Act shall come into force on the first day of April, 1942." It was changed to, "be deemed to have".

Mr. ROEBUCK: I raised an objection to that, but I withdraw the objection. I have looked over a number of Acts and I find that that phraseology is used in quite a number of Acts, such as one finds here—and the Act shall be deemed to have come into force on the first day of April. Of course, I raised an objection to the phraseology as it stands, and the Justice Department agrees with me on that. I raised further objection to the phraseology in this Act: It was deemed to have come into force, but I withdraw those objections now after studying the statutes.

Mr. NOSEWORTHY: I notice that one of the Acts before the house now is, "deemed to have come into effect".

The CHAIRMAN: Shall we carry it as amended?

Mr. ROEBUCK: Let us carry it.

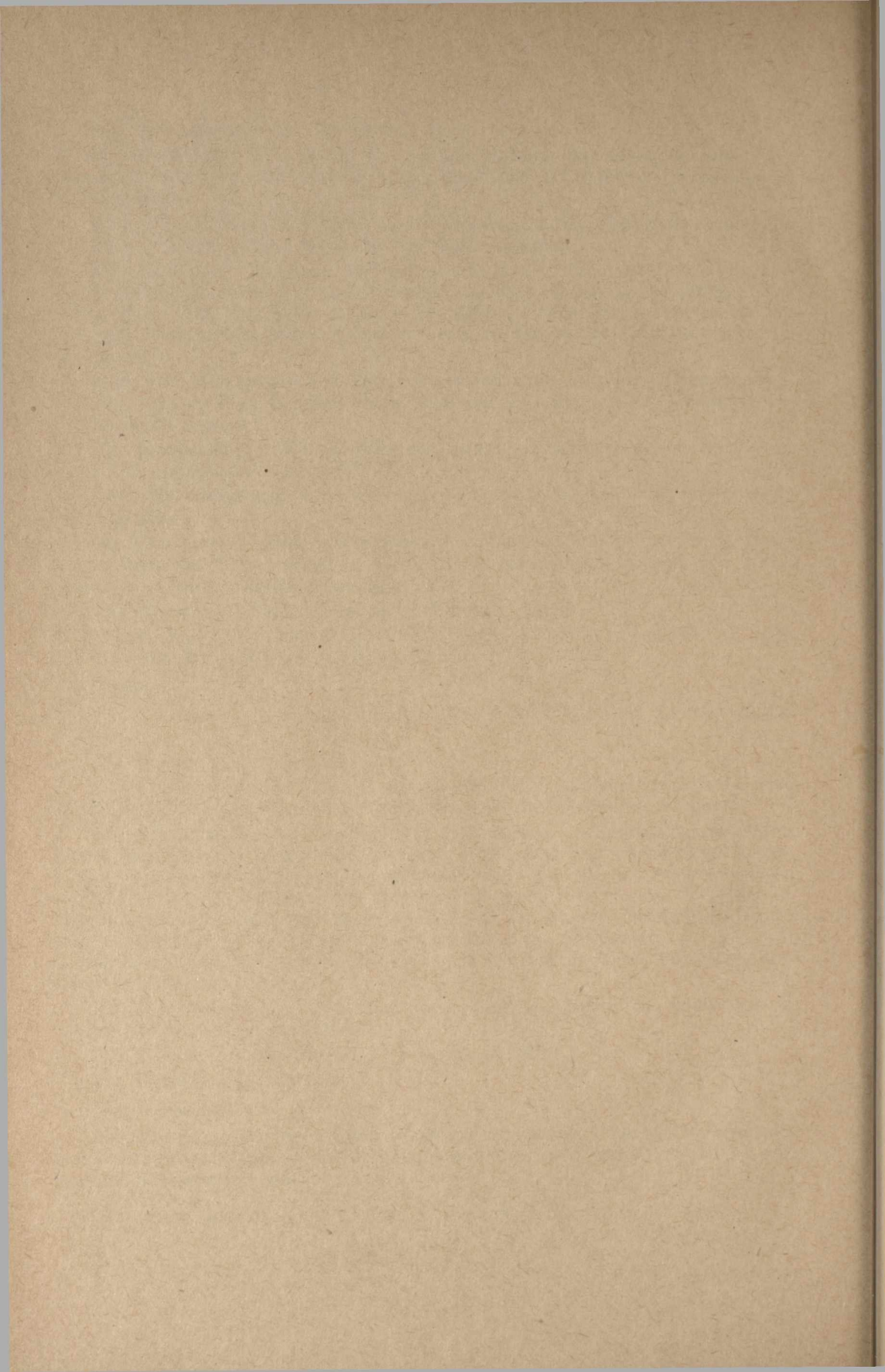
Clause carried.

Mr. ROEBUCK: We were going to try to rewrite the "whereas" clause, the preamble. I did redraw it and I shall pass copies to the members and we will consider it at another date.

The committee adjourned to meet at the call of the chair.







SESSION 1942  
HOUSE OF COMMONS

SPECIAL COMMITTEE  
ON  
**VOCATIONAL TRAINING**

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**BILL NO. 64**

An Act to assist in the carrying on and co-ordination of  
Vocational Training

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MINUTES OF PROCEEDINGS AND EVIDENCE  
No. 6

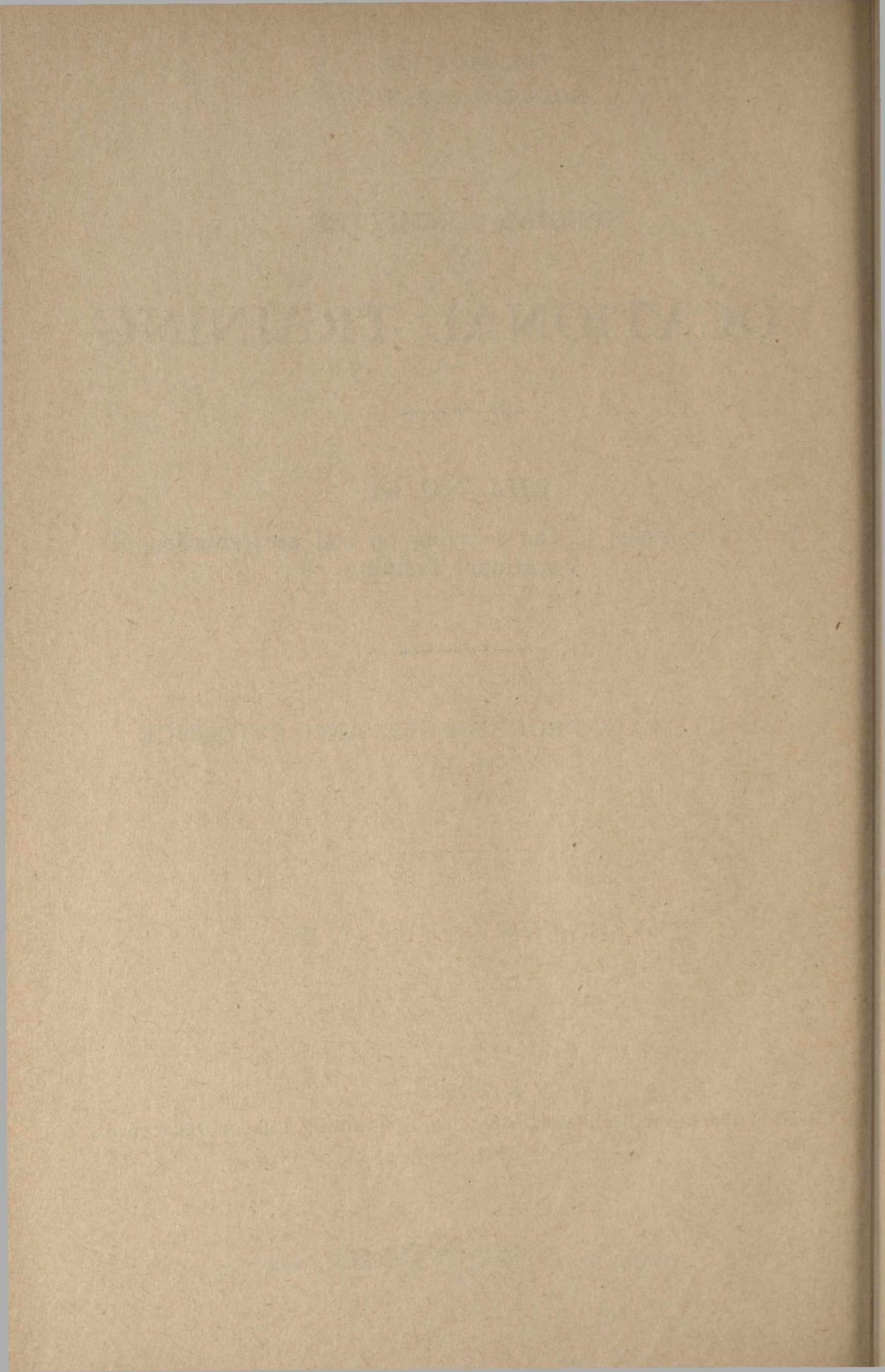
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WEDNESDAY, JUNE 17, 1942

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WITNESS:

Mr. R. F. Thompson, Dominion Supervisor of Training, Labour Department,  
Ottawa, Ontario



## MINUTES OF PROCEEDINGS

WEDNESDAY, June 17, 1942.

The Special Committee on Vocational Training met this day at 11.00 a.m. Dr. Donnelly, the chairman, presided.

*Members present:* Messrs. Donnelly, Edwards, Lafontaine, Léger, McCulloch, Mitchell, Noseworthy, Roebuck, Shaw and Winkler—10.

*In attendance:*

Messrs. W. S. Woods, Associate Deputy Minister, Robert England, Executive Secretary, Interdepartmental Committee, A. M. Wright, Director of Rehabilitation, and W. B. Russell, K.C., Departmental Counsel, Department of Pensions and National Health.

Mr. A. A. Fraser, Joint Law Clerk of the House of Commons, was also present.

The Chairman informed the Committee that, as requested, correspondence was exchanged between the clerk and the Provincial Ministers of Education. He directed the clerk to read the letters sent and the replies thereto.

On motion of Mr. Edwards, seconded by Mr. Léger,—

*Resolved*,—That the correspondence as read be printed. (*See Appendix A to this day's evidence.*)

A discussion followed.

Mr. R. F. Thompson was called and questioned.

On motion of Mr. Edwards, seconded by Mr. Roebuck,—

*Resolved*,—That a letter similar to that sent to Provincial Ministers of Education be forwarded to the National Labour Organizations, to the Representative associations of employers of labour and to the secretaries of Provincial Teachers' Associations, enclosing a copy of Bill No. 64 and the minutes and proceedings and evidence.

*Ordered*,—That the above letters and enclosures be sent by air mail to the Maritimes and the Western provinces.

At the suggestion of the Minister of Labour, Mr. Mitchell, the Clerk was instructed to make a summary of the suggestions received from the Provinces for the information of the members of the Committee.

A reprint of the Bill, as amended, was ordered for the use of the Committee.

The Chairman reported the visit of Wednesday, June 3, to the Ottawa Technical School and stated that it was most successful.

On motion of Mr. Noseworthy, seconded by Mr. Roebuck,—

*Resolved*,—That the Clerk of the Committee write to the Advisory Vocational Committee of the Ottawa Collegiate Board, to the Principal of the Ottawa Technical and his staff, expressing the Committee's thanks and appreciation.

The Committee then reverted to the preamble of the Bill before the Committee.

Mr. A. A. Fraser, Joint Law Clerk, was heard.

On motion of Mr. McCulloch,—

*Resolved*,—That the preamble with the exception of the enacting clause be deleted.

Clause 4, ss. 1.

On motion of Mr. Edwards, the Committee agreed to delete the words "or agreements" in line 24.

The Committee adjourned to the call of the Chair.

ANTONIO PLOUFFE,  
*Clerk of the Committee.*

## MINUTES OF EVIDENCE

HOUSE OF COMMONS, ROOM 268,

June 17, 1942.

The Select Committee on Vocational Training met this day at 11 o'clock a.m. The Chairman, Dr. Thomas F. Donnelly, presided.

The CHAIRMAN: Gentlemen, this morning we shall start our proceedings by dealing with some letters we have received from the ministers of education in each of the nine provinces. We sent letters to the various ministers of education and waited for a couple of weeks and then sent a follow-up letter, and since that time we have received answers from six of the nine provinces. Three provinces have not answered our letters at all and we are taking it for granted that they are satisfied with what we are doing. Three of the provinces have no comment to make and three provinces have sent comments. I think we had better have the clerk read first the two letters which this committee sent and the letters which contain comments, and then these letters could be published as an appendix to to-day's report. The two provinces which did not answer are Manitoba, and Nova Scotia, and the three provinces which have no comments to make are Prince Edward Island, Saskatchewan and New Brunswick.

Mr. McCULLOCH: These three provinces say that they have no suggestions to make at the moment, but possibly after the bill is in force they may find some fault. Now is the time they could remedy that.

The CHAIRMAN: We have asked them to make comments.

Hon. Mr. MITCHELL: They approved the principle of the bill itself when they did not find any fault with it.

(The clerk read the correspondence which will be found as Appendix "A" to to-day's report).

The CHAIRMAN: Gentlemen, you have heard the replies we have received; what is your pleasure.

Mr. SHAW: Mr. Chairman, certain recommendations have been made by either ministers or representatives of departments; would not it be advisable to consider those recommendations or criticisms one at a time and deal with them?

Mr. EDWARDS: I would like to move that these letters be printed in our proceedings.

The CHAIRMAN: You move that the letters sent to the provinces and the replies received—

Mr. EDWARDS: —be embodied in our minutes.

The CHAIRMAN: If we are to take these letters in turn and deal with them, I was wondering whether the members of the committee would be in a position to do so until they have a chance to look at the record.

Hon. Mr. MITCHELL: It might be a good idea to have the clerk summarize the points raised in each of the letters for the benefit of members of the committee. That would help members in getting to the gist of these matters quickly.

Mr. NOSEWORTHY: The only suggestions come really from Alberta and Ontario. Alberta is concerned with the question of continuity and Ontario is concerned with the question of co-operation between the dominion and provincial governments.

The CHAIRMAN: There is one criticism from Ontario which refers to page 21 of our proceedings, to something which was said by Mr. Thompson. I wonder if Mr. Thompson has anything to say on that.

Mr. THOMPSON: That remark that it did not cost the provinces a cent is almost literally true. When you deduct the amount of refund that the provinces got from their expenditures you will find that there is about \$100,000 left.

The CHAIRMAN: \$90,000.

Mr. THOMPSON: I have not the actual figures before me, but that is all represented in the cost of equipment toward which the provincial government pays 25 per cent, the dominion government pays 50 per cent and the municipal authorities pay 25 per cent, but when this program is over we have no residual value in that equipment, it is given to the province or the municipality, so that they have value received for their expenditure of \$90,000. I think that is all they spent to my knowledge.

Mr. EDWARDS: That is the answer to that question.

Mr. THOMPSON: I think they know the answer to that. I saw the Minister of Education for Ontario a week ago. I think what the Ontario authorities did not like was the reference made in the proceedings here to the lack of co-operation from Ontario and certain aspects of the youth training program, student aid, and such matters.

Hon. Mr. MITCHELL: In all our discussions with the provinces they have made the final decision; none of these plans were forced on the provinces. Some provinces felt that the nature of their economy and facilities lend themselves to a certain type of training. The province of Ontario, in its wisdom, decided on certain things.

Mr. THOMPSON: That is correct. There were no projects forced on any province. We did from time to time make suggestions regarding things that we thought would be useful. For instance, if we saw something in operation in one province which we thought was going extremely well we would suggest it elsewhere. The suggestion might be adopted or otherwise. The initial decision rested with the provincial government. On the other hand, the provinces might suggest projects to us, and if we thought they were within the scope to the program and of the usual nature they were adopted. Occasionally we did not accept all the provincial suggestions; we turned down a few, but not many.

Mr. NOSEWORTHY: In other words, you would say there has been the full co-operation such as is recommended in the Ontario letter?

Mr. THOMPSON: Yes, I would say there has been the fullest possible exchange of views as to whether this project should be adopted, and we have always had, since the program started, an annual conference at which the representatives of the provincial governments attended and at which they put forward their recommendations and suggestions in the very fullest discussion.

Mr. NOSEWORTHY: Of course, it is true that you cannot possibly devise a vocational training program for the whole of Canada which would suit one particular province.

Mr. THOMPSON: No.

The CHAIRMAN: Gentlemen, shall we leave the further discussion of this matter to a further meeting?

Mr. EDWARDS: I think we should canvass the apprenticeship system in vocational training. I believe it is true to-day that we haven't got sufficient numbers of apprentices and we have a corresponding deficiency in trained artisans; and I am wondering whether or not it comes within the purview of this committee to canvass the possibilities of an apprenticeship program for post-war



rehabilitation and vocational training. It seems to me that would be very helpful. I consider it would be helpful to have the views of the Trades and Labour Organization.

Hon. Mr. MITCHELL: There are three provinces where there are Acts of Parliament governing apprentices, Nova Scotia, British Columbia and Ontario. I was talking to Mr. Heenan on Friday and either they were having a conference that day or they had just had the conference with organized labour and the employers on the whole question of apprenticeship. I get the force of your argument. As far as I am concerned I see no objection at all to asking the Trades and Labour Congress of Canada and the Canadian Congress of Labour and the National Catholic Syndicates to make suggestions. We will probably get their views within a week.

Mr. EDWARDS: I move that the committee instruct the clerk to send to these labour bodies a letter similar to that which was sent to the Departments of Education.

Hon. Mr. MITCHELL: Where facilities were set up under the Youth Training Act labour was always represented on those committees in any province where we set up committees.

The CHAIRMAN: Whom would you suggest that these letters be sent to?

Mr. EDWARDS: I have in mind the carpenters' organizations.

Hon. Mr. MITCHELL: I think, perhaps, we should move through the national organizations. We should remember that in the international organizations there are 60 or 70 different organizations. As far as the Canadian Congress of Labour is concerned, while there are not so many distinct organizations, they have a considerable membership. All these organizations in a legislative way speak through their national legislative bodies; the Catholic syndicates speak through the Catholic syndicates, and the Trades and Labour Congress—the International Union, the American Federation of Labour—speak through the Trades and Labour Congress of Canada. The industrial organizations speak through the Canadian Congress of Labour; and I think if we ask these bodies for their opinion we would get a crystallization of opinion of all the different crafts and industrial unions in the country.

Mr. ROEBUCK: I support that. I would like to send copies of the minutes and also copies of the letters to the Trades and Labour Council of Toronto if there is no objection to so doing, and other members of the committee could do something similar with bodies that they think are specially interested.

Hon. Mr. MITCHELL: I see no objection, but I believe it is always better to deal with national organizations. I think this should be said about the Toronto Trades and Labour Council, that they made a distinct contribution to foundation of technical education in Canada. I think Sir Wilfrid Laurier appointed that commission and good old Jimmy Simpson was a member of that commission, and the result of that commission was the foundation stone of technical education as we understand it in Canada.

Mr. EDWARDS: Is it not true that one of the difficulties experienced with these men when they have completed their courses in vocational training at these secondary schools is that they have still got to find their way into those occupational groups and in most instances they do it through one of those organizations? Take for example, the machinist. If he goes into a shop he cannot start in as a full fledged machinist. In many shops he would have to work with a master workman in that line of work before he could get recognition.

Hon. Mr. MITCHELL: I think he does get basic training—I am speaking from my own experience now—in the technical school that he does not always get in a shop—the theoretical basic training. When I was a boy I worked at my trade 10½ hours a day, from 6 to 5.30, and three nights a week I walked

four miles each way to a technical school; and I would say this, as a journeyman, apart from the discipline and practical training from the journeymen I worked with, that the training I got from the technical school was of a character that could not be duplicated in the shop.

Mr. NOSEWORTHY: There is one thing we have to avoid and that is making vocational training too narrow. If you look around any community you will find that the number of people employed in the skilled trades the number is relatively small in comparison with the total population; there are so many other vocations in which our people find work. There is really no point in making vocational training too narrow. The broader that education is the more avenues will be open to the pupil when he graduates from school. I think that has to be watched.

Mr. EDWARDS: Do you not think it would help the success of our scheme—the success which we envision—if we had the co-operation of these trade organizations? They know what is being done and what is contemplated, and when a young man comes out of a vocational school he has to make his approach to one of the trades; he is looking for employment and the members of that union or that trade or that craft would be more sympathetically inclined towards helping and assisting that young man to become established in that trade if this scheme had the imprimatur or approval of this trade organization.

Mr. NOSEWORTHY: That need would be met to a large extent if our educational system provided for adequate guidance for those boys who are being trained and those girls who are being trained. There are very few schools in the province which give guidance to any major part of their program. In the Toronto schools there are teachers who are allowed possibly half a day a week to visit industry and they try to direct their pupils into certain lines. In American cities that guidance program is being developed until it has become a very important part of the school program. If in a large school you have specially trained guidance to discover the aptitude of the pupils for what they are interested in or what they are likely to succeed in and at the same time knew the industries of that city and knew where those people could be placed advantageously, that would help what we have in mind. I think that is the real solution of that problem.

The second possibility which we have thought over as teachers' organizations is the possibility of having students, near the end of their career, link up in some way with definite interests. If a boy has shown an aptitude or an interest in printing it would be excellent if some system could be devised where he could be put in touch with a printing establishment and get a part of his course—the latter part of his course—or at least to spend some part during the latter part of his course getting actual experience, something after the manner of the sponsorship system that is adopted in the war emergency classes. If a boy knew he was going definitely into a trade or a business or into a shop he would have much greater incentive in his school course, the latter part of it, and his work would be much more interesting to him; there would be a definite goal.

Mr. EDWARDS: To my mind I think the committee are directed now to men who have reached maturity, who have been in the armed forces. They have been fighting our battles for liberty and freedom and they have come back and we are going to give them vocational training. It might very well be that after they have had a course in vocational training they will fit into the picture of the economic and industrial life of this country. I do think what you say is of very great importance, that there should be an instructor there who could advise and who had contact with prospective employers. Then, should not our program go further than that? Here you have a man who is, say 27, 28 or 29 or 30 years of age, and he has taken vocational training. He may be a married man. He may have qualified as a first-class mechanic. Should not our assistance to him go beyond that so that this vocational guidance director

that we have in mind could go to an employer and say: We are prepared to help and assist that man until he gets over his period of apprenticeship; or to even pay the employer or the master workman for the extra time and trouble he would take in helping this man.

The CHAIRMAN: Now, gentlemen, we have two motions here that we should deal with. We have the motion that the correspondence with the provinces should be printed. Shall that carry?

*(See appendix A to this day's evidence.)*

(Carried)

Then we have the motion that a letter similar to that written to the Departments of Education of the provinces should be sent to the labour organizations together with copies of the bill and the minutes of evidence and asking for their suggestions.

Mr. NOSEWORTHY: I would suggest—and I think it can be done without loss of time—that the same letter should be sent and the same opportunity should be afforded to the teachers through their provincial organizations with the request that the matter be referred to their special vocational committees. Each provincial organization has a vocational committee composed of men who are actually engaged in vocational schools. I think we might get suggestions from them which might be of more value than some that have come from the Departments of Education.

Mr. EDWARDS: I shall be glad to have that embodied in the motion.

Hon. Mr. MITCHELL: The thought that strikes me is that if we are going to spread ourselves like this we should also get the opinion of the employers. However, we must consider the matter of time. I think the committee should get this bill through as soon as it can because we cannot pay money until this bill has passed.

The CHAIRMAN: If we write to all these organizations it might take a month to get a reply.

Mr. NOSEWORTHY: These teachers' organizations and labour organizations should be able to get a reply back to us in a week or ten days. We should make it clear to them that it is important that we have a reply immediately.

Mr. McCULLOCH: What is your idea about that, Mr. Thompson?

Mr. THOMPSON: Mr. Chairman, my idea is the same as that of the minister, that while we certainly want to get all the suggestions we can from interested bodies, at the same time it would be extremely embarrassing if our action should delay putting the bill through. We have been running on now through April, May and half of June and we cannot pay any money and we cannot draw up an agreement. We have not got any projects. The longer the bill is delayed the more difficult it makes the administration and the greater becomes our financial tangle.

The CHAIRMAN: Now, it has been moved by Mr. Edwards and seconded by Mr. Roebuck that the secretary should write the same letter as has been sent to the provincial Departments of Education to the National Labour organizations together with copies of Bill 64 and the minutes of evidence and invite suggestions; that the same letter should be sent to the Provincial Teachers Federation and also to the employers of labour.

Mr. EDWARDS: No, not the employers of labour.

Hon. Mr. MITCHELL: Why not? I think, however, that we should have a deadline and say that the committee will discuss these replies a week from today.

Mr. SHAW: As far as the western provinces are concerned, unless you send this letter by air mail you will not be able to receive a reply within a week.

Mr. NOSEWORTHY: Send the letter by air mail and ask for the return by air mail.

(Carried.)

The CHAIRMAN: Since our last regular meeting we have had the privilege and the pleasure of visiting the Ottawa Technical School and enjoyed a very pleasant day and saw a lot of things which were highly instructive. We saw the kind of work that was being done at that school and it was an eye-opener to us. I suggest that this committee should send a vote of thanks to the principal of the school for his kindness in showing us about the premises.

Mr. NOSEWORTHY: I so move.

Mr. ROEBUCK: And include the staff as well.

Mr. EDWARDS: I think the city of Ottawa is entitled to some credit. I think the vote of thanks should be addressed to the Board of Education and to the principal.

Hon. Mr. MITCHELL: I think they have a special committee which deals with the technical schools in Ottawa and the vote of thanks could be sent to that committee and then forwarded to the principal of the school.

(Carried.)

The CHAIRMAN: Now, the only matter relating to this bill which we have not passed is the preamble. Mr. Fraser, one of the law officers of the house is here, and he has some suggestions to make in regard to the preamble. We might hear from Mr. Fraser.

Mr. A. A. FRASER (Joint Law Clerk): Mr. Chairman, our attention was directed to the preamble by reason of the proposed amendment thereto by one of the members of the committee. In reviewing that bill in that connection we have come to the conclusion that this bill does not require a preamble of any kind; in fact, it would be better without one. The preamble, as set out in the Interpretation Act, is intended to explain the purport and object of a bill. It seems to me that the committee, having gone through the enacting clauses of the bill and having cured by amendment any obscurities or ambiguities which may have been found there, that is evidence in itself that the preamble is not necessary. It occurs to me that since the preamble was not referred to when the various clauses of the bill were under discussion, there was no necessity to refer to it. If you have a preamble to a bill it suggests there is something to be explained in the enacting clauses. If the bill is a simple bill, as this is, set up practically in two clauses—three and four—I suggest that it would be only confusing in the bill to put a preamble in it.

Mr. SHAW: When the bill was first drawn up was it referred to the law officers before it came to this committee?

Mr. FRASER (Joint Law Clerk): I must plead guilty to that.

Mr. SHAW: The question that comes to my mind is what has developed subsequently to render this present decision with respect to the preamble necessary?

Mr. FRASER (Joint Law Clerk): Only the fact that it was particularly brought to our attention by reason of the discussion in this committee.

Mr. ROEBUCK: I do not know that I am sold on the idea of eliminating the preamble; not that I am very much concerned about it, but I do not know where the confusion lies; why it would be confusing to have a broad general statement.

Mr. NOSEWORTHY: There may be something in the preamble which would conflict with something in the bill.

Mr. ROEBUCK: It is our job to find that out. If there is such a conflict I would like to know it.

Hon. Mr. MITCHELL: Is there any reason why it should not be there?

Mr. FRASER (Joint Law Clerk): Yes, Mr. Minister. The authorities are clear on the question. As Mr. Roebuck and the other members of the legal profession know the authorities state specifically if a preamble is not necessary to explain the purport and object of a bill it should not be there, it is a detriment to the bill because it suggests that there is something to be explained in the bill. In that way it is a weakness. I think the real test is that this committee went through the bill clause by clause without reference to the preamble and, apparently, are satisfied at the conclusion of their deliberations that there are within the enacting clauses of the bill no obscurities or ambiguities. I am referring to such authorities as Maxwell and Hardeastle on the construction of statutes.

Hon. Mr. MITCHELL: That would be a famous bill that would go down in history.

Mr. FRASER (Joint Law Clerk): It is not usual to have a preamble in a bill—it is an exception. Furthermore, the commission on the revision of statutes, if you have noticed, have taken out all the preambles; you will not find a preamble to any statute in the revised statutes. That commission apparently felt that preambles were of no consequence.

The CHAIRMAN: Will somebody move that the preamble be deleted?  
(Carried.)

The CHAIRMAN: Now, there is nothing more left to the Act and we shall have to wait until we have received answers to our letters.

Mr. FRASER (Joint Law Clerk): I should like to draw attention to one of the amendments adopted by the committee. In clause 4: "The Minister may, with the approval of the Governor in Council, enter into an agreement. . .". You will recall that there was some discussion about the propriety of that and an amendment was interjected to make the clause read: "an agreement or agreements". I suggested at the time that the expression "agreement" was sufficient; that it did not tie down the minister to one amendment. The committee were not impressed with my interpretation at that time. What I should have said then was that there is a provision in the Interpretation Act which says that the singular includes the plural and vice versa, and I would not like it to appear in this bill when it goes into the statutes as though the draughtsman had not that under consideration. The expression "an agreement" includes "agreements"; there is no necessity for adding the surplusage moved by the committee.

The CHAIRMAN: The words "or agreements" were put in and you want them stricken out?

Mr. FRASER (Joint Law Clerk): I suggest the clause be left as it was with the words "an agreement".

Mr. NOSEWORTHY: In the light of that Interpretation Act?

Mr. FRASER (Joint Law Clerk): It applies to all sections; it is designed so there shall be uniformity.

Mr. NOSEWORTHY: I presume in the light of that there is no reason why it should be in the bill. We have the assurance of the joint law clerk that the word "agreement" can refer to more than one agreement.

Mr. EDWARDS: I move that the amending words be deleted.  
(Carried.)

The CHAIRMAN: Gentlemen, that concludes our business for the day and we will adjourn to the call of the chair.

The committee adjourned to the call of the chair.

## APPENDIX "A"

### LETTERS SENT TO THE PROVINCIAL MINISTERS OF EDUCATION

May 21, 1942.

*Re: Bill No. 64—Vocational Training*

SIR,—Bill No. 64, An Act to assist in the carrying on and co-ordination of Vocational Training, has been referred to a Committee of the House of Commons. A copy of the Bill, together with the Minutes of Proceedings of the Committee to date, are enclosed herewith.

I am directed by the Committee to invite any suggestion your Department may wish to submit with respect to this Bill, and would respectfully request that these suggestions, if any, be forwarded to the Committee within the next two weeks in order that they be taken into consideration before the Bill is reported to the House.

As indicated in the Minutes of Proceedings of May 11, 14 and 19, the Committee has already agreed to several amendments to the Bill.

Yours respectfully,

R. ARSENAULT,  
*Acting Clerk of the Special Committee  
on Vocational Training.*

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OTTAWA, May 30, 1942.

*Re: Bill No. 64—Vocational Training*

SIR,—Pursuant to the letter which was sent to you on May 21 last by the acting clerk of the Special Committee on Vocational Training, I am instructed to ascertain whether your Department contemplates forwarding suggestions or comments with respect to the marginally noted Bill.

Yours very truly,

A. PLOUFFE,  
*Clerk of the Committee on  
Vocational Training.*

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*(Replies)*

EDMONTON, June 1, 1942.

DEAR SIR,—I have for acknowledgment your letter of May 21st together with a copy of Bill 64, and the Minutes of Proceedings and Evidence of the Special Committee on Vocational Training. Please convey to the Committee my personal thanks and those of other members of this Department for its courtesy in giving us the opportunity of reading the Bill and the discussions which have taken place.

It is our opinion that all the important considerations raised by the Bill have received consideration. From our experience with the first two years of the Youth Training Act and the uncertainty as to the policy likely to be followed at the expiration of the last agreement, we feel that the Bill should provide for an indefinite period. The Agreements could include the necessary machinery for alteration, suspension or termination of the arrangements. Hitherto there has been no difficulty in securing sufficient money for all the projects which we wished undertaken. While the psychology of the situation may change completely with the cessation of hostilities, yet we believe that people will have before them the spectacle of failure of adjustment and lack of employment which followed the last war, and be prepared to make use of every facility which gives promise of preventing all this dislocation.

We shall watch with interest the progress of the Bill through Parliament.

Sincerely yours,

WILLIAM ABERHART,

*Minister of Education.*

R. Arsenault, Esq.,

Clerk of the Special Committee on Vocational Training,  
Ottawa, Can.

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ONTARIO

DEPARTMENT OF EDUCATION

OFFICE OF THE MINISTER

*A Memorandum regarding Bill 64, submitted by The Minister of Education.*

In spite of certain obscurity regarding the reason for communicating with Provincial Ministers of Education, as indicated on page 70 of the Minutes of Proceedings of your Committee, I am assuming that there can be no question regarding the responsibility of the federal parliament for such legislation as it may see fit to pass. A second general observation may be made. The opinions expressed in this letter represent the views of officials of the Department of Education only.

As a background for a consideration of Bill No. 64, I would like to present a very brief summary of certain of the financial aspects of the development of technical and vocational education in this Province. The amount paid to the Province of Ontario under the terms of The Technical Education Act of 1919, for a period of ten years, was \$3,178,000. To earn this amount, which represents the total appropriation made to this province, the province was required to pay and did pay \$7,280,000. In the period subsequent to 1929, when no subsidy was paid by the Federal Government, the Province of Ontario paid for capital expenditures and for maintenance the sum of \$16,616,000. In the period from 1919 to the end of March, 1942, the total expenditure made by the province for both capital and maintenance amounted to \$23,896,000, whereas the subsidy contributed by the Dominion amounted to \$3,178,000.

The province has been most grateful for the aid given by the Dominion during the early years when technical and vocational education was in an experimental stage and is aware that were it not for this aid it is doubtful if the greater development of subsequent years would have been possible. At the same time, I would like to point out that the provision and continued support

of technical education has involved a most substantial contribution on the part of the province and that to-day it has a very large investment in buildings, equipment and trained personnel devoted to the promotion of technical and vocational education. I would point out further that local municipalities in the province have made a contribution based on local taxation which in the aggregate is probably as large as that made by the province. The conclusion which a consideration of these statistics leads to is that the contribution thus far made by the Dominion to technical and vocational education in this province is relatively slight as compared with that made by the province and its municipalities.

The statement has been made before your Committee (page 21) that "it (i.e. the War Emergency Program) has cost the provincial governments practically nothing." This does not present an accurate picture of the situation in this province. During the period from July, 1940, to March 31, 1942, the gross expenditure made by this province under the scheme was \$2,950,013.04, whereas the refunds paid by the Dominion amounted to \$2,860,508.21, leaving a balance which has been met by this Department of approximately \$90,000.

Bill No. 64 gives the Federal Minister of Labour extremely wide powers in connection with vocational training. The wisdom or otherwise of granting these powers will be determined by the manner in which the Act is administered. I am convinced that with the complete co-operation of federal and provincial authorities the purposes which are sought to be achieved by the Bill can be successfully attained.

I would like particularly to suggest that the powers contained in section 3 of the Act, of determining and undertaking projects to provide vocational training, should, in particular, be the subject of consultation between the Federal Department of Labour and Provincial Departments of Labour, Health, Welfare and of Education before final decisions are reached. I make this suggestion for two reasons,—first, that before a project is finally adopted there may be available the experience of various public servants in the provinces to the end that there be an assurance that the project will succeed in attaining the results for which they are designed; second, that there may be an assurance that no unnecessary disturbance may be involved in the discharge of the ordinary every-day functions of the vocational school in the educational program of the provinces.

The first reason given for urging intimate collaboration between federal and provincial authorities is based on the experience of this Province in such matters for the past several years. In the opinion of officials of this Department, the projects devised under the Youth Training Act of 1939 were of most unequal value. It was probably inevitable that they should be so. This Province has been accused before your Committee of manifesting a lack of interest in the projects outlined under the provisions of the Youth Training Act. It would be much more correct to say that, because of the extensive provision made by the Province in its vocational schools during the years preceding the passing of the Youth Training Act, many of the projects found desirable in other provinces were deemed to be unnecessary in the Province of Ontario. By reason of the services rendered by the vocational schools of this Province, without any cost to the federal government, a type of training was given which was found in large measure to be duplicated by certain of the projects initiated under the Youth Training Act.

A further consideration must be borne in mind. At the time of the passing of the Youth Training Act, there was a substantial surplus of trained mechanics in this Province, many of whom were on relief. It was thought then to be a wise policy to have these trained men restored to gainful occupations as early as possible and to that end it was regarded as undesirable to flood the labour market with new trainees for whom there did not appear to be any early



prospect of employment. From the point of view of the morale of the trainee, it was deemed to be undesirable to add a period of several months' training which did not seem to the trainee to bring him appreciably nearer to a point where he might become self-sustaining through obtaining regular employment. In my opinion, this policy was justified.

These two conditions imposed certain limitations on the use which could be made of youth training projects in the Province of Ontario.

The second reason for urging intimate co-operation between the Dominion and Province in determining the nature and extent of training projects relates to the role which is now being played by vocational training in the general program of education in this province.

In the earlier days of the technical schools, they were subjected to a severe handicap by reason of a widely prevailing popular conception that the technical school was designed to provide training for boys and girls who did not measure up to the standard demanded by the academic secondary school for matriculation to the university. In many quarters it was deemed a waste of good human material to send the bright, intelligent boy or girl to a technical school. These schools were regarded popularly as designed to meet the requirements of the student of sub-average ability. Time was required to break down this prejudice, but it has been almost completely dissipated and to-day there is in evidence a very definite tendency to regard the technical and vocational school as being capable of making a contribution to the general education of the youth of this province which cannot be obtained in any other manner. It is within my own personal knowledge that parents of boys who are designed to enter one or other of the learned professions are insisting that their boys shall receive a practical course of training in technical schools before attending the university. The reason for this is that parents are coming to an appreciation of the value of the practised hand and the carefully trained eye in any undertaking, that a boy may wish to follow in later years. For this reason, courses in drafting, designing, woodworking and metal-working are becoming popular with boys who have no thought ultimately of becoming craftsmen, but who are desirous of laying the foundation for a good all-round education.

The same conditions are found to be applicable to girls. In increasing numbers, girls who are being trained for commercial or other office positions are becoming interested in the courses in cooking, dietetics, dressmaking and such subjects with a view to broadening their general education. In my judgment, these trends are most encouraging and I believe that everything possible should be done to extend their influence still further. It seems to me that one of the most hopeful signs indicating the prospect of improving the health of the next generation is to be found in the training provided to-day in cooking and in food values to the girls who will be the mothers of the next generation.

In substance, my argument is this, that the special type of training provided in technical and vocational schools has ceased to be exclusively a training leading to a vocation, but that it has become an essential and most important part of the general educational program of a large number of young people throughout this province.

One cannot minimize the importance of the training to be provided for the purpose of re-establishing our returned men in civilian life. That problem will warrant the devotion to its solution of the best skill and experience which can be provided. At the same time, we have confronting us a problem of almost equal importance in providing a somewhat new and more practical type of training for the youth who are now approaching the period of adolescence. I am concerned lest we neglect to take a long-term view of these two problems. It would seem to me most desirable that for this reason alone there should be the most intimate discussions between federal and provincial authorities before

vocational training projects are undertaken. We owe a duty to the younger youth who we hope will be the beneficiaries of the sacrifices now being made for the maintenance of freedom and liberty throughout the world.

D. McARTHUR,  
*Minister of Education.*

Toronto, June 6, 1942.

Air Mail

MINISTER OF EDUCATION

PROVINCE OF BRITISH COLUMBIA

VICTORIA, June 13th, 1942.

Mr. A. PLOUFFE,  
Clerk of the Committee on  
Vocational Training,  
House of Commons,  
Ottawa, Ont.

Also Attention Mr. R. Arsenault  
RE BILL No. 64

DEAR SIR,—In reference to Mr. Arsenault's letter of May 21st, my acknowledgment of May 28th and yours of May 30th in regard to the above Bill, I regret delay in replying earlier owing to pressure of business.

I have referred your letter to the Post-War Rehabilitation Council, of which I am Chairman, as well as to my own Department. I have given the Bill considerable study and also the proceedings and evidence of your Special Committee up to Report No. 5. I have noticed that some of the points that disturbed me have already been discussed in your Committee. Mr. Marsh, in his evidence on pages 51-54, called the Committee's attention to some points that had occurred to me, though probably from a somewhat different angle, which will be mentioned herein.

First, we observe the Bill is designated a co-ordinating Bill on Vocational Training. It would seem, therefore, that the Bill should be amplified by including the relevant parts of P.C. Order 7633. The regulations under P.C. 7633 cover many matters regarding Vocational Training, not least of which are the rates of allowances, being \$9 for single men and \$13 for married men. I am directed by the Post-War Rehabilitation Council, as Chairman, to express their views that these rates of pay are inadequate. These rates should be increased, in our opinion, to provide for allowances to married men with families, and more particularly to married men who take Vocational Training in a large city many miles away from their and their families' domicile. It should be remembered that in this Province the Vocational Training centres are, and likely will be, concentrated in Vancouver or Vancouver and Victoria, while more than half our population resides in the interior, hundreds of miles away from these centres.

To speak only of returned soldiers, a situation will develop that a married man, whose wife received while he was in the forces as a private, \$35 for herself and \$12 for each child, will receive, if he undertakes Vocational Training, only a few dollars above his board and room in Vancouver from the \$13 allowed to a married veteran. Obviously serious distress will follow in these cases,

and it would appear that these families of returned men will become a charge on provincial authorities. It would seem to the writer that your Committee should report on this situation.

Second, re Section 3, Clause D, this clause, in our opinion, ought to be amplified to express its real meaning as interpreted by members of your Committee.

Third, re Section 3. This Section ought to be amplified to provide for post-war training of all returned men. It would appear that this post-war training is the intention of the Government and your Committee, but the section is very ambiguous in this regard.

Fourth, re Section 4. Section 4 provides for agreements with the provinces to provide financial assistance and under Sub-Section 2 it is provided that the Federal Government shall not pay any more than the province may pay towards Vocational Training. This means a continuation of existing agreements on the fifty-fifty plan, but it really thrusts upon the province making an agreement to pay fifty per cent towards the Vocational Training of men discharged from the defence forces, if we interpreted paragraph A of Section 1 correctly. In other words, the Dominion aid is restricted to fifty per cent for training discharged men.

We do not know why the provinces should share the costs incurred by paragraphs B and C of Sub-Section 1, Section 3, as defined in paragraph A of Sub-Section 1, Section 4. Until this is clarified, it would appear that in administration of the Act the Federal Government can ask the provinces to share fifty-fifty in all classes of Section 3, thereby thrusting upon the provinces half the cost of Vocational Training for returned men. It can hardly be the intention of the Committee to allow this, but it certainly appears that such may be the case.

The Post-War Rehabilitation Council of B.C. directed me to express their unanimous resolution that in their opinion the Dominion Government should assume full responsibility for the training of returned men and further for those discharged from war industries. As the Bill reads at present, such charges may be on a fifty-fifty basis for returned men and also for those discharged from war industries under Section 4.

Fifth—I am further instructed to advise you that it is the opinion of both the Education Department and the Post-War Rehabilitation Council that a section should be incorporated in the Bill to provide that the Federal Government pay for the training of those coming from other provinces (or other parts of the Empire and probably other countries), and that such people should not be a charge on the province making the agreement with the Federal Government on Vocational Training on the fifty-fifty plan.

Delegations appearing before the Post-War Rehabilitation Council emphasize the above situation, among whom were representatives of the Co-ordinating Council of Greater Vancouver, Rehabilitation Committee, represented by Mr. George Darby on this particular matter.

Sixth—re Section 7. I am instructed by the Post-War Rehabilitation Council to suggest to your Committee that on line 16, page 3, of the Bill the words "and all employees" should be struck out and the following inserted in lieu thereof: "and such representatives of employees as are recommended by organized labour."

I am,

Yours faithfully,

H. G. PERRY,  
Minister of Education.

OFFICE OF THE MINISTER.

DEPARTMENT OF EDUCATION

PRINCE EDWARD ISLAND, June 5, 1942.

Mr. A. PLOUFFE,  
Clerk, Committee on Vocational Training,  
House of Commons,  
Ottawa.

*Re: Bill No. 64—Vocational Training*

DEAR SIR,—I received your letter of May 30th regarding this Bill and in reply I may say that we have looked over this Bill and we have no suggestions or comments to make at the present time.

Yours very truly,

MARK R. MACGUIGAN,  
*Minister of Education.*

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PROVINCE OF NEW BRUNSWICK

VOCATIONAL EDUCATION BOARD

EDUCATION BUILDING

The Government of the Province of New Brunswick

Hon. C. H. Blakney, Chairman.  
W. K. Tibert, Director.

FREDERICTON, Canada, June 6, 1942.

Mr. A. PLOUFFE,  
Clerk of the Committee on Vocational Training,  
Committee Branch,  
House of Commons,  
Ottawa, Canada.

DEAR SIR,—Your letter addressed to our Minister of Education has been passed on to me.

We have read carefully Bill 64 and feel that it covers the ground as far as this province is concerned and we have no suggestions to make as to changes.

Yours very truly

W. K. TIBERT,  
*Regional Director, War Emergency Training.*

GOVERNMENT OF THE PROVINCE OF SASKATCHEWAN

CANADA

J. H. McKechnie,  
Deputy Minister.

DEPARTMENT OF EDUCATION

REGINA, Sask., June 6, 1942.

DEAR SIR,—In the absence of the Minister, the Hon. Hubert Staines, I wish to acknowledge receipt of your letter of May 30.

Members of the departmental staff have read the proposed Bill No. 64 carefully and the Minutes of the Proceedings as submitted by Mr. Arsenault, Clerk of the Special Committee. The Department has no suggestions to offer at this time.

Yours faithfully,

J. H. McKECHNIE,  
*Deputy Minister.*

Antonio Plouffe, Esq.,  
Clerk of the Committee on Vocational Training,  
Committees Branch,  
House of Commons,  
Ottawa.

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SECRETARIAT DE LA PROVINCE

QUÉBEC

Cabinet du Sous-Ministre.

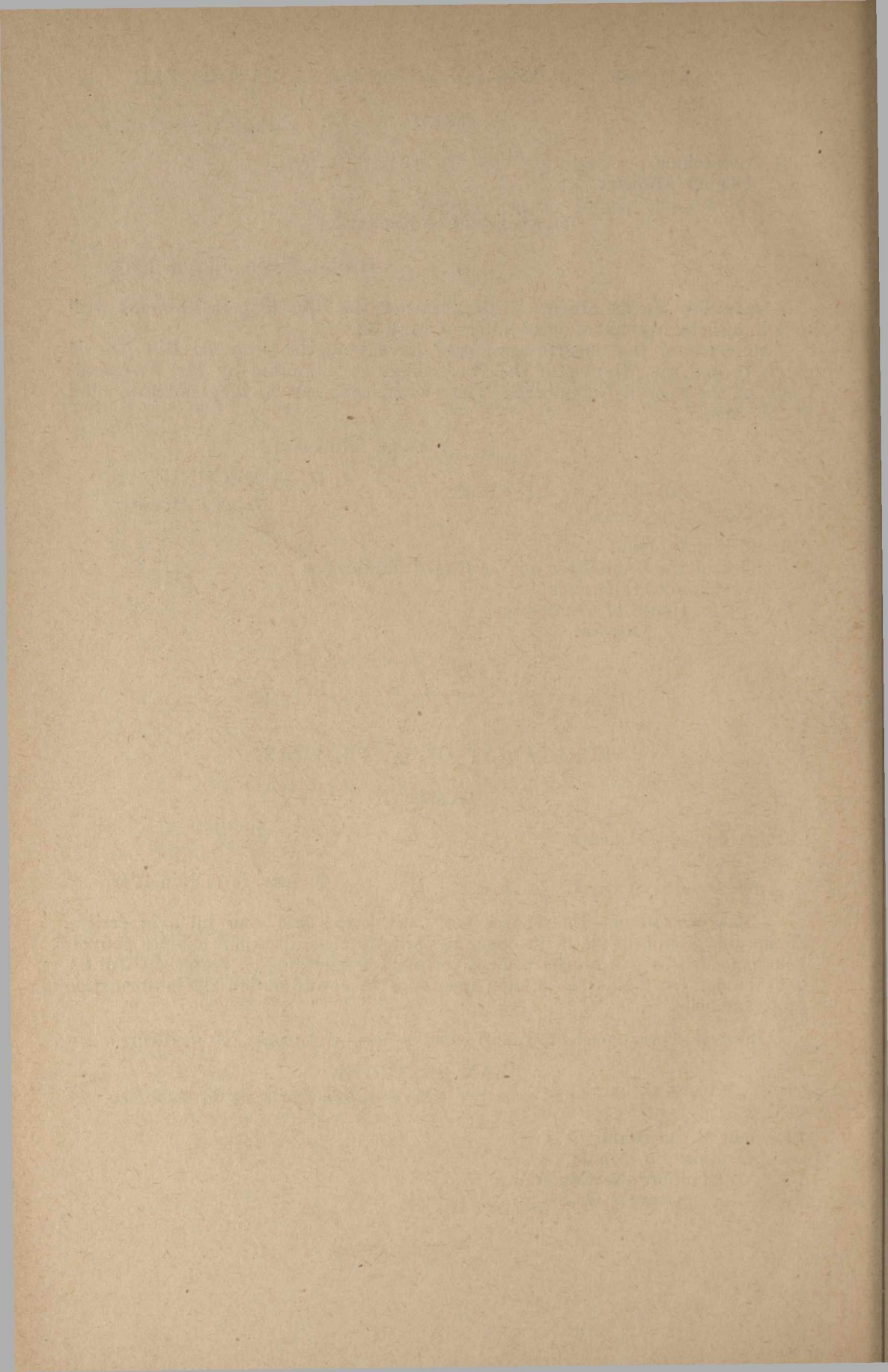
QUÉBEC, le 11 juin 1942.

CHER MONSIEUR,—En réponse aux deux lettres que vous lui avez écrites, l'honorable Secrétaire de la Province me prie de vous dire qu'il compte pouvoir vous transmettre très prochainement certaines suggestions en marge du Bill 64, dont l'objet est d'aider à la poursuite et à la co-ordination de la formation professionnelle.

Recevez, cher monsieur, l'expression de mes sentiments les meilleurs.

JEAN BRUCHESI,  
*Le Sous-secrétaire de la Province.*

Monsieur R. Arsenault,  
Secrétaire du Comité,  
Chambre des Communes,  
Ottawa, Ont.



SESSION 1942  
HOUSE OF COMMONS

SPECIAL COMMITTEE  
ON  
**VOCATIONAL TRAINING**

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**BILL NO. 64**

An Act to assist in the carrying on and co-ordination of  
Vocational Training

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MINUTES OF PROCEEDINGS AND EVIDENCE  
No. 7

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FRIDAY, JULY 3, 1942

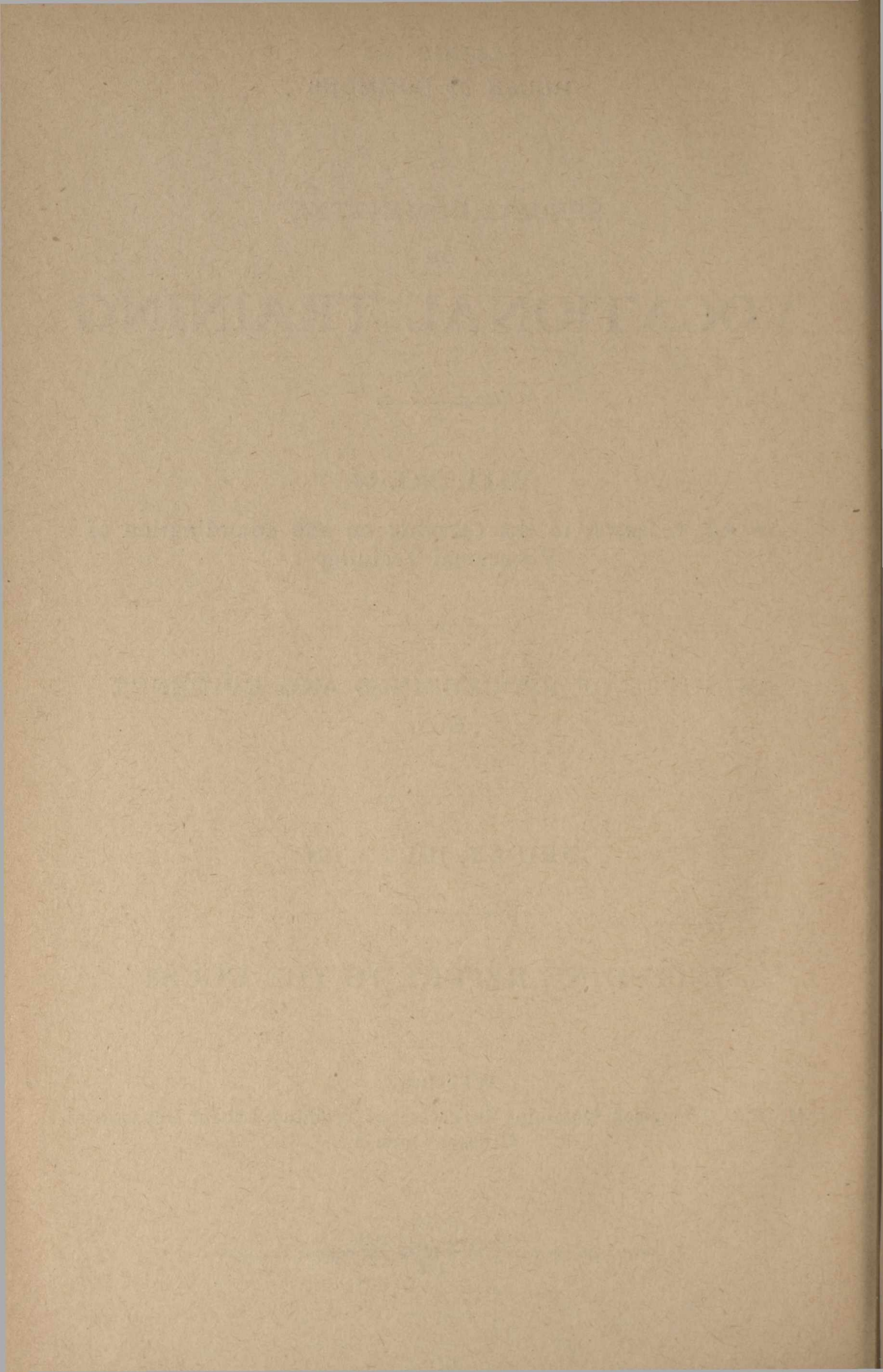
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**INCLUDING REPORT TO THE HOUSE**

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WITNESS:

Mr. R. F. Thompson, Dominion Supervisor of Training, Labour Department,  
Ottawa, Ontario





## REPORT TO THE HOUSE

FRIDAY, July 3, 1942.

The Special Committee on Vocational Training begs leave to present the following as its

### SECOND REPORT

Your Committee has considered the following Bill and has agreed to report it with amendments, viz:

Bill No. 64, intituled "An Act to assist in the carrying on and co-ordination of Vocational Training."

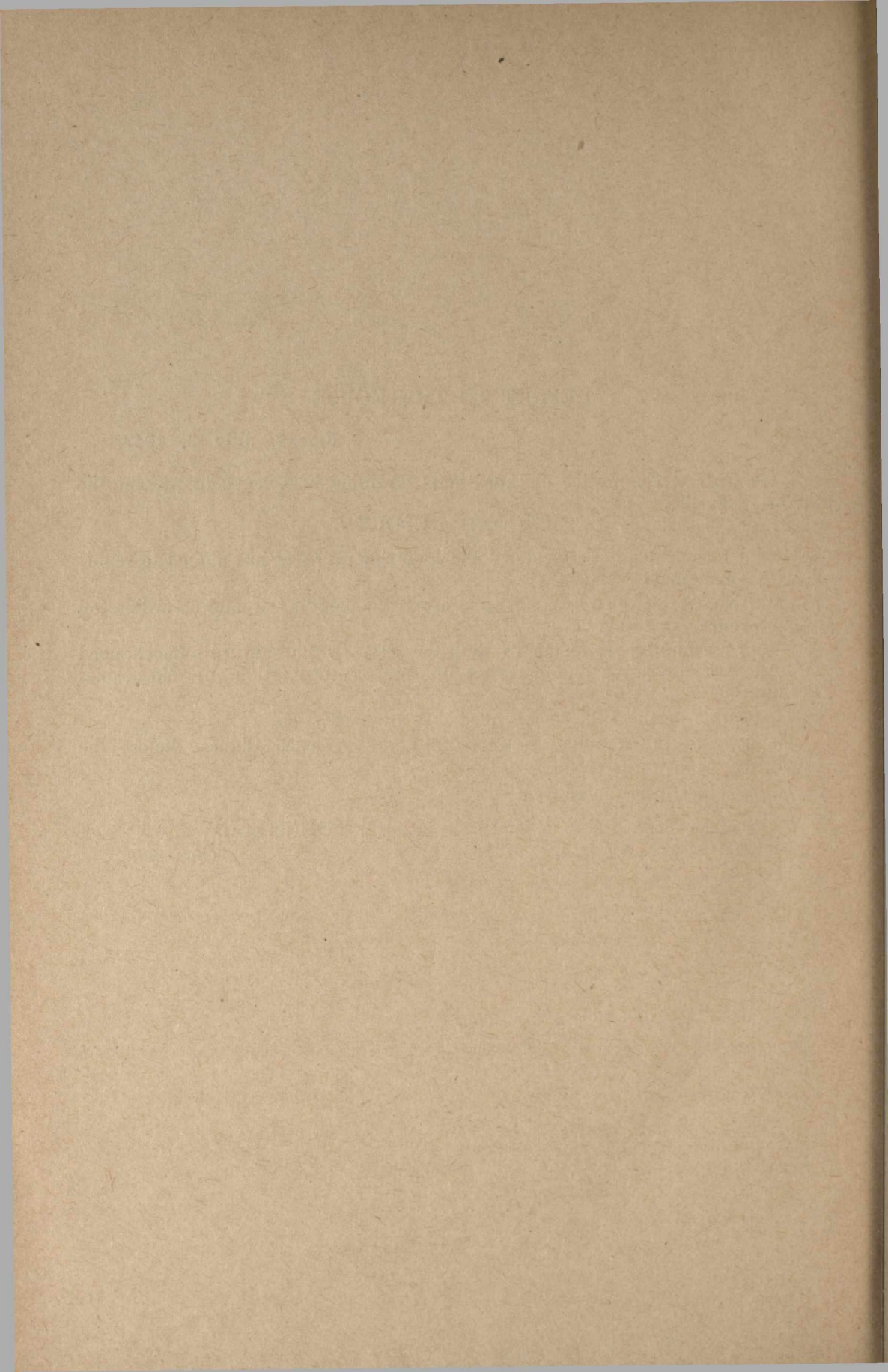
Your Committee recommends that the title of the said Bill be changed to "An Act respecting the carrying on and co-ordination of Vocational Training".

A reprint of the Bill, as amended, has been ordered.

A copy of the minutes of proceedings and evidence adduced before the Committee is herewith tabled.

Respectfully submitted,

T. F. DONNELLY,  
*Chairman.*



## MINUTES OF PROCEEDINGS

FRIDAY, July 3, 1942.

The Special Committee on Vocational Training met at 11 o'clock a.m. The Chairman, Dr. Donnelly, presided.

*Members present:* Messrs. Donnelly, Fraser (*Peterborough West*), Lafontaine, Leger, McCulloch, Mitchell, Noseworthy, Reid, Roebuck, Shaw and Winkler—11.

*In attendance:* Mr. W. S. Woods, Associate Deputy Minister; Mr. A. M. Wright, Director of Rehabilitation; Mr. R. England, Executive Secretary, Interdepartmental Committee; and Mr. B. W. Russell, K.C., Departmental Counsel, all of the Department of Pensions and National Health.

The Chairman directed the attention of the Committee to a memorandum of the Clerk forwarded to the members of the Committee respecting the correspondence exchanged between the Clerk and the Provincial Ministers of Education, to the memorandum was attached a reprint of Bill No. 64 as amended, P.C. 7633, relative to post-war discharge and a summary of replies received.

As directed by the Committee, the Clerk wrote to the following on June 17, 1942:

1. The Canadian Congress of Labour, Ottawa;
2. The Canadian Manufacturers Association, Ottawa;
3. The secretaries of the Provincial Teachers Associations and Federations;
4. La Confédération des Travailleurs Catholique, Québec;
5. Le Conseil des métiers et du travail, Ottawa;
6. The Secretary-treasurer of the Ottawa Collegiate Board, and
7. The Principal of the Ottawa Technical School.

*Ordered.*—That this correspondence be printed in this day's evidence (See appendices A, B and C).

Mr. R. F. Thompson was called and examined.

A discussion took place with regard to the suggestions and comments made by the Ministers of Education of Ontario, Alberta and British Columbia.

The witness was discharged.

On motion of Mr. Reid,—

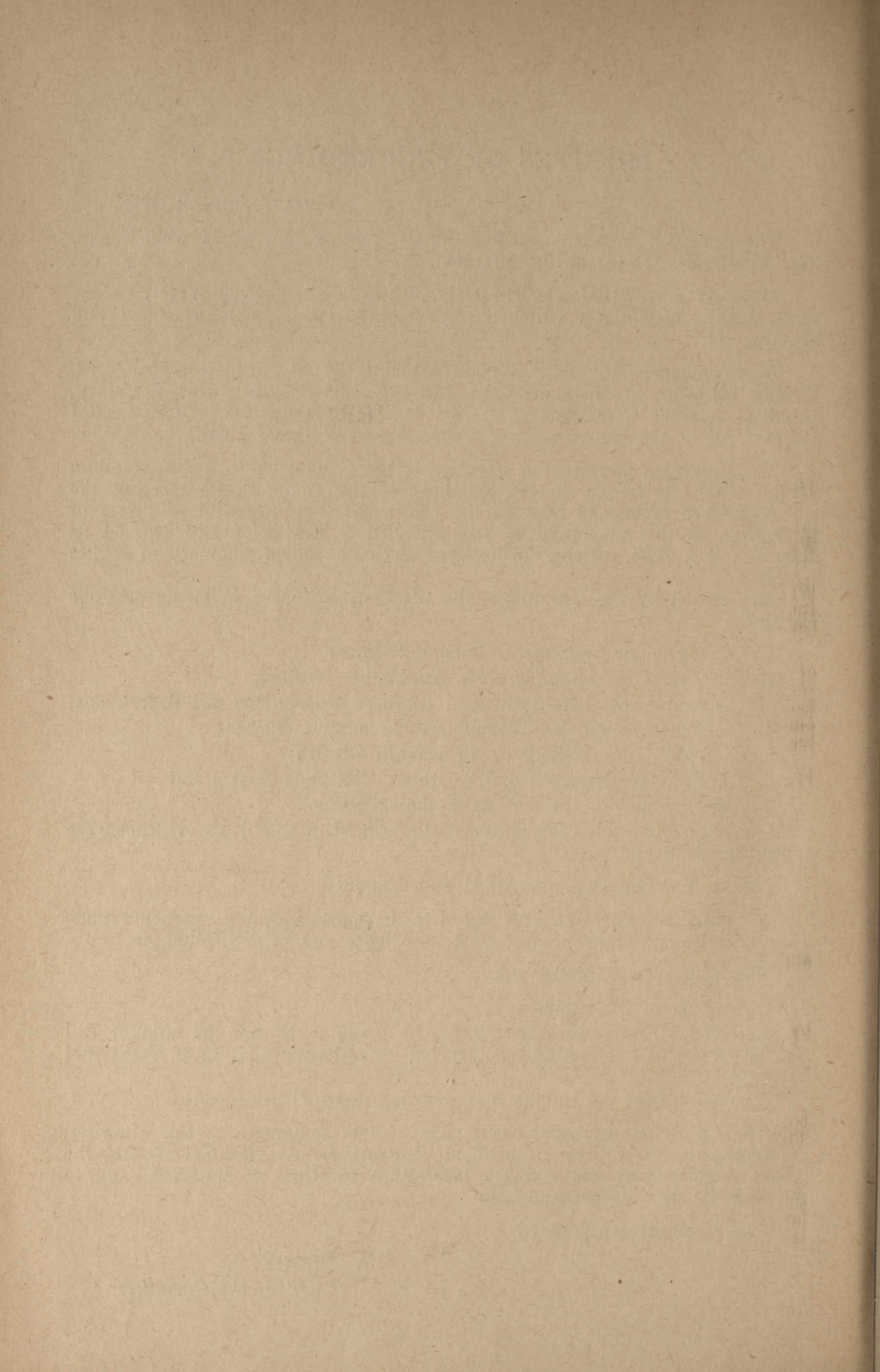
*Resolved.*—That a recommendation be made to change the title of Bill No. 64 to "An Act respecting the carrying on and co-ordination of Vocational Training."

*Ordered.*—That the Bill be reprinted and reported as amended.

The Chairman expressed the thanks of the Committee to the witnesses, the representatives of the Department of Pensions and National Health, the labour organizations and teachers federations for their co-operation, and to the staff for its diligence and help.

The Committee adjourned.

A. PLOUFFE,  
*Clerk of the Committee.*



## MINUTES OF EVIDENCE

HOUSE OF COMMONS, ROOM 268,

July 3, 1942.

The Select Committee on Vocational Training met this day at 11 o'clock a.m. The Chairman, Mr. Thomas F. Donnelly, presided.

The CHAIRMAN: Gentlemen, we will proceed with our meeting. At the last meeting our clerk was instructed to write letters to certain people, and I will ask the clerk to read to the committee any correspondence which he has received and also the letters which he wrote.

(The clerk read the following correspondence):—

Letter dated June 17, 1942, sent to:—

Canadian Congress of Labour,  
Canadian Manufacturers Association,  
Secretary-Treasurers, Provincial Teachers Federations,  
Federation of Catholic Workers, and Trades and Labour Congress; also

Letters received from:—

Canadian Chamber of Commerce, Montreal,  
Ontario Secondary School Teachers' Federation,  
Prince Edward Island Teachers' Federation;

Letters sent to:—

Frank G. Patten, Secretary-Treasurer, Ottawa Collegiate Institute Board, and  
W. B. Wallen, Principal, Ottawa Technical School.

(This correspondence appears as appendices to to-day's report.)

The CHAIRMAN: Gentlemen, you have heard the correspondence; are there any comments?

Mr. REID: I am sorry I was not here at other meetings of this committee, but I had to attend other committee meetings. After listening to the correspondence which was sent to the Canadian Chamber of Commerce and the teachers' federations, I wonder if any requests have been sent to labour organizations asking them for their views? If that has not been done, it should be done because after all we want to hear from the practical men who are working at trades as to what they think should be done.

The CHAIRMAN: The clerk did write to some of them. He wrote to the Canadian Congress of Labour and the Canadian Manufacturers' Association, the Catholic Federation of Workers and the Trades and Labour Congress of Canada.

Hon. Mr. MITCHELL: We discussed that matter at our last meeting and decided to send communications to the national organizations: the Trades and Labour Congress of Canada, the Canadian Congress of Labour and the Catholic Syndicates in the province of Quebec.

Mr. REID: Have any replies been received?

The CHAIRMAN: All these letters were sent out and such replies as have been received have been read to you.

Now, gentlemen, our work is about ended. What we have before us to-day is the consideration of these amendments proposed by the ministers of education from the province of Alberta, the province of British Columbia and the province of Ontario. The clerk has sent to each of you a copy of the bill as amended and a summary of the replies he has received from different people who have been communicated with. Probably we had better consider these matters as they come up. I will refer the committee to volume No. 6 of our evidence of June 17, and particularly to page 103 where you will see the letters that were written to the committee by various ministers of education. The first letter is from Premier Aberhart and I will direct your attention to the words ". . . we feel that the bill should provide for an indefinite period." That means an indefinite period of training. Have you any comments to make in that regard, Mr. Thompson?

Mr. THOMPSON: Of course, the bill does provide for an indefinite period; there is no length of time stated in the bill. The length of the agreement is, to a certain extent, determined by the nature of the project which we would carry on. For instance, as regards youth training projects I would suggest the same length of agreement as before, three years, but when we come to an agreement dealing with industrial apprenticeship and with an agreement dealing with assistance to vocational training and the secondary school level then I think that agreement—particularly the latter type—should last for a considerably longer period, possibly ten years, possibly longer. The length of that agreement would be determined in part by the nature of the work to be carried on.

The CHAIRMAN: Do you think it would be well to state a definite term of, say, one year or two years or three years? Would it not be better to leave it wide open as though they were going to carry on indefinitely?

Mr. THOMPSON: I do not think it would be advisable to put anything like that in the bill. I believe it should be left open, because as soon as you put a thing like that in a bill you are finished; you cannot amend it without going back to the house. You might restrict it to two years and then you might find a particular type of project that was worth considering—

Hon. Mr. MITCHELL: In many instances we have started projects of an experimental nature. After they have been tried out you may come to the conclusion that you wish to drop them because they are not practicable.

Mr. REID: I should like to ask Mr. Thompson a question. I am thinking of a time after the war when probably a great demand will be made by some of the returned men for industrial education either through being apprenticed to some particular trade or by receiving education in some of our schools, and I wonder if the officials have discussed with the various union heads that problem which undoubtedly will arise. It is a problem concerning which most of the trades have a rule whereby only a certain number of apprentices are allowed in a shop, depending upon the number of journeymen employed. That may cause some curtailment of the efforts of the officials, and I am wondering if the officials in charge have ever discussed this angle with the union heads. I know that in the trade I used to follow only so many apprentices were allowed, depending on the number of journeymen. It is all very well to talk about putting men into various trades, but we must view these matters in a practical way.

Mr. THOMPSON: Of course, that is one of the fundamental bases of apprenticeship—the ratio of apprentices to journeymen—and I am quite sure we could never get any apprenticeship plan adopted unless we safeguarded that ratio so that there would not be overcrowding in a particular trade. That is the A B C of apprenticeship. Anything of that nature would not go into a bill; that would be determined in an agreement. Again, unless the constitution is changed after the war, a matter like apprenticeship would come under provincial

jurisdiction and anything that we did in that regard would have to be done through the provincial governments possibly through their own provincial apprenticeship acts. As far as we are concerned, anything of that nature would be done only on the advice and suggestion of the advisory council.

Hon. Mr. MITCHELL: On the advisory council the dominion labour organizations would be represented. I do know that in respect of apprenticeship there is a close tie-up between labour and the employers. In fact the Apprenticeship Act was set in motion on the recommendation of both parties. I think you can rest assured that every protection will be given as regards labour representations to the advisory council and also to any advisory council in existence in the provinces with respect to the application of apprenticeship laws, where there are laws, as there are in British Columbia, New Brunswick and Ontario at the present time.

Mr. REID: You recognize that there is a problem there.

Hon. Mr. MITCHELL: Absolutely. I do not think you need any laws to look after that. There are many trades in which you do not need laws to enforce these matters; they are well taken care of by agreement between employers and employees. I might refer to the sheet metal workers, the plumbers and to a lesser degree the machinists, where there is complete understanding between the employers and employees as to the number of apprentices and journeymen. I think the ratio for bricklayers is five to one, is it not, Mr. Thompson?

Mr. THOMPSON: The apprenticeship ratio usually runs one to five or one to seven, and you have to safeguard the ratio.

Mr. REID: It is a very important point. I am looking at the matter from a practical viewpoint. However, looking at the matter from another angle, the boys will be coming back and attending one of the technical schools; they may stay six months or longer at a technical school, and what is going to happen after they leave there? I will ask Mr. Thompson this question: After those boys leave the technical schools are they competent or is their tuition recognized as making them competent to take a position as journeymen?

Hon. Mr. MITCHELL: You cannot turn out a journeyman in six months.

Mr. REID: Are they going to be hampered when they go to ask for employment? Will the union officials say: Where did you learn your trade, or where do you come from? And if that man says that he came from a certain school, would the union officials say that they did not recognize that school? If that boy is an apprentice there will be no trouble; he is safeguarded if he has served an apprenticeship; but the boy who comes from one of our technical schools, unless he is recognized as a journeyman when he comes out, is going to experience some difficulty.

Mr. NOSEWORTHY: I think one of the functions of the council we are setting up in this connection should be to study vocational needs over the national field. In war time these councils in charge of vocational training are able to determine how many people are needed for a specific apprenticeship in the war services. In peace time there will be need for a national organization that can survey the educational needs from a national viewpoint. There is no point whatever in encouraging a great many of our young people to go into our technical schools to train for a trade that will probably be non-existent by the time they have graduated. The provincial organization cannot do that. The national organization has a knowledge or should have knowledge of the needs of labour in the various trades and in the various fields across the country. I think one of the functions of this council or of some official of the council should be to give some direction and some guidance to the pupils who enter these schools, and to determine how many people shall be trained in a certain province for this or that trade and given certain definite technical training. Unless you have a survey of that sort of thing you are simply going to have people training for jobs that do not exist.

Mr. REID: They are going to have their training and that is all.

Mr. NOSEWORTHY: They will have no opportunity of getting a position.

Mr. THOMPSON: I agree with what Mr. Noseworthy has said. If we are going to train people we have to have some idea of what the demand is for a given type of occupation, but as I see it that is the sort of information we would have to have and should expect to get from the national employment services. They should be in touch with the changing needs of industry, they should be able to keep track of the trends of expansion and contraction in certain occupations and we should be able to go to them and get that information and endeavour to correlate or extend the types of training given in vocational schools according to the need which exists from time to time in industry.

Mr. NOSEWORTHY: Is there likely to be any office in the unemployment branch that will undertake to perform that service? I think that is very important.

Hon. Mr. MITCHELL: When the war is over I hope we will have the employment service so organized and efficient that it will be able to indicate the trend in employment. They have instituted the teletype system between the offices and the national headquarters and all the information regarding vacancies can come in and they know from day to day what the needs of labour are. I think you will find that in the next twelve or eighteen months we will have that office organized to a degree that we did not think possible six months ago.

Mr. NOSEWORTHY: It is in that connection that I think you will need something more than just the reports given to-day. I think you want somebody who can look a few months or a year ahead to determine what industries are likely to expand.

Hon. Mr. MITCHELL: It is pretty hard to look into the future when you see the world situation at the moment.

Mr. NOSEWORTHY: If you want to train young people—

Hon. Mr. MITCHELL: I appreciate all you say will have to be done.

Mr. NOSEWORTHY: It can be done if we have the machinery. If you are going to train young men for life's work you should have some idea whether there is going to be work in that particular field available. In this entire bill we are taking for granted—at least, we are supposing that we are going to win the war. If we do not this bill won't be of any use to any of us.

The CHAIRMAN: Gentlemen, are there any more suggestions or is there anybody wants to say anything further in connection with this recommendation by Mr. Aberhart?

Mr. SHAW: Mr. Chairman, I have no information apart from that contained in the letter, but as I understand this scheme we sign year to year agreements with the provinces. Is that correct?

Mr. THOMPSON: Not necessarily; as I said a minute ago the length of the agreement would depend largely on the type of thing you were going to do. A year to year agreement is practically useless for any worthwhile project.

Mr. SHAW: In one of our recent meetings the suggestion was made that until the bill is passed no sums could be paid to the provinces as a federal contribution. If the agreements last for let us say three years what is the object of a restriction of that type that prevents the payment of the Dominion government's share to the provinces. The province is compelled to carry on under the agreement and meet expenses during this three or four month period between the time legal authorization for payment runs out and the time you will again make grants to the provinces.

Mr. THOMPSON: That is a point I think I mentioned in the committee on several occasions, the need for getting this bill through as soon as possible so we can make payments. Until the bill is through we cannot obviously enter



into agreements based on the bill. Until there is an official agreement we cannot make any payment from Dominion funds to any province. Payment is contingent on there being an agreement. Until there is an agreement you don't know what is the basis of the payment you are going to make.

Mr. SHAW: I understood you to say those agreements existed?

Mr. THOMPSON: No.

Mr. SHAW: Are there no agreements?

Mr. THOMPSON: Not since the end of March.

Mr. SHAW: Possibly that is what this makes reference to, that if you run up to the period of time the agreement terminates there is such uncertainty from that period of time until we do pass this.

Mr. THOMPSON: I have been trying to point that out to the committee, Mr. Chairman.

Mr. SHAW: Of course, I can appreciate the necessity of getting it through in a hurry, but there is a period of uncertainty. That is what I have in mind and I wondered if it would be possible to offset that condition.

Mr. THOMPSON: Mr. Chairman, once the bill goes through then we can enter into an agreement. Once the bill is through then we can draft our agreements, and I hope to be able to draft them for a sufficient length of time so there won't be this stop and go business every twelve months.

Mr. SHAW: I think maybe that is what this makes reference to.

Hon. Mr. MITCHELL: I would say this, too, that I think the province of Alberta has done as good a job under the old act as any province in Canada. I think that is largely because of Mr. McNally, and the interest taken by the province of Alberta. He is an educationist himself. He is an ex-principal of a high school in Calgary, I believe.

The CHAIRMAN: Gentlemen, what shall we do with this, pass on to the next? We pass on then to the Department of Education of Ontario on page 103. It looks to me there, Mr. Thompson, in that second clause of their letter they say that under the Technical Education Act of 1919 for a period of ten years the amount paid to the province of Ontario was \$3,178,000. Then, further down they say that in the period from 1919 to the end of March, 1942—they take twenty-three years in there—and they say we have only paid \$3,178,000. Is that correct or is that a mistake?

Mr. THOMPSON: I don't know what payments they received or what they paid out in the past. That was before my time, and I do not see that it has got anything particularly to do with the present bill.

The CHAIRMAN: It does seem to me on reading this—you see it says that under the terms of the Technical Education Act of 1919 for a period of ten years the amount received was \$3,178,000. Now, he goes on further down and says that in the period from 1919 to the end of March, 1942, they have only received \$3,178,000. I know from our records that they were paid over \$2,000,000 for 1940-41.

Mr. REID: Is it not possible that many years before that they did not take advantage of the government assistance?

The CHAIRMAN: We have it on our records alone that they have received over \$5,000,000, the two of them together, so this does not sound right.

Hon. Mr. MITCHELL: I will tell you where we are getting mixed up. He is speaking of the Technical Education Act which arose out of a Royal Commission that was appointed by Sir Wilfrid Laurier, if I remember rightly. Arising out of that Royal Commission assistance was rendered by the Dominion government to all provinces for the establishment of technical schools in the different provinces

and the grants were based on population. Ontario having the greatest population received the most money. All the provinces have spent their quota with the exception of the province of Manitoba, and I think there is just under a quarter of a million dollars to their credit. That bill stands on its own feet. That was the establishment of technical schools in the various provinces. The other policy is altogether different. It is based on the Youth Training Act.

Mr. THOMPSON: That sum mentioned in the second paragraph is not an advance made for youth training or for war emergency training. It is only under the Technical Education Act.

The CHAIRMAN: Oh, I see. On page 25 I see where we paid during the years 1941-42 \$2,685,746.80 so they received that in those two years, and if, as he says there, for ten years they had received \$3,000,000 up until that time then they must have received \$5,000,000.

Hon. Mr. MITCHELL: He is discussing two different acts there, two different policies, one based on the Technical Education Act of 1919, and the other is based on the policy that was instituted by the late Hon. Mr. Rogers when he was Minister of Labour. I think that was 1936.

The CHAIRMAN: The chief recommendation or suggestion is contained on page 104 in that clause where it says:—

I would like particularly to suggest that the powers contained in section 3 of the Act, of determining and undertaking projects to provide vocational training, should, in particular, be the subject of consultation between the Federal Department of Labour and provincial departments of labour, health, welfare and of education before final decisions are reached.

Have you anything to say with regard to that, Mr. Thompson?

Mr. THOMPSON: I don't quite see just what Dr. McArthur means by that paragraph dealing with projects carried on under section 3. Those refer to the type of project concerned with the war, particularly the war emergency training program. Now, there has been the fullest discussion with representatives of the provincial government on those projects. In fact, the administration of the program in Ontario is under a central committee of which Dr. McArthur is a member and of which Mr. Hipel is the chairman and Mr. Heenan is on it, and the deputy ministers of those departments and our own regional director who is our appointee, and any project started in Ontario, those that we suggest, are taken up by that committee and their views are ascertained and their co-operation secured before it is ever begun, so I do not quite know what he means by suggesting there should be the fullest consultation between our department and the provincial departments of labour, health, welfare and education.

Hon. Mr. MITCHELL: That is a local problem. He is discussing a local problem there.

Mr. THOMPSON: One provincial department does not consult another.

Mr. NOSEWORTHY: I was going to say that I think, Mr. Chairman, that Dr. McArthur there makes that reference in justification of lack of co-operation which was charged against the Ontario department in regard to the Youth Training Plan. The explanation he gives for not having co-operated more fully with the Youth Training Plan was that Ontario schools had already provided the training which the Youth Training Plan proposed. I think he makes that statement in his letter, and I imagine he now wants a post-war program. I do not think he is thinking of the war emergency, but he is suggesting in the post-war program there should be closer co-operation and consultation between the Department of Labour and the Department of Education in Ontario.

Hon. Mr. MITCHELL: In Ontario.

Mr. NOSEWORTHY: With reference to the particular program to be offered in the post-war period in Ontario, and I think he is quite right there. I think there should be an attempt to give Ontario the type of training that the Department of Education agrees is needed in Ontario instead of attempting to give them something that is already being done probably. I think that is the point.

The CHAIRMAN: Any further discussion? It would seem that there are no suggested changes in our Act in the letter from Ontario. We come next to the letter from British Columbia on page 106. He has several suggestions there. The first is that the bill should be amplified to include the rates of allowance, that these are now \$9.00 for single men and \$13.00 for married men, and that these rates are inadequate. That does not go into the bill at all.

Hon. Mr. MITCHELL: You cannot put that in the bill. You cannot tell how money is going to go between now and the end of the war. As a matter of fact, I think it has been increased to \$10.00 and \$14.00.

The CHAIRMAN: It is the Post Discharge Re-establishment Order that has reference to that, the amount of money that is allocated.

Mr. SHAW: Mr. Chairman, did I understand the minister to say it had been increased?

Hon. Mr. MITCHELL: It has been increased.

Mr. FRASER: It will then have to be changed from time to time by an advisory committee.

Hon. Mr. MITCHELL: By agreement; you cannot put the amount in the bill. You cannot tell whether money is going to be inflated or deflated.

Mr. W. S. WOODS: Mr. Chairman, might I say that I met Mr. Perry, the chairman of the British Columbia Rehabilitation Committee, and his committee in British Columbia last month, and they raised the question of the adequacy of these \$9.00 and \$13.00 payments for the training of discharged men. I pointed out to them that the Canadian Legion at its convention in Winnipeg hesitated to suggest any adequate amount and that they merely suggested that the Dominion Council keep in touch with our department as to the adequacy of the rates. They were not prepared to say, for example, that \$9.00 and \$13.00 would provide for food and shelter at the end of the war. I told Mr. Perry that was a matter, so far as the discharged men were concerned, that can be adjusted in the light of conditions at the time of discharge.

Hon. Mr. MITCHELL: By agreement between the two governments.

The CHAIRMAN: The next suggestion is that more than half the population live hundreds of miles from vocational training centres and that we should have regard to the amount of money they should receive on that account. They say that section 3 (d) should be amplified to express its real meaning. Section 3 (d) reads:—

To fit persons for employment for any purpose contributing to the conservation or development of the natural resources of the Crown in the right of the Dominion.

I do not see any change much in that.

Mr. THOMPSON: Mr. Chairman, I do not see that it should be necessary to amplify that any further. I think probably the officials in British Columbia know quite well that the intention is there to carry on the same type of project as we had under the National Forestry program, 1939 and 1940. I do not see how we can amplify it any further without going into detail which might not be of interest.

Mr. SHAW: Mr. Chairman, I would make one observation, that in a country like Canada with the resources that we have I think provision could easily be made for taking care of all returned men. That is their recommendation, that

all returned men be included. Knowing the resources of this country as we do, I do not see why it could not be made to absorb them all under a proper system of development.

Mr. THOMPSON: That is not dealing with section 3 (d).

Mr. REID: May I ask Mr. Thompson if any assistance is given in the seven districts to construct technical schools and provide their equipment or do you just pick out certain centres? I have particularly in mind the suggestion made by Mr. Perry from B.C. when he speaks about distance. I think Vancouver has been particularly chosen and perhaps New Westminster has been considered too, but when you leave those points there are great stretches of distance, and I was wondering if in the interior districts where there would be centres of returned men there is any provision made for giving assistance by way of construction?

Mr. THOMPSON: Mr. Chairman, I thought your question had to do with clause 3 (d)?

The CHAIRMAN: That is what it said, yes.

Mr. THOMPSON: That has no connection with technical schools.

Mr. REID: The chairman has just read a moment ago something coming from Mr. Perry, pointing out the great distances in B.C., didn't you?

The CHAIRMAN: Yes, more than half the population living hundreds of miles from vocational training schools.

Mr. REID: Emanating from that I asked the question if assistance was given the outlying districts to put into effect technical facilities.

The CHAIRMAN: Of course, we have that in the province of Saskatchewan the same way. We are a long distance away. We have to go in a long distance to these technical training schools at Regina and Moose Jaw.

Mr. THOMPSON: I understand the question now. So far as the youth training projects are concerned we leave the location of the centres where the training is to be given entirely to the provincial authorities so long as they can ensure adequate training facilities and an adequate number of trainees to justify carrying on that centre. When it comes to war emergency training we have a little bit more to say there where the centres are to be carried on. We have adopted a policy right from the beginning that it is far better and more economical and more efficient to concentrate your training in a comparatively small number of centres where you can have them thoroughly equipped and adequately staffed and bring in your trainees from the outlying districts rather than try to establish small centres all over the province which you would find it impossible to equip and difficult to staff. It does not mean that the people in the outlying districts are deprived of the opportunity of training because we do pay their transportation and pay them a living allowance, but it is certainly preferable in any sound industrial training program to have a small number of centres and make sure that your training is thorough rather than have just a smattering given them.

The CHAIRMAN: Then, the third suggestion in this letter is with regard to section 3. They say that this section ought to be amplified to provide for post-war training of all returned men. It does seem to me in section 3, clause (b) where we say:—

To fit for any gainful employment former members of His Majesty's Canadian forces,

that that is wide enough to take them all in.

Mr. REID: Mr. Chairman, when anyone speaks about educating or training returned men after the war just what do they mean? What are they going to train them in? A man may want to go fishing. A man may want to go farming.

The CHAIRMAN: I just want to draw your attention to this, that the act that was sent to them in British Columbia did not contain this new clause we have got in there now. That is clause (b) which reads:—

To fit for any gainful employment former members of His Majesty's Canadian forces—

so any returned soldier can be fitted into that.

Mr. THOMPSON: I would think, Mr. Chairman, that the amendment to that clause would clear up those points.

The CHAIRMAN: I think so. I think that amendment we made cleared up this point. Is there anyone else who wishes to talk about that? Their fourth suggestion is:—

Section 4 provides for agreements with the provinces to provide financial assistance and under subsection 2 it is provided that the federal government shall not pay any more than the province may pay towards vocational training. This means a continuation of existing agreements on the fifty-fifty plan, but it really thrusts upon the province making an agreement to pay fifty per cent towards the vocational training of men discharged from the defence forces, if we interpreted paragraph A of section 1 correctly. In other words, the Dominion aid is restricted to fifty per cent for training discharged men.

Mr. THOMPSON: Mr. Chairman, Mr. Perry has misread that section. You will see that the fifty-fifty contribution does not refer to the projects carried on under section 3 at all, but that they are taking the responsibility—

Mr. NOSEWORTHY: Section 3 refers to the returned men.

The CHAIRMAN: Is there anyone else has any suggestion? Then we go on to number 5. The fifth suggestion reads:—

I am further instructed to advise you that it is the opinion of both the Education Department and the Post-War Rehabilitation Council that a section should be incorporated in the bill to provide that the Federal government pay for the training of those coming from other provinces (or other parts of the empire and probably other countries), and that such people should not be a charge on the province making the agreement with the Federal government on vocational training on the fifty-fifty plan.

Mr. REID: They are covering a lot of territory when they say take care of those from other countries.

Mr. ROEBUCK: They become citizens.

Hon. Mr. MITCHELL: I can understand the position of the members from B.C. in view of their experience during the depression when there was a tremendous drift to British Columbia of people from the dried out sections of Saskatchewan, and so on. They still have bitter memories of the difficulties they were confronted with.

Mr. NOSEWORTHY: Doesn't section 3 take care of that where the Dominion assumes full responsibility?

Hon. Mr. MITCHELL: I think we should meet that hurdle when we come to it. You cannot do that in the bill.

The CHAIRMAN: Their last suggestion is with regard to section 7 and it reads as follows:—

I am instructed by the Post-War Rehabilitation Council to suggest to your committee that on line 16, page 3, of the bill the words "and all employees" should be struck out and the following inserted in lieu thereof: "and such representatives of employees as are recommended by organized labour".

The clerk now informs me that is line 10.

Mr. NOSEWORTHY: We had, "representative of employers and of employees".

The CHAIRMAN: It reads:—

There shall be equal numbers of members on the council specially representative of employers and of employees.

and for the words "and all employees" he wants us to insert in place of that "and such representatives of employees as are recommended by organized labour." In other words organized labour are to select these members of the council.

Hon. Mr. MITCHELL: How are you going to define organized labour? The policy generally pursued with this kind of thing is that you consult with representative bodies of workmen, trades congress, the National Catholic Syndicate of Quebec, Canadian Congress of Labour. That is always followed out by the government. By the very nature of things the responsibility rests on the government in the final analysis. I cannot see any other way of appointing these people except consulting with these organizations.

Mr. NOSEWORTHY: Would you accept the substitution of "organized labour" for the word "employees" in that line so that it would read, "specially representative of employers and of organized labour"?

Mr. ROEBUCK: They must represent unorganized labour as well as organized labour, and in the very nature of things only organized labour can provide the representation. They may not be organized as unions but they must be organized in order to be effective in making representations. Individuals cannot do it so as it stands now it answers any objection. It will be organized labour that will furnish the representatives but those representatives must represent all labour.

Mr. NOSEWORTHY: We recognize that fact by the substitution of the words "organized labour" instead of "employees"; we overcome the objection that organized labour might raise.

Mr. ROEBUCK: Representatives of organized labour. This council must represent all employees whether organized or not.

Mr. NOSEWORTHY: Is it not a fact that if you chose a representative of any branch of labour he would in all probability be a representative of that labour organization?

Mr. ROEBUCK: He must be an organized labour man, because no body could be consulted unless it was in some way organized, so that these representatives will undoubtedly come from unions. When they do come here they must not represent unions they must represent employees.

Mr. NOSEWORTHY: Why not recognize that fact by saying "organized labour" instead of using the word "employees"?

Mr. LEGER: I think "employees" means "organized labour" as well.

Mr. McCULLOCH: I think the section is good as it stands.

The CHAIRMAN: If we are agreed on that, there is nothing before us now. One suggestion has been made with regard to the title of the bill; it has been suggested that the title of the bill instead of reading: "An Act to assist in the carrying on and co-ordination of vocational training" should be amended to read: "An act respecting the carrying on and co-ordination".

Mr. ROEBUCK: We certainly discussed that on a previous occasion.

The CHAIRMAN: Will somebody move that a recommendation be made?

Mr. REID: I so move.

The CHAIRMAN: Now, gentlemen, that completes our work. Shall we report the bill?

Mr. THOMPSON: My recollection is that in subsection 1 of section 4 we altered the wording with respect to the word "agreement". The way that reads now we can only enter into an agreement.

Hon. Mr. MITCHELL: No, we discussed that while you were absent and the legal opinion we received was that "agreement" meant any number of agreements.

Mr. ROEBUCK: According to the Interpretation Act it is the same in the singular and plural.

Mr. NOSEWORTHY: There is one point I should like information on, section 13: "The Vocational Educational Act chapter 59 of the Statutes of 1931, is repealed." How will that affect a province like Manitoba?

Hon. Mr. MITCHELL: You are thinking of the Technical Education Act; that is a different Act. This was passed in 1931 and never operated.

The CHAIRMAN: Shall we report the bill?

Carried.

Before we close I wish to thank the members of the committee for their attendance here. I also wish to thank the witnesses and gentlemen from the different departments who have given their time and attention to this committee and have supplied us with information. I wish also to thank the various provincial governments, labour organizations and educational federations for their co-operation and assistance in preparing this bill; and lastly I wish to thank our staff for their diligence and help.

Mr. McCULLOCH: I move that we should especially thank Mr. Thompson for the able manner in which he has assisted the committee.

The committee concluded its hearings.

## APPENDIX A

HOUSE OF COMMONS,  
COMMITTEE BRANCH,  
Ottawa, June 17, 1942.

Sir,—

*Re: Bill No. 64 Vocational Training*

A Special Committee of the House of Commons is presently considering Bill No. 64, An Act respecting the carrying on and co-ordination of Vocational Training.

I am instructed by the Committee to invite any suggestions you may desire to submit with respect to this Bill, and would respectfully request that your suggestions and comments be forwarded before Thursday, June 25, next, so that they may be considered before the Committee reports the Bill to the House.

The Minutes of Proceedings, herein enclosed, will indicate to you the various amendments to the Bill already agreed to by the Committee.

I also enclose a copy of Bill No. 64.

Yours truly,

ANTONIO PLOUFFE,  
*Clerk of the Special Committee  
on Vocational Training.*

CHAMBRE DES COMMUNES,  
DIVISION DES COMITÉS,  
Ottawa, le 17 juin 1942.

Monsieur,—

Un Comité spécial de la Chambre des communes étudie présentement le Bill N° 64, Loi ayant pour objet d'aider à la poursuite et à la coordination de la formation professionnelle.

Je suis chargé de vous informer que le Comité serait heureux de recevoir les suggestions ou commentaires que vous jugeriez à propos de lui soumettre avant qu'il ne rapporte le Bill à la Chambre. Aussi, je vous prierais de bien vouloir nous faire parvenir vos commentaires, s'il y a lieu, d'ici le jeudi 25 juin prochain.

Sous ce pli, je vous envoie un exemplaire du Bill N° 64, ainsi que les procès-verbaux en anglais qui vous indiqueront les modifications envisagées par le Comité jusqu'à présent.

Veillez agréer, monsieur, l'expression de mes sentiments les meilleurs.

*Le secrétaire du Comité de la  
formation professionnell,*  
ANTONIO PLOUFFE.



## APPENDIX B

## REPLIES

## THE CANADIAN CHAMBER OF COMMERCE

THE BOARD OF TRADE BUILDING,  
MONTREAL, 20th June, 1942.

A. PLOUFFE, Esq.,  
Clerk of the Special Committee  
on Vocational Training,  
House of Commons,  
Ottawa, Canada.

Dear Mr. Plouffe:

I appreciate very much receiving your letter of June 17 and the invitation you have extended to the Chamber to comment on Bill No. 64 now before the House Committee. Should our Executive have any observations to make in regard to this Bill, I shall do as you suggest and convey them to you by Thursday, June 25, next.

Yours very truly,

D. L. MORRELL,  
*Secretary.*

## THE CANADIAN CHAMBER OF COMMERCE

THE BOARD OF TRADE BUILDING,  
MONTREAL, 30th June, 1942.

A. PLOUFFE, Esq.,  
Clerk of the Special Committee  
on Vocational Training,  
House of Commons,  
Ottawa, Canada.

Dear Mr. Plouffe:

Further to my letter of June 20, one or two of our Directors have consulted with the Personnel Managers of their organizations and as a result we have no comment to make except to say that the objective set out in Bill No. 64 is certainly worthy of support and it would appear that the Bill is soundly conceived for carrying out its purpose.

Yours very truly,

D. L. MORRELL,  
*Secretary.*

## ONTARIO SECONDARY SCHOOL TEACHERS' FEDERATION

ROOM 406, 30 BLOOR ST. WEST,

TORONTO, ONTARIO,

June 23, 1942.

Mr. ANTONIO PLOUFFE,  
 Clerk of the Special Committee  
 on Vocational Training,  
 House of Commons,  
 Ottawa, Canada.

Dear Sir:

I wish to thank the Special Committee on Vocational Training through you for the opportunity you have extended to our Federation in the matter of Bill Number 64. I am sorry that since our Executive is not meeting before the 25th of June, it will be impossible for us to comply with your request. However, we shall be very glad to be kept in touch with particulars on it, and we wish to assure you that if we can be of any assistance in future in your deliberations, we should appreciate the opportunity very much indeed.

Yours very truly,

S. H. HENRY,  
*Secretary.*

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 QUEEN SQUARE SCHOOL,

CHARLOTTETOWN, P. E. ISLAND,

June 24, 1942.

Mr. ANTONIO PLOUFFE,  
 Clerk of the Committee  
 on Vocational Training,  
 House of Commons, Ottawa.

Dear Sir,—

Mr. J. Reginald Macdonald, General Secretary of the Prince Edward Island Teachers' Federation has handed me your correspondence re "An Act to assist in and carrying on and co-ordination of Vocational Training". I just received this material yesterday and certainly have not had an opportunity to look over it yet. This period of the year is tremendously busy for school teachers and it would be impossible for me to make any suggestions before June 25, which I understand is the date of the second reading.

I trust you will understand fully and appreciate my position.

Yours truly,

J. PIUS CALLAGHAN,  
*(Pres.)*

## APPENDIX C

OTTAWA, June 22, 1942.

Dear Sir,—

The members of the Special Committee of the House of Commons on Vocational Training had the opportunity of visiting the Ottawa Technical School on Wednesday, June 3 last.

At its last meeting, the Committee directed me to express to the Advisory Vocational Committee on the Ottawa Collegiate Institute Board the satisfaction of the members of the Committee who were thus able to acquaint themselves de visu with the splendid work being carried on by the Vocational Training classes.

Your sincerely,

ANTONIO PLOUFFE,  
*Clerk of the Committee on  
Vocational Training.*

Frank G. Patten, Esq.,  
Secretary-Treasurer,  
Ottawa Collegiate Institute Board,  
56 Sparks Street, Ottawa.

OTTAWA, June 22, 1942.

Dear Sir,—

The Special Committee of the House of Commons on Vocational Training directs me to express to you the thanks of its members for the kindness you have shown them in the course of their visit to the Vocational Training classes of the Ottawa Technical School on Wednesday, June 3 last.

They also convey their thanks to the members of the staff concerned.

Yours very truly,

ANTONIO PLOUFFE,  
*Clerk of the Committee on  
Vocational Training.*

W. B. Wallen, Esq.,  
Principal,  
Ottawa Technical School,  
440 Albert Street, Ottawa.

