

REFERENCE PAPERS

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HISTORICAL SUMMARY OF THE NATIONAL SELECTIVE SERVICE CIVILIAN REGULATIONS

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1. Canada's civilian National Selective Service dates from March 23, 1942, when Prime Minister Mackenzie King announced the passing of two orders-in-council designed "to effect the orderly and efficient employment of the men and women of Canada for the varied purposes of war." This marked the beginning of Canada's program to do for the civilian side of the war effort what the National Selective Service Mobilization Regulations were designed to do for the military war effort. The purpose and policy of this wartime mobilization of man and woman power was to direct the maximum productive effort of the country on all fronts - industry, labour, agriculture, as well as in the armed forces.

2. The general responsibility for the direction of civilian manpower (including women) was placed on the minister of labour, while provision was made for a director of National Selective Service to head up the organization responsible for carrying through the program. The principal purposes of the original two orders-in-council were to estimate civilian manpower requirements; restrict the entry of men into certain specified occupations; stabilize employment in agriculture; and co-relate military and civilian manpower problems.

CONTROL OF EMPLOYMENT

3. The first order-in-council, sometimes known as the "Restricted Occupations Order," restricted the entry of male persons between the ages of 17 and 45 into a specified list of occupations or industries, unless the male person had been rejected as physically unfit for military service or discharged from the armed forces. If the man had not been discharged or rejected he was prohibited from entering any of the restricted occupations unless and until he had first obtained a permit from a National Selective Service officer, the official through whom the Regulations were administered. These regulations did not apply to female workers.

4. Along with the Restricted Occupations Order a second set of regulations was made, designed to stabilize employment in agriculture. These were known as the "Stabilization of Employment in Agriculture Regulations." They provided that persons employed in agriculture at March 23, 1942, could not take employment outside of agriculture unless they had first obtained the permission of a National Selective Service officer. Such persons were permitted to move about freely from one agricultural job to another so long as they remained in agriculture.

5. To administer the two sets of Regulations arrangements were made by the minister of labour and the director of National Selective Service to utilize the cross-country chain of offices and the organization set up to administer the Unemployment Insurance Act under the Unemployment Insurance Commission - which included employment and claims offices in all leading cities. Certain of the members of the staff of the Unemployment Insurance Commission were appointed National Selective Service officers and vested with authority to administer the Regulations.
6. Along with the Regulations already mentioned, a third order-in-council was made that dealt exclusively with technical personnel. It provided generally that such persons might not enter employment without permission, and on termination of their employment were to give notice in prescribed form. It further provided for a complete registration of all persons with technical training. The provisions of this order-in-council were administered by the Wartime Bureau of Technical Personnel, and although these regulations were later integrated with National Selective Service Civilian Regulations, this phase of the matter has continued throughout to be administered by this bureau separately and apart from the main Regulations administered by the employment service and unemployment insurance branch of the Department of Labour (that is, the organization of the Unemployment Insurance Commission).
7. To determine the extent of the manpower pool available for civilian employment, a compulsory registration of all unemployed men between the ages of 17 and 69 was undertaken in May, 1942. The terms of the registration required that all unemployed male persons renew their registration every two weeks during any period of unemployment. This registration provided a picture of the available manpower.
8. By a new order-in-council, which became effective on June 17, 1942, and was known as the "Control of Employment Regulations," the Restricted Occupations Order previously referred to was revoked, and a new set of Regulations provided in its place. These new Regulations (which did not in any way affect the Stabilization of Employment in Agriculture Regulations) extended very greatly the area of control over civilian manpower and employment. They provided that every person, male or female, regardless of age, required the permission of a Selective Service officer to seek or enter employment. The general procedure was for employees to obtain their employment and then make application for the necessary permit, at which time the National Selective Service officer, if he saw fit, could refuse the permit and induce the person to take some other employment.
9. The next forward step in the development of the civilian manpower regulations took place on September 1, 1942, when a revised order, known as the "National Selective Service Regulations," came into force. These Regulations revoked the Stabilization of Employment in Agriculture Regulations, as well as those made in June, 1942, and provided a combined and complete code dealing with all civilian employment with the exception of technical personnel.
10. The Regulations of September, 1942, again considerably extended and widened the area of control over all civilian employment. They made it necessary for workers to obtain

permits before seeking or entering employment. They introduced a system of notices of separation for use when an employee was being laid off or dismissed or was terminating his employment: This provision required seven days' notice to be given by either employer or employee in a case of intended separation. Employers were required to report employment vacancies. Advertising for employment or for employees was prohibited except under the control of Selective Service. A labour priority schedule, consisting of four priority classifications, was introduced in order to indicate the relative essentiality of various occupations and industries in reference to the war effort. This provided the groundwork for the effort to move workers from lower to higher classes in the labour priority schedule, that is, to move workers into more essential work. Supplementary allowances were provided for, to assist in making the labour supply mobile: These allowances included transportation to employment and payments to assist workers separated from their families or to compensate where wage differentials interfered with transfers, and became payable on any project or in any case where specific authority for payment was given.

All these Regulations, which applied to both men and women, covered persons who had reached their 16th birthday. No important changes were made in the earlier provisions relating to the stabilization of employment in agriculture.

11. In October, 1942, it was considered advisable to stop the flow of manpower going to employment outside Canada. Regulations were accordingly made to prohibit persons over 16 years of age from leaving Canada with the intention of seeking or entering employment outside Canada, unless they had first obtained a labour exit permit from a Selective Service officer. Some exceptions were provided to take care of persons whose work required them, in the normal course, to remain outside of Canada on business, or those entering the employ of any government abroad. The Regulations, which have been rigidly administered, have stopped a source of loss of manpower to employment in other countries.
12. With the concurrence of the Unemployment Insurance Commission, by an order-in-council dated September 4, 1942, the organization of the commission was made part of the Department of Labour, under the title of the Employment Service and Unemployment Insurance Branch of the department. The change was made mainly for the purpose of administering Selective Service. At this time there also took place a great expansion of the personnel, and regional and local offices of the Branch, in order to deal more effectively with the increased work involved in administering the greatly extended Regulations.
13. The next change in the Regulations, and the last major change, was made in January, 1943, when all Regulations previously made that dealt with employment, including agricultural employment, technical personnel and labour exit permits, were consolidated into one set of Regulations which became known as "The National Selective Service Civilian Regulations". Minor changes were made, but substantially they remained the same as those introduced in September, 1942.
14. It may be noted in dealing with this consolidation of the Regulations in January, 1943, that the foundation was laid for a

greater degree of compulsion in directing men to specified employment -- a point to which more specific reference will be made later. Under the amended Regulations, persons 65 and over were not further covered.

- 15.- Throughout the entire term of the civilian Selective Service Regulations, certain persons or groups of workers, while following certain specified callings, have been exempted from control. These have included employees of provincial governments; persons employed in agriculture, fishing, fish processing, hunting or trapping; ministers, priests or other clergymen; nurses while employed as such; domestic servants while employed in a private home and school students working after school hours and on Saturdays and holidays. It will be noted, of course, that these persons, at such time as they might change the nature of their occupation or employment, would become subject in all respects to the Regulations.
16. In connection with the seven-day notice of separation introduced in September, 1942, as carried over into the consolidation of January, 1943, a number of exceptions were provided to take care of special cases. As an illustration it might be noted that in the case of persons employed in the building construction industry or persons working for less than one month, termination of employment could take place immediately, simply by giving a notice in prescribed form. From January 1943, if the notice of separation provisions were contrary to any practice established by a collective labour agreement in force prior to September, 1942, the provisions of the collective labour agreement would prevail.
17. An amendment made in June, 1943, affecting school teachers, provided that they could not enter employment outside of school teaching (other than during vacation periods) without a permit from a Selective Service officer. Generally speaking, such permits are rarely granted. This was designed to do for schools what earlier provisions had done for agriculture, that is, to stabilize school teachers in their employment and to retain in school teaching those who, by training and experience, were fitted to render national service in that work.

COMPULSORY EMPLOYMENT

18. Reference has already been made to provisions that laid the foundation for compulsory directions to employment -- a feature of the Regulations which has developed gradually from September, 1942, until the present date. Originally the only persons who could be compulsorily directed to employment by a National Selective Service officer were unemployed persons or persons not gainfully occupied. This provision has existed since September, 1942. The Regulations made in January, 1943, laid the foundation for the Compulsory Employment Transfer Orders -- the first of which was made by the minister of labour in April, 1943. The procedure established was for the minister to make an order that male persons within the age group callable for military service could not continue in any of the list of occupations or industries set forth in the minister's order, unless they obtained a special permit from a National Selective Service officer. It was further provided that on application for the necessary special permit or at any date thereafter, the Selective Service officer might direct the man to employment with a higher priority. From time to time further orders were made by the minister that widened and extended the list of

occupations and industries from which men might be directed to more essential employment. A change was made in the age group subject to the orders by abolishing the reference to the age classes subject to military service, so that thus, later, the compulsory employment transfer orders were made to apply to all men who had passed their 16th birthday and who had not passed their 41st birthday.

19. The next extension of the compulsory provisions of the Regulations came in May, 1943, when a special order was made to deal with the coal mining situation. This provided that men with certain specified periods of coal mining experience or certification must be directed to coal mining employment, unless they were found physically unfit, regardless of their occupation at that time. A further Regulation was made to provide for the compulsory direction to employment of any male person between 16 and 65 to fuelwood cutting, fishing, fish processing and coal mining. This provision, it will be noted, is very wide with respect to the group who may be directed. The latest compulsory feature of the Regulations deals with male persons examined and rejected as physically unfit for military service. These persons may be directed to any high priority employment by a Selective Service officer.

20. In order to ensure that hardship would not be suffered by persons compulsorily directed to employment, the Regulations provided a right to reinstatement in their original employment on the completion of the work to which these men were directed. This placed the directed civilian worker on the same footing as a man undergoing active military service, in respect to reinstatement in former employment, and for this purpose the provisions of the Reinstatement in Civil Employment Act, 1942, were made applicable. It may also be noted that this right of reinstatement was available to all persons compulsorily directed to employment under any of the additional compulsory features of the Regulations, which will be noted immediately.

21. In all compulsory directions to employment, special safeguards were set up to ensure that the new employment would be suitable to the health, experience, family and financial obligations of the male employee concerned. As already indicated a right of reinstatement was provided. As will be indicated later, a right of appeal from such directions was provided. Special procedures were established in order to determine the worker's physical fitness for the proposed employment. All these and many other means were taken to minimize the hardships which might ordinarily be expected to result from these compulsory features of the Regulations.

22. It will be seen that there has been a gradual widening of the compulsory features of the Regulations from that limited to unemployed men, until it reached a large group of men employed in various occupations. It is noteworthy that these compulsory directions were resorted to only when the available supply of manpower for high priority industry, offering voluntarily, had been exhausted, and it had become necessary to take employed men from certain non-essential or low priority occupations and place them in employment of higher priority.

23. Amendments to the Civilian Regulations, effective from March 20, 1945, make the following modifications in the provisions as then in force:
- (a) The seven days' notice of separation requirement is to be subject to these qualifications --
 - (i) notice is to be waived where a break in operations is brought about by a power shortage;
 - (ii) Selective Service Officers may shorten the seven days if a temporary lay-off appears necessary through circumstances beyond the control of the employer;
 - (iii) instead of the employer having the right to make temporary lay-offs without notice to a maximum of 14 days in a six-month period, the employer will be required to apply to a Selective Service Officer on each occasion for a reduction of the seven-day rule. Before ruling the Selective Service Officer will be required to consult with the union where the employment is covered by a collective labour agreement.
 - (iv) Where an employee is laid off for a temporary period, and is not to be taken back by the employer (that is, is later to be laid off permanently) the employer must pay him six days' wages or salary in lieu of notice.
 - (b) In high priority industries, where male employees have been "frozen", local Selective Service Officers will have authority to remove the "freeze", but the employer's labour priority will remain unchanged by local action.
 - (c) Every employee, whether a trade union member or not, will be entitled to have his case reviewed under the terms of any collective labour agreement in force on the job: Previously, only union members were so dealt with, while non-members' cases went before a Selective Service Officer.
 - (d) Any person in employment contrary to the provisions of Selective Service, will now be regarded as "unemployed" for the purpose of the Regulations, and may be directed to essential work.
 - (e) The penalty for non-compliance with a direction of a Selective Service Officer to a man to accept work, was previously that the man might be sent to an Alternative Service Work Camp. While direction to such a camp remains as a penalty, lesser penalties of fine or imprisonment are added as options in these cases.
 - (f) Selective Service Officers are given authority to direct any male person, 16 to 65 years of age, whether already employed or unemployed, to a job in agriculture.
 - (g) In connection with labour transfers, the Minister of Labour is given authority to authorize the payment of workers' transportation and the removal expenses of workers' families, in such areas and during such periods as he may approve.

- (h) As some employers have failed to fully pay in connection with the employment of conscientious objectors, summary means of requiring payment through court action were provided.

The announcement of these amendments to the Regulations stated that in part they were designed to overcome operating difficulties which had come to light, while in part also they were to make the Regulations more flexible in order to meet changing employment conditions, and conditions anticipated at the close of European hostilities.

RESTRICTIONS ON SEPARATION FROM EMPLOYMENT

24. All the provisions for getting men into employment were not totally effective without a companion provision to make it difficult or impossible for men to leave high priority employment. Consequently in September, 1943, an amendment was made to the Regulations to provide that men employed in "designated industries" coming within the two highest priority ratings could not terminate their employment or cease to perform their duties without first obtaining the permission of a National Selective Service officer. In ordinary practice such permission was refused unless special circumstances existed. This provision is sometimes known as the "freeze in employment" and, as indicated by the use of the word "freeze", was intended to slow down the turnover of labour in the most essential industries. These provisions do not apply to women employed in the "designated establishments," who may terminate their employment in the "designated establishments" by giving the customary seven days' notice of separation.

AGRICULTURAL EMPLOYMENT

25. Since the beginning of the war the agricultural population had been steadily draining away into the armed forces and into war industries which offered high remuneration. This was a serious matter in view of the urgency of keeping up the supply of foodstuffs. Approximately 400,000 men and 100,000 women had already left the farms before March 23, 1942, when Selective Service was established. As already mentioned, special provisions for stabilizing agriculture formed an important part of the original National Selective Service Regulations when introduced in March, 1942.
26. At the beginning of the war farm workers had been accorded the same treatment as any one else in regard to postponement for military training. In the spring of 1941 a degree of stabilization was achieved when mobilization boards were asked to grant postponements to farm workers if such postponements were considered necessary to maintain farm production. In the spring of 1942 an order-in-council was made that amended the National Selective Service Mobilization Regulations by including a provision which gave special consideration to the postponement of essential farm workers, although they might continue to enlist as volunteers where they chose to do so. These amendments also provided that postponements were to be given "until further notice," whereas definite time limits were placed on postponements given to workers in other occupations. In March, 1944, an order-in-council was passed to provide that farm postponements would not be granted to persons who were not engaged in farm work at March, 1942.
27. In June, 1942, when the Regulations made it illegal for any man or woman to take a job without the permit of a Selective Service officer, workers taking jobs in agriculture were exempted. Farmers were obliged to remain in agriculture, except under special conditions. For instance, leeway was allowed to accept essential non-farm employment in the off-season: In fact, positive encouragement in this regard has been given. Under the revision of January 19, 1943, farmers might then accept seasonal employment outside an urban municipality for not more than 60 days in any year, but only

when such employment would not interfere with agricultural production. For employment of more than 60 days in a year, or if they wished to take employment in an urban municipality, a permit from a Selective Service officer became necessary for any worker from agriculture.

28. During the autumn of 1942 the first large-scale campaign to enlist farmers for off-season work in other essential industries was launched. Permission to allow men from farms to enter mining and logging employment was granted, but an expiry date ensured their return to agriculture in time for spring work: Those abiding by the Regulations continued on postponement of military training, if already postponed. Even as early as 1941, joint action under agreement was taken by the federal government and some provinces to ensure the availability of workers for agriculture.
29. In the spring of 1943 farm labour agreements were entered into by the federal government with all the provinces. Supplementary to this federal-farm labour program, extensive plans were made by Selective Service to recruit and place help on the farms in each province, especially to endeavor to provide sources of labour not usually available for this industry. The minister of labour was authorized to use prisoners-of-war and conscientious objectors on the farms. Arrangements were made between the Department of Labour and the Department of National Defence to assign soldiers to temporary farm duty during the harvest, and members of the armed forces were given compassionate leave to return to their own or relatives' farms. Long distance movements of farmers and others for harvesting have been a regular feature of farm labour recruitment for harvesting since 1942. Thus men have been moved from Ontario and Quebec to the Prairies, from Saskatchewan to Ontario and women from the Prairies to British Columbia -- with the moves made to dovetail harvesting in various areas.
30. As already noted, in April, 1943, the minister of labour announced the first Compulsory Employment (Transfer) Order. It was carefully provided that those with previous farming experience should be directed from other employment to work on farms, if at all suitable.
31. In order to control the movement of manpower from food production farms to tobacco farms in Ontario, an amendment to the Regulations was made on August 6, 1943, that provided that no male person between the ages of 16 and 65 might enter employment on a flue-cured tobacco farm between July 16 and October 15 in any year without a permit from a Selective Service officer. In 1944 the administration of this provision was greatly extended and strengthened by the establishment of additional Employment and Selective Service offices in the areas of Ontario affected.

FARM WORKERS FOR OTHER INDUSTRIES

32. Reference has been made to the fact that in the autumn of 1942 a campaign was conducted to obtain men from the farms for the winter to engage in other essential industries. Similar campaigns have been staged in subsequent autumns. The number of men from the farms obtained each year has been estimated to run well over the 100,000 mark. However, areas where dairying and stock farming prevail have been omitted from the canvas, and all precautions

possible have been taken to avoid removing men from winter agricultural employment where a decrease in farm production might be caused by their absence. Logging and pulpwood cutting have benefited heavily from the winter services of farmers, as have also coal and metal mining, heavy steel, meat packing, grain handling, food processing and other essential employments beset with labour shortages. Farm workers on postponement of military training have carried their postponement with them, so long as they observed Selective Service requirements in regard to permits, engaged at approved essential work and returned to agriculture as needed in the late winter or spring.

MEAT PACKING

33. In 1943, because of a shortage of feeds, some farmers found it necessary to slaughter many of their cattle to an extent that the meat packing houses became congested. The shortage of manpower, already serious, became acute during the late summer. In October the director of National Selective Service announced that the military call-up of men in the meat packing industry was postponed. The industry had lost 21 1/2% of its manpower to the armed forces up to that time, and the prospects were that during the period from October, 1943, to January, 1944, the processing turnover would reach an all-time high record. In May, 1944, the situation was again critical, and the question of meat packing once more came to the fore. Mobilization boards were asked not to call up packing house employees for military training, and the Department of National Defence agreed to give leave to men who could be spared from the army for this essential work.

FISHERIES

34. As already mentioned, in July, 1943, in order to maintain a normal supply of fish, both fresh and canned, the regulations were amended to authorize Selective Service officers to order men to work at fishing and fish processing.

COAL MINING

35. In May, 1943, a proclamation was issued that declared a national emergency to exist in regard to coal supply. Earlier efforts made by National Selective Service, both in regard to the recruiting of experienced coal mine workers and inexperienced labour, and in regard to the return from the armed services of experienced coal mine workers, had not maintained working forces at the level required to produce the tonnage necessary for Canada at war. Therefore, when the emergency proclamation was issued, new regulations were adopted to build up working staffs of the coal mines: These were additional to the previous authority to direct anyone who was at the moment out of work to the coal mining industry. The new regulations placed the onus on every employer other than coal miners regardless of his industry:

(a) to notify his employees of the regulations and to assist in discovering among his employees any who had previous experience as coal mine workers;

(b) To report on any coal mine workers in his employ.

For this purpose a "coal mine worker" is described as anyone who, since January 1, 1935, has worked under provincial certificate

or license in or around a coal mine, or who since the same date has been employed for a total of at least 24 months in the production of coal (except at office work). Coal mine workers, working at other than coal mining, were required to disclose their previous experience to their present employers.

Selective Service officers were authorized to require former coal mine workers to report for interview and to accept work at a coal mine. Also, Selective Service officers might require any man in any employment subject to Mobilization Regulations but rejected for military training to accept employment at a coal mine. No coal mine operator may terminate the services of any coal mine worker without the permission of Selective Service, nor may any coal mine worker leave employment at a coal mine without similar permission. Present and future coal mine workers are guaranteed postponement of military training to a future date which has been renewed from time to time; and it was announced that no coal mine worker would be accepted for voluntary enlistment in the armed forces.

It was declared illegal for any employer (except a coal mine operator) to solicit for employment or hire any ex-coal mine worker. Regardless of any federal or provincial law, male persons at least 16 years old, and female persons at least 18 years old, were declared eligible for employment as surface coal mine workers. War emergency training classes were made available for training men for coal mining. Ex-coal miners returning to the industry were promised certain financial compensations, including a board allowance and a guarantee of minimum working time.

METAL MINING

36. On October 21, 1942, the minister of labour announced that special consideration would be given to requests for postponement of military service for men engaged in base metal mines and in iron and steel foundries. Special efforts were made to retain men in these industries. In Ontario, as the labour shortage became more serious, men were transferred on a voluntary basis from gold mining, and women were recruited for work in nickel and steel plants. The employment of women required the authorization of orders-in-council under the War Measures Act, since the Ontario Mining Act does not permit women to be employed in or about mines except in a technical, clerical or domestic capacity. Regulations issued under these orders set forth the occupations at which women may be employed and their conditions of work, with steps being taken, in cooperation with the provincial government, to safeguard the welfare of any female employees of the mines.

LONGSHOREMEN AND SEAMEN

37. In order to ensure the regular despatch of the heavy volume of war materials on their way overseas, two orders-in-council were made in July, 1943, with the purpose of stabilizing the employment of longshoremen in eastern Canadian ports. One order compelled the men to remain in their jobs, and the other established a mobile labour pool for use in emergencies. At the close of navigation on the Great Lakes in 1943 special arrangements were made to control the lay-off of navigation workers in order to make certain that they would be available to return to their work at the opening of navigation the next spring. Similar arrangements were made in 1944.

RECRUITMENT OF WOMEN WORKERS

38. It will be observed that apart from women being required to observe standard Selective Service procedures in respect of permits to seek and accept employment and in regard to notice of separation, the employment of women has been conducted almost entirely on a voluntary basis. At the time that Selective Service regulations were first adopted in March, 1942, it was recognized that the main reservoir of human power then remaining was made up of woman power. In view of this fact a women's division, under a woman as an associate director of National Selective Service, was one of the first operating divisions of Selective Service to be established. Under the direction of the women's division, numerous voluntary campaigns have been conducted to recruit women for full-time and part-time employment in manufacturing, for hospitals and for a large number of other occupations. All campaigns have been related to other simultaneous endeavors of National Selective Service, and their total effect has been to add very substantially to the numbers of women engaged in gainful occupation, more especially in high priority industries. The general result has been that from the beginning of the war the number of women gainfully occupied has shown an increase of about 400,000 -- to a total of more than 1,000,000.

RIGHT OF APPEAL

39. From the beginning of the National Selective Service Civilian Regulations a right of appeal from any decision, order, direction or ruling made by National Selective Service officers has existed. Originally the appeal lay to the divisional mobilization board. It was recognized, however, that these boards were extremely busy in dealing with mobilization matters, so that in September, 1942, a change was made to have all appeals taken to the courts of referees established under the Unemployment Insurance Act. The number of appeals has gradually increased as more of the compulsory features of the Regulations have been invoked. This has resulted in an increase in the number of courts of referees. The March, 1945, amendments to the Civilian Regulations made changes in the appeal procedure. The amendments removed any existing doubt as to the jurisdiction of the Courts of Referees to hear any type of appeal arising under the Regulations. Also, previously no second appeal was provided for, but a re-hearing of a case may now be allowed, where, for example, additional facts are disclosed shortly after the court has reached its first decision.

CO-ORDINATION WITH THE MOBILIZATION DIVISION

40. In administering the National Selective Service Civilian Regulations several measures have been taken to co-ordinate the work of civilian Selective Service and that of the military call-up. These measures have been chiefly to ensure that Employment and Selective Service offices, when issuing permits for employment, check the applicant's status with relation to the Mobilization Regulations. This has resulted in reports being made to the Mobilization authorities covering persons who had temporarily escaped their notice. In this same connection it is of interest to note that the military call-up, originally administered by the Department of National War Services, was transferred to the Department of Labour in December, 1942; the name of the Regulations under which the call-up operates was changed to the National Selective Service Mobilization Regulations. The Regulations, like the civilian, have been administered under the director of National Selective Service, since the date referred to, but by a separate field organization.

LAY-OFFS

41. Just as plans have been made to get men and women into essential war production and to retain them in such employment, likewise plans have been made for the reverse movement when their services are no longer required in the production of munitions of war. Procedures have been established to cover lay-offs to ensure that they will be conducted in an orderly fashion and to ensure further, with respect to men, that the first to be released will be those who are eligible and physically fit for call under Mobilization Regulations.

ADVISORY BOARDS AND COMMITTEES

42. Throughout the administration of the Regulations the minister of labour has had the assistance of a National Selective Service Advisory Board, and later of five regional boards (at Moncton, Montreal, Toronto, Winnipeg and Vancouver) set up in each region of the unemployment insurance administration. In addition the local, regional and national employment advisory committees, established under the Unemployment Insurance Act, have contributed much to the handling of labour supply problems. All of these advisory boards are made up of representative citizens representing labour, employers and the public generally, all of whom give of their time without remuneration and thus help to maintain a democratic spirit in Canada's total mobilization for National Selective Service.