



Canada. Parl. H. of C. Standing  
Comm. on Industrial  
Relations, 1953/54.  
Minutes of  
proceedings and  
evidence.

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HOUSE OF COMMONS

First Session—Twenty-second Parliament  
1953-54

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STANDING COMMITTEE

ON

**INDUSTRIAL RELATIONS**

*Chairman:* G. E. NIXON, Esq.

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MINUTES OF PROCEEDINGS AND EVIDENCE

No. 1

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**BILL No. 326**

An Act to amend the Vocational Training Co-ordination Act.

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TUESDAY, MARCH 23, 1954.

WEDNESDAY, MARCH 31, 1954.

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Statements by Honourable Milton F. Gregg, Minister of Labour

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WITNESSES

Mr. A. W. Crawford, Director, Canadian Vocational Training;  
Mr. Ian Campbell, National Co-ordinator, Civilian Rehabilitation,  
Department of Labour.

STANDING COMMITTEE  
ON  
INDUSTRIAL RELATIONS

*Chairman:* G. E. Nixon, Esq.,

*Vice-Chairman:* Fernand Viau, Esq.,  
and Messrs,

Bell	Fairclough, Mrs.	Lusby
Brown ( <i>Brantford</i> )	Fraser ( <i>St. John's East</i> )	MacEachen
Brown ( <i>Essex West</i> )	Gauthier ( <i>Nickel Belt</i> )	MacInnis
Byrne	Gauthier ( <i>Lake St. John</i> )	Murphy ( <i>Westmorland</i> )
Cauchon	Gillis	Pouliot
Churchill	Hahn	Ross
Cloutier	Hamilton	Rouleau
Croll	Hardie	Simmons
Deschatelets	Hees	Starr
Dufresne	Holowach	Studer
Eudes	Knowles	Vincent

(Quorum 10)

ANTONIO PLOUFFE,  
*Clerk of the Committee.*

## ORDERS OF REFERENCE

HOUSE OF COMMONS,

WEDNESDAY, December 16, 1953.

Resolved,—That the following Members do compose the Standing Committee on Industrial Relations:

Messrs.

Brown ( <i>Brantford</i> ),	Gauthier ( <i>Nickel Belt</i> ),	
Brown ( <i>Essex West</i> ),	Gauthier ( <i>Lake St. John</i> )	Michener,
Byrne,	Gillis,	Murphy ( <i>Westmorland</i> ),
Cauchon,	Hahn,	Nixon,
Churchill,	Hamilton,	Pouliot,
Cloutier,	Hardie,	Ross,
Côté ( <i>Verdun</i> ),	Hees,	Rouleau,
Croll,	Holowach,	Simmons,
Deschatelets,	Knowles,	Starr,
Dufresne,	Lusby,	Studer,
Fairclough (Mrs.),	MacEachen,	Viau,
Fraser ( <i>St. John's East</i> ),	MacInnis,	Vincent—35.

(Quorum 10)

*Ordered*,—That the Standing Committee on Industrial Relations be empowered to examine and inquire into all such matters and things as may be referred to them by the House; and to report from time to time their observations and opinions thereon, with power to send for persons, papers and records.

TUESDAY, March 16, 1954.

*Ordered*,—That the following Bill be referred to the said Committee:  
Bill No. 326, An Act to amend the Vocational Training Co-ordination Act.

TUESDAY, March 23, 1954.

*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 permission to sit while the House is sitting.

TUESDAY, March 23, 1954.

*Ordered*,—That the name of Mr. Bell be substituted for that of Mr. Michener; and

That the name of Mr. Eudes be substituted for that of Mr. Cote (*Verdun*) on the said Committee.

*Attest.*

WEDNESDAY, March 31, 1954.

*Ordered*,—That the name of Mr. Small be substituted for that of Mr. Hees on the said Committee.

*Attest.*

LEON J. RAYMOND,  
Clerk of the House.

## REPORTS TO HOUSE

TUESDAY, March 23, 1954.

The Standing Committee on Industrial Relations begs leave to present the following as its

### FIRST REPORT

Your Committee recommends:

1. 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.

2. That it be given permission to sit while the House is sitting.

All of which is respectfully submitted.

G. E. NIXON,  
*Chairman.*

The Standing Committee on Industrial Relations begs leave to present the following as its

### SECOND REPORT

Your Committee has considered Bill No. 326, An Act to amend the Vocational Training Co-ordination Act, and has agreed to report it without amendment.

A copy of the evidence adduced in respect of the said Bill is now tabled.

All of which is respectfully submitted.

FERNAND VIAU,  
*(Vice-Chairman)*

for G. E. NIXON,  
*Chairman.*



## MINUTES OF PROCEEDINGS

TUESDAY, March 23, 1954.

(1)

The Standing Committee on Industrial Relations held an organization meeting this day at eleven o'clock. Mr. G. E. Nixon, Chairman, presided.

*Present:* Messrs. Brown (*Brantford*), Byrne, Churchill, Cloutier, Deschatelets, Gauthier (*Nickel Belt*), Gauthier (*Lake St. John*), Gillis, Hahn, Hamilton, Hardie, Holowach, Lusby, MacInnis, Nixon, Pouliot, Simmons, Starr, and Viau.—(19)

*In attendance:* Honourable Milton F. Gregg, Minister of Labour; A. H. Brown, Deputy Minister, and A. W. Crawford, Director, Canadian Vocational Training; Ian Campbell, National Co-ordinator of Civilian Rehabilitation, Department of Labour.

The Clerk read the Orders of Reference dated December 16, 1953, and March 16, 1954.

On motion of Mr. Simmons,

*Resolved*,—That Mr. Viau be elected Vice-Chairman.

On motion of Mr. Hahn,

*Resolved*,—That permission be sought to print from day to day 500 copies in English and 200 copies in French of the Committee's Minutes of Proceedings and Evidence.

On motion of Mr. Gauthier (*Nickel Belt*),

*Resolved*,—That leave be asked to sit while the House is sitting.

Having concluded its routine business, it was agreed, after discussion, to defer consideration of Bill No. 326.

The Minister of Labour referred briefly to the amendments to the existing Act as contemplated by Bill No. 326.

It was further agreed that copies of statements be prepared by the Director of Canadian Vocational Training and by the National Co-ordinator of Civilian Rehabilitation, respectively, as well as of the annual report on Vocational Training (included in the Department of Labour Annual Report), and forwarded to the Clerk for distribution to the members.

At 11.35 a.m., the Committee adjourned to the call of the Chair.

WEDNESDAY, March 31, 1954.

(2)

The Standing Committee on Industrial Relations met at 3.30 o'clock p.m. this day. Mr. George E. Nixon, Chairman, presided.

*Members present:* Messrs. Bell, Brown (*Essex West*), Byrne, Cauchon, Cloutier, Croll, Deschatelets, Eudes, Mrs. Fairclough, Messrs. Hahn, Hamilton, Knowles, Lusby, MacEachen, MacInnis, Nixon, Simmons, Small, Starr, Studer, and Viau (21).

*In attendance:* Honourable Milton F. Gregg, Minister of Labour; Mr. A. H. Brown, Deputy Minister; Mr. A. W. Crawford, Director, Canadian Vocational Training and Mr. Ian Campbell, National Co-ordinator of Civilian Rehabilitation, Department of Labour, Ottawa.

The Chairman announced that Mr. Small had replaced Mr. Hees on the Committee.

As decided at the organization meeting, the Chairman also announced that copies of the following memoranda were received by the Clerk and distributed in advance. On motion of Mr. Viau they were taken as read and ordered printed as appendices, (*see this day's evidence*), namely:

APPENDIX A—Federal Aid to Vocational Training by Mr. A. W. Crawford.

APPENDIX B—Civilian Rehabilitation by Mr. Ian Campbell.

A memorandum on the proposed amendments to Bill 326, prepared by Mr. A. W. Crawford, had also been distributed.

The Committee proceeded to consider Bill 326, An Act to amend the Vocational Training Co-ordination Act.

Mr. A. W. Crawford was called and examined.

Mr. Ian Campbell was also called. He made a further explanatory statement and was questioned.

The Minister of Labour answered questions on the purpose of vocational training as well as on the Bill.

After a general discussion, the Committee proceeded to consider the said Bill clause by clause.

Clause 1—Minister may undertake projects.

Clause 2—Percentage of cost.

Clause 3—Chairman and Members of Council.

Travelling expenses and per diem allowance.

Clause 4—Officers, clerks and employees.

Clause 5—Annual Report.

Clauses 1, 2, 3, 4 and 5 were severally carried.

The Title of the Bill was adopted and on motion of Mr. Croll,  
*Ordered*,—That the Chairman report the Bill without amendment.

The witnesses were retired.

The Chairman thanked the minister and his officials for their assistance and the members for their co-operation.

At 5.35 o'clock p.m., the Committee adjourned to the call of the Chair.

ANTONIO PLOUFFE,  
*Clerk of the Committee.*

## ORGANIZATION MEETING

MARCH 23, 1954

(After Routine Proceedings)

The CHAIRMAN: We are now ready to proceed with consideration of Bill 326.

Mr. CHURCHILL: Mr. Chairman, I understand that it is the normal procedure to hold a meeting such as this for organizational purposes to get the committee established. However, committees do not usually proceed immediately with the consideration of the bill placed before them at a meeting such as this. Mrs. Fairclough has had a great interest in industrial relations for many years, but she is unavoidably out of town today and I had hoped that you would not want to press the point this morning. We did not have much notice of the meeting of this committee, and there are three of the other members from our party who are away at the present time.

Mr. GAUTHIER (*Nickel Belt*): It is unfortunate that these members are away. If we do not go on, maybe tomorrow three other members will be away.

Mr. CHURCHILL: Members of committees are usually advised that the committee will be set up and so on, so that they can adjust their own arrangements accordingly. What advance notice was there that this meeting was going to be held today?

The CHAIRMAN: The difficulty is that starting next week several more committees will be sitting. Of course, I am in the hands of the committee, and it is whatever the committee wishes.

Mr. MACINNIS: It seems to me that if we are going to give consideration to this bill in this committee—and so far as I can see there are merely verbal changes in the sections and we will have pretty much the same bill as we had before, enlarged and improved to meet the situation—I think the committee could go ahead this morning. However, if we are going to have an investigation into vocational training generally, we should perhaps set up an agenda committee and decide what witnesses we are going to call and anything else in connection with that. If it is just the mere consideration of this bill, as I see it before me, I cannot see any reason for holding it over. It is quite simple.

Mr. GILLIS: That is my reaction to it; it is too simple. I think it might not be a bad idea if the Minister of Labour could tell the committee briefly if it is the intention of his department at this time to have a thorough examination into the field of vocational training. I personally think it is necessary, and I think that at least we should call in the directors of vocational training for the different provinces to come before this committee and tell us exactly what the situation is in their provinces. I am sure that is necessary as far as the maritimes are concerned, because while there have been mechanics for vocational training set up and there is some work being done in the provinces, I can see a situation developing that will call for a lot of retraining and maybe a lot of schools, and I am positive that the method of financing is going to make it impossible for the provinces east of Quebec to take advantage of the machinery that you now have. I believe a look at that full feature should be taken, and it is an opportune time to do it before the situation gets worse. I would like the minister to tell us

if it is in order, or if it is his intention to take a look at the provinces and find out whether the amendments now proposed are adequate to meet the developing situation in that vocational training field.

The CHAIRMAN: Would it be in order at this time to ask the minister to make a statement?

Agreed.

Hon. Mr. GREGG: Mr. Chairman and gentlemen, I did not come to make a formal statement. I came merely to be here at the first meeting of this committee because I had two or three reasons for doing so. In the first place, I will agree at once that this little bill—as I stated in the House—is not in itself anything to require a lot of study if it is just a case of saying “Yes” or “No” to the sections in the bill. But I recall, for instance, last session in the rush of events in the spring, when my estimates came before the House, they went through like that, and there was not an opportunity for members of this committee or anyone else to get any information or to make useful suggestions about such things as vocational training, which I consider—and I know you consider—very important. Consequently, in directing that the bill be referred to this committee, I was impelled by two or three motives. One is that I want this committee to keep going, because one of these days there are going to be things more important than this bill that we will want to discuss in it. Another is, as I said in the House, that I am quite prepared, if you have the time, to ask my officials if they would make available any information on vocational training that you might want. I, in turn, as Minister of Labour, would be able to receive from this committee, whether it is in the form of resolutions or minutes of your opinions, any views whereby we might be able to improve the administration of vocational training. I do not think I need go quite so far as Mr. Gillis. I do not think that at the first hearing we should demand that the provinces send their own fulltime and fullpaid directors of vocational training to appear before this committee. I may be wrong in that, but having said that, I think, Mr. Gillis, that it would be possible for our director, Mr. Crawford, who is present this morning, to provide all the information that you would want, because he has just been down in the maritime provinces and he knows the other provinces very well, too; and if there should be any information that he cannot give, he will be able to get it. I think we would run into something rather sensitive if, for instance, in my own province of New Brunswick, we asked the director of vocational training to come up and said that we were going to tell him how the government of New Brunswick should establish vocational training.

Mr. GILLIS: What I had in mind was that he was going to tell you.

Hon. Mr. GREGG: I am afraid that there would be suspicion on somebody's part. But, outside of that, I would be prepared, if you want me to do so, to ask my officials, if they can spare the time—and I know that you gentlemen are also busy—to provide you with the information that might bear on vocational training in general, and rehabilitation in particular. In moving that this bill come before the committee, I wanted the committee during these early stages to have an opportunity to look into the technique by which this program for the rehabilitation of disabled persons is being undertaken, so that you might make suggestions for the improvement of that. In turn, you might have a chance to become more familiar, through the co-ordinator, Mr. Ian Campbell, who is present this morning, with what has been accomplished so far in co-operation with the provinces and the social agencies.

Then, Mr. Chairman, the other point I would like to state is this: If I might say so, I think there is something in the fact that advance notice as to the kind of discussion anticipated this morning was not fully promulgated. If your committee would wish to undertake a study along the lines I have

mentioned, generally vocational training, and particularly rehabilitation, then perhaps it would be of advantage to the members of the committee and to my officials if there was some discussion this morning as to how and when. I can assure you, Mr. Chairman, that we in the department will co-operate in every way in any study you might undertake.

The CHAIRMAN: Thank you, Mr. Gregg. What is the wish of the committee? Are we to proceed?

Mr. MACINNIS: I do not like to be talking too often, Mr. Chairman, but it seems to me after hearing the Minister of Labour that there may be two things. There is this bill, which is merely a technical matter of making certain changes. They are not of far-reaching importance. If we are to have a consideration of vocational training, as suggested by Mr. Gillis, I think that what we should have before us is the last report on the operation of the Vocational Training Co-ordination Act and proceed from there. Perhaps it would be well to leave this bill over until after we have had the discussion such as Mr. Gillis recommends, and then the committee can consider whether these amendments meet the situation.

Mr. CHURCHILL: I feel the same way about it. Unless we have a particular discussion about vocational training, frankly I do not see much purpose in this bill having been referred to this committee. It could just as well have been done in the committee of the whole House. If, on the other hand, we do get the background of vocational training presented to us, subsequently we can consider the details of this bill.

Hon. Mr. GREGG: Mr. Chairman, would this be helpful, if following this meeting the director of vocational training would circulate the last report on vocational training, plus any additional information, in multigraph form, that he may consider of interest to members of the committee, since that has been published, if you wish? I do not think there was very much in the last report on rehabilitation, except what was hoped to be done. We have a fairly up-to-date report on the work that has taken place there so far. Perhaps, without choking your mailboxes, if those two reports were sent out in the next day or two, that would give an indication as to the parts thereof that you would want to look into. Would that be satisfactory?

The CHAIRMAN: Then I take it that we will follow the suggestion that the minister has made, and we will adjourn this meeting this morning and meet again at the call of the chair after we have received these reports and had a thorough discussion, so to speak, on this vocational training. I wonder if you would have your officials, Mr. Gregg, send those copies to the secretary of the committee, and he will see that they are distributed to the members of the committee.

Hon. Mr. GREGG: Certainly.

Mr. GILLIS: It is understood that the officials will be here at the next meeting.

Hon. Mr. GREGG: I wonder if it will be possible at this meeting to indicate which one? Mr. Crawford deals with vocational training generally, and Mr. Campbell with rehabilitation.

Mr. HAHN: There is a good portion of this that has to do with rehabilitation. I wonder if we could have that director first.

The CHAIRMAN: Would that be in order, to have the representative on rehabilitation?

Mr. GILLIS: I think, Mr. Chairman, with all due deference to my hon. friend over there, that we should have Mr. Crawford first to give us his broad picture of the whole thing, and then deal with the specific matters later on.

Hon. Mr. GREGG: Will you be in town for the next week?

Mr. IAN CAMPBELL (*National Co-ordinator, Civilian Rehabilitation Branch, Department of Labour*): On April 2, I have to visit the University of Montreal.

The CHAIRMAN: It would appear, would it not, that it is a vocational training bill, and would it not be in order that we have Mr. Crawford first?

Mr. HAHN: I was going to suggest that he would be of help at all times.

Mr. BYRNE: Why not have him now, if he is here and ready to go to work? He must have a fairly broad picture in his mind.

Mr. CHURCHILL: I think with the plan in front of us now we should adjourn and reassemble next week and start in afresh.

Mr. BYRNE: There are about 24 members here who are ready to go to work. I know that it is regrettable that there is work elsewhere for other members.

Mr. CHURCHILL: I protest again. This is an unusual way for a committee to commence operations. In the ones I have been on in the last few years, a steering committee was set up and then the committee adjourned and came back at a later date prepared to discuss the problems. This is rather a strange procedure.

Mr. BYRNE: It seems to me, Mr. Chairman, that it would be better procedure for us to have an outline from Mr. Crawford now, and then when we get the material to peruse we will be able to see what we want to discuss.

The CHAIRMAN: I am in the hands of the committee, whatever the majority of the committee wish to do.

Mr. BYRNE: Quite a number of the staff of the Department of Labour have taken their time to come here, and they did not come here to appoint a vice-chairman. They must have had something in mind when they came here.

Mr. GILLIS: I agree with Mr. Byrne. We have had a debate on this matter in the House. We have had the bill for some time. As far as I am concerned, it is matter that I am very anxious about. It means a lot to the part of the country where I come from, and if we had a statement from Dr. Crawford this morning giving us the picture province by province as to what machinery there is, we could study that for the next meeting and it would be to the advantage of the members that are not here to have it and look it over in order to plan accordingly.

Mr. CHURCHILL: Mr. Chairman, there is some weight to that argument, of course, but on the other hand I stress again that there was no advance notice that this meeting was to be called today, except the normal one day's notice. Naturally, we expected just to organize when you are not giving an opportunity to other members of the committee to be present.

The CHAIRMAN: Notices went out Friday night.

Mr. CHURCHILL: This is just Tuesday. We got them on Monday.

Mr. HARDIE: Members who are not here could still read the minutes tomorrow or when they are printed.

Mr. CHURCHILL: If the matter is of such importance—everyone is interested in it, and I am myself, it is of major importance to the country—let us do it in the ordinary way. What is the extreme haste on this occasion?

The CHAIRMAN: I do not believe there is any extreme haste, the officials are here today.

Mr. HARDIE: Why procrastinate?

The CHAIRMAN: This bill was thoroughly discussed in the House and it was, I think, accepted by all parties, and it does seem to me that we are not going out of the ordinary way at all by proceeding, if the majority of the committee wishes to proceed.

Mr. BYRNE: I move, Mr. Chairman, that we ask now Mr. Crawford for a general statement.

Mr. CHURCHILL: I will move an amendment that the statement be deferred until the next meeting. In speaking to that amendment, may I say this: You say you have a majority of this committee. That is true, but the majority is all from the one party. I am suggesting to you that of the members from our party, from the official opposition, only three of them are able to be here this morning, and I suggest to you in deference to Mrs. Fairclough, whose connection with industrial relations is well established and well known to the minister and others, and in deference to her request that the work of the committee be deferred until she is back, that the committee might very well consider that. She has taken such an active interest in industrial relations over the years. You can, of course, put the thing through with the majority you have, but I am suggesting, from the point of view of the official opposition, that it would be better to defer it.

Mr. BYRNE: This is all well and good. It seems that it is not quite the usual thing, in a matter such as this, to have the minutes printed, but that has been decided upon. We are going to print 500 copies in English and 200 in French. Anyone who is absent from this meeting should have no difficulty in obtaining a copy of the statement that will be made if this motion carries. Now, I think this is another example of the procrastination in the way that this session has been moving along. We have come here to do work; we have 25 men in this room ready and willing to go ahead with that work. I see no reason whatsoever why we should delay it. On that basis, I ask for support to carry on with this meeting.

Hon. Mr. GREGG: I am not a member of this committee, but I would like to mention two points. One is that I did not have any request from anyone that this be only an organizational meeting. On the other hand, I would like to express the personal opinion that I would hope that all the discussions that take place on matters related to this bill would be carried out in a nonpartisan fashion and that the results coming out of them would be the general consensus of the opinions of members of the committee. Consequently, I would rather dislike to see any evidence of undue haste, if that evidence does exist. Certainly on the part of my officials and myself, our reason for coming this morning was simply this, that we might be here for this discussion so that we would be able to say directly and without delay, "Yes, we can participate today or we can participate later in the week, or next week, as the case may be", if the dates allow them to be in town. As the one who sponsored the bill in the House and will have it in the committee of the whole, I think, Mr. Chairman, if I am permitted as a nonmember of the committee to express an opinion, I would feel better if my officials, Mr. Crawford and Mr. Campbell, could give some thought to the verbal portion of their presentations rather than do it now, and I would be quite happy and willing if the committee were prepared to defer it. In my opinion, this motion that has been placed before the committee, I do not think would delay it too much.

Mr. MACINNIS: Mr. Chairman, I do not think it would be fair to officials of the department to ask them to make a statement that they did not come here prepared to make. If we are going to get a statement from them it should be a statement that they have given consideration to, so that they will know exactly what they are saying. It is quite immaterial to me whether we go ahead this morning or whether we adjourn and come back at some other time, and I do not remember any such thing taking place that there was strong exception taken to the bill on the second reading. I see no reason why we should not go ahead and deal with the sections of the bill today, but if anybody wants to delay the matter for any reason it is quite all right with me.

Mr. HAHN: In the light of the information that the minister has given respecting the desire that the members of his department should be given an opportunity to prepare some of this information, I would be very happy to support the move that it be deferred until another time and that they speak to us later.

The CHAIRMAN: We have an amendment to the motion. I wonder, after what the minister has said, if it is in order?

Mr. GILLIS: As far as I am concerned, I will bow to the wishes of the minister. I do not think, if Mr. Crawford was asked to make a statement this morning, or Mr. Campbell, that you would catch them off base. I have already been picking their brains, and that is my opinion. In fact, I am away ahead of the committee. I have a lot of stuff already built up.

The CHAIRMAN: The minister has indicated that it might be better to defer this meeting, and I think we should probably do that. I was just wondering if these gentlemen would withdraw their motions.

Mr. CHURCHILL: I am prepared to withdraw.

Mr. BYRNE: Yes, now that the amendment is withdrawn. Certainly if there is nobody here prepared to go ahead with business, we might as well adjourn.

The CHAIRMAN: Mr. MacInnis moves that we adjourn.

Hon. Mr. GREGG: Before you adjourn, I think the feeling of the committee is this, that if not already in your hands sufficient copies of the report dealing with vocational training should be placed in the hands of the secretary, and also any other material that Mr. Crawford thinks useful. At the same time an equal number of copies, not in printed form but in multigraph form, on rehabilitation, will be placed in the hands of the secretary, and, if your next meeting is within the next eight days, it would be possible for Mr. Crawford and Mr. Campbell both to be here.



## EVIDENCE

WEDNESDAY, March 31, 1954.

The CHAIRMAN: Ladies and gentlemen, I believe we have a quorum now.

We will proceed with bill 326, an Act to amend the Vocational Co-ordination Act, clause 1.

At the last meeting it was suggested that memoranda should be sent to the members of the committee.

That has been done: you now have one memorandum on federal aid to vocational training, one on civilian rehabilitation, and then you have notes and comments on bill 326.

Mr. Crawford is with us, and, I believe, Mr. Campbell. We will have Mr. Crawford's statement first. I wonder if it would be in order if we were to take these memoranda printed as appendices on federal aid to vocational education and civilian rehabilitation as read and then have Messrs. Crawford and Campbell answer any questions rather than go over them again?

(See Appendices A and B.)

Would that be agreeable? We are in a little difficulty because there are two committees sitting now and there will be another one at four o'clock.

Mrs. FAIRCLOUGH: I think that we might save time if we did that.

Mr. VIAU: I so move.

The CHAIRMAN: Is that agreeable to the committee?

Agreed.

The CHAIRMAN: I wonder, Mr. Crawford, if you would like to make a statement.

### **A. W. Crawford, Director of Canadian Vocational Training, called:**

The WITNESS: Mr. Chairman, I thought that the written statement would serve as a basis for discussion, but I would be very happy to answer any questions.

Mrs. FAIRCLOUGH: In order to get the discussion rolling, perhaps I could bring up a specific case which I have in hand, and you might like to tell me what would be the situation for this man. This chap is a veteran of the last war, and his father is a veteran of the First World War. Both of them suffered by reason of their service in the army. The father is employed as a school traffic officer in the city of Hamilton, and I presume will not be employed very much longer because he is rapidly reaching the age where he will no longer have employment. The son did not receive sufficient education to qualify for the usual post-service benefits of one kind or another, and he has been out of work and is becoming interested in photography. The father has written to me asking if there is not some way in which this young man—I do not know his age, but I would think he is now approaching thirty years of age—could take up apprenticeship in photography. I spoke to the minister about this casually the other day. Of course there is not any way in which he can receive that training under the war veterans grants because the time has expired

during which he could have applied. Is there, under this bill, any provision for people like this young man to be trained to take their place in that particular field of employment?

Hon. Mr. GREGG: That is an interesting question. My reply to Mrs. Fairclough the other day was based upon the strict interpretation of this young man's rights as a veteran, but I think it is realized that the period in which that was possible has long since passed. I would like to treat him now as a regular citizen of Canada, and have Mr. Crawford make a comment on that as a possibility under any other schedule.

The WITNESS: Provision is made for training such personnel under schedule "M", but in the province of Ontario schedule "M" is operative only so far as disabled civilians are concerned. It does not yet apply to able-bodied people. The province has not yet organized classes for unemployed persons under schedule "M".

*By Mrs. Fairclough:*

Q. I remember asking a couple of years ago whether schedule "M" could be used to train some of the women who were applying for employment in stenography, because I had discussions with some of the employment officers who informed me there were young women applying for work who were not trained, who had probably done factory or store work, or work of one kind or another, who had the capacity to train for stenographers but felt that they could not afford the training. The employment officer said there was a shortage of stenographers and they wondered if it would not be wise to try to include schedule "M" to train these people and make them available to that labour market.—A. There is a movement in other provinces to train stenographers under schedule "M", but in Ontario those provisions have not yet been set up.

Q. Is it open to the province of Ontario to use its facilities?—A. The agreement is in effect, but there are no classes in Ontario because the provincial authorities have not set them up.

Q. Would this also apply in the case of this young man in photography?—A. Yes.

Q. Providing the provincial authorities would set up the classes he would qualify. Would this also cover those who would serve apprenticeship?—A. If you mean by that training on the job, yes.

Q. Yes.—A. Not formal apprenticeship over a long time.

Q. No. Training with a qualified employer.—A. Yes. In fact some are being trained on the job now.

Q. Your information is that that is the only possibility open to this young man of whom I speak?—A. Yes.

*By Mr. Deschatelets:*

Q. Are the same provisions in effect for Quebec as Ontario?—A. There are four agreements under the Act, and they are practically the same in all provinces, but the programs of training vary in each of the provinces according to the needs of the provinces. The arrangements for sharing costs and the authority for granting certain types of training are the same as for Ontario.

Mr. STUDER: Are they in operation in all other provinces?

The WITNESS: In all except two provinces, Prince Edward Island and Ontario.

Mr. SIMMONS: Would this provision apply to the Yukon Territory and the Northwest Territories?

The WITNESS: The Northwest Territories have signed three of the agreements just recently, and we expect to have claims for some expenditures made in this current year, the fiscal year which ends today, and it is expected they will sign all three agreements again for the coming year. I am referring now to the Northwest Territories and not the Yukon Territory.

Mr. SIMMONS: Were any representations made from the Yukon Territory?

The WITNESS: None yet from the Yukon Territory.

Hon. Mr. GREGG: I feel quite sure, Mr. Chairman, there would be some members of the committee who would like Mr. Crawford to give a fairly explicit definition of schedule "M". The deputy minister and Mr. Crawford and myself have recently been exploring that schedule carefully. As Mr. Crawford informed you a moment ago—there are five categories here. There is a group of trainees for whom the federal government bears 100 per cent of training costs. They have to do with defence. There are four agreements which come under a combined arrangement between the federal and provincial governments of which schedule "M" is one. It refers to unemployed persons, and if I might, Mr. Chairman, I would like to ask Mr. Crawford to outline exactly the departmental interpretation of schedule "M".

The CHAIRMAN: Is that agreeable?

Agreed.

The CHAIRMAN: We will call on Mr. Crawford.

The WITNESS: Mr. Chairman, schedule "M", as the minister said, is one of five or six schedules operating under the provisions of the vocational training agreement and this agreement provides for various types of training. Schedule "M" authorizes the minister to share equally with the provincial governments in the cost of training unemployed persons. Use will be made of all existing training facilities including schools, special classes, private schools and provision will be made for training on the job. The training is limited, and is of not more than 12 months duration. If the trainee is sent to a private school such as a business college, the fees are paid and a training allowance is also provided if necessary. Certain of the provinces provide allowances. British Columbia provides none, but it is left for the provincial authorities to decide whether or not the trainee will receive an allowance while in training. Some of the provinces have established classes for special types of trainees. Commercial classes, auto mechanic and shop practice classes, welding classes and various other forms of training are provided, depending on the opportunities for employment in their particular province or neighbourhood. Schedule "M" was a development of what was called the war emergency training program. Recently it has been confined to the training of individuals who are registered for employment and for whom the National Employment Service can find no suitable employment either locally or by transfer. These individuals are then referred for training in a specified occupation. When the training is complete the individual is referred back for placement by the National Employment Service. Recently there has been a request for use of this schedule to train larger numbers of persons. Pockets of unemployment have developed and consideration is now being given to extending the program to take care of such areas as Cape Breton and Sault Ste. Marie, or wherever a situation of that kind develops. It has been done in one or two areas but not as yet in all provinces. I think that is all I can say at the moment, sir.

Hon. Mr. GREGG: That brings out the point I wanted the committee to examine. From what you heard Mr. Crawford say you realize that under schedule "M", as it has been interpreted in the past, the unemployed person must be pretty well assured of getting employment, in the skill for which he is to be trained, after that training is over. In a centre where there are mixed

industries, like central Ontario, it is rather easy for the administrators to say that if John Jones is trained for a plumber for instance he would stand a very good chance of getting a job as a plumber. But not so if we take cases like a Cape Breton coal-mining community or Milltown in Charlotte County where there is nothing but a dying textile industry. My officials tell me as to Cape Breton miners: "We can take Donald MacDonald and train him in this skill or that, but there is nothing there to offer him a job when he has completed his training". Then, if the minister says, "After all, if he cannot get a job when his training is over, he will be able to get a job somewhere else in Canada", such an attitude of course causes us to become a party in our training program to the movement of peoples across the country. At Sault Ste. Marie, Mr. Chairman, you have an interesting and serious situation, but as soon as the construction workers who came in there in great numbers last year get shaken out into other parts of Ontario, things may improve. But there may be continuing cases of one-industry centres turning off their workers and there we wonder if we are justified in using this instrument—as well as the National Employment Service and others—for the purpose of breaking down the whole group of unemployed so that we get constructive work. I think the thing we are experimenting with here was not in the minds of the legislators when this act was brought into effect, do you agree, Mr. Brown? Do you feel it was anticipated that this legislation should be used for that purpose when this Act was set up?

Mr. BROWN (Deputy Minister of Labour): The original Act really limited the unemployed persons to people who were directly referred by the Unemployment Insurance Commission. We did broaden that provision so that if the necessity arises it can be used on a broader basis, but certainly up until the present time the application and practice has been to apply the schedule to individually referred specific cases. We are now attempting to develop a broader program on an experimental basis, and we are working with the provinces for that purpose. It will, I think, take some experience and so on to determine the type of training in the particular locality that we feel can be provided to advantage and there should be provision for the placement of these people after training in suitable jobs.

Mr. HAHN: Mr. Chairman, I think what the minister said a minute ago is very important, and I would say before we proceed that I think it would be interesting to know whether or not the department has any basic figures that it can quote to indicate how many of these people who have taken vocational training have continued on in the vocation for which they were trained and what percentage of them have dropped the vocation they selected. I would like to know the relative percentage who are making that their full time employment?

Hon. Mr. GREGG: Are you referring to people who have been trained under this schedule?

Mr. HAHN: Yes. I was wondering if you could give us more particularly those who have stayed in the vocation for which they were trained?

The WITNESS: There are no official statistics, but the requirement has been that the person unemployed is registered with the National Employment Service. They refer him for training because of the fact they have an employment opportunity where he is going. They have all been employed when they were trained individually. Where they have been trained in classes most have been placed in employment but there is a dropping out varying from about 5 to 15 per cent during the training. People discontinue their courses for various reasons. I cannot give you the exact figures, but approximately 90 per cent have been placed for employment after training. As for how

long it takes them to find employment, and how long they stay in that occupation, I do not know because there is no follow-up on that particular aspect of the program.

Mr. HAHN: That brings to my mind what the minister said a moment ago. The minister said that in the province of Ontario this program has definitely not been fully taken advantage of, and I was just wondering why that was so because here you would have a natural job placement through vocational training and practically any vocation would be a suitable one. What I am getting at is why is this not being utilized to its full extent?

Hon. Mr. GREGG: Correct me if I am wrong, Mr. Brown, but I think it is true to say the real reason it has not been done in the province of Ontario is because of its prosperity and the fact that we have had a condition almost approaching full employment up until quite recently. Various delegations have come in to see us recently and in two or three cases we here have agreed with the provincial government of Ontario to send what I call "trouble shooters", both provincial and federal representatives, to see what they could do. We sent one team up to the chairman's city. They were not able to accomplish miracles, but I think it was an interesting report we got back. But you must remember when they get there they find workers who are unemployed and who have a house and there may be a mortgage on it, and they may have a car and there may be a mortgage on it, and they are settled with their roots in the community. Consequently, if the suggestion is made that after training they will be qualified to take employment elsewhere and move to some such place as St. Catharines, they are not interested. I do believe that within schedule "M", however, we have elbow room for doing something useful in Ontario, and certainly more in the ends of the country, than in the centre.

Mr. HAHN: Just before we leave this, I have one last question. Is it possible to get follow-up figures relative to the question I raised a few moments ago. You said you had approximately a 90 per cent placement. I wonder if it would be possible to follow that up through the N.E.S. somehow or other?

The WITNESS: I doubt if it would be possible. The National Placement Service would find it difficult to say this individual went through training and did this and took this job and lost that job and moved on to another, and so on.

Mr. HAHN: I was not thinking of the exact figure of employment, as I realize that for the N.E.S. to do this would be impractical.

Hon. Mr. GREGG: If it can be obtained it will be furnished to you.

Mr. CROLL: What is there about schedule "M" that makes it more attractive for women than for men?

The WITNESS: I would not say it is more attractive for women than men, except that there are a considerable number of women, as indicated on page 7 of the annual report—you will notice that a large number of women have trained especially in commercial classes.

Mr. CROLL: Can you tell us what it is that attracts women to these training centres? What are they training for?

The WITNESS: Most of them are training as stenographers and office workers. That is where there is a great demand at the present time. That is where most of the girls who are out of employment and who have the ability at all want to go. It is an easy matter to refer them to training in that particular field and commercial classes are operated for that purpose.

*By Mr. Croll:*

Q. You have no difficulty in placing them at all?—A. None whatever.

Q. If I just may follow up what the minister said a few minutes ago, I think one of the difficulties in the country today is that a great number of unskilled people who find it very difficult to place themselves are now unemployed. Our skilled people are in the main employed and if you can use this Act for the purpose of training people, wherever they may be and wherever they may want to go, I think it is the most useful thing about the whole Act. I do not think you should limit it at all.

Hon. Mr. GREGG: And do you add to that; wherever they may be seeking employment, or whether or not they may be able to get a job the day after they finish their training?

Mr. CROLL: I do not think it is important. I realize, of course, it is important for them to get a job, but I think the training is more important. It seems to me no matter how much money you spend in training people you would not be spending too much and if they are not going to use the skills today, they can use the skills tomorrow. We will always need skilled people. I do not know how extensive the training is under the Act, but I am sure the House would praise you if you extended it to its utmost. I think if you trained people in the smaller and more remote areas they will be better able to seek employment. They certainly cannot take other work if they are not trained for it. If they are not able to find a job immediately or within a month or two, they may decide that distant fields look greener, and they may seek employment in Toronto or Montreal or some of the other larger centres where their skills are in demand, and they are no longer unskilled people in the labour field. If that is one of the purposes of this Act, then I think we ought to support it and recommend to the minister that he should extend it far beyond its present scope.

*By Mr. Starr:*

Q. Are there any places throughout Canada where the applicants are placed in a school of some kind in order to receive their training?—A. The applicants are placed in schools under provincial jurisdiction. Under this setup, the schools are to a great extent those schools which were established when we were training veterans. Except where schools have been closed down those vocational and technical schools are now functioning and are pretty well equipped.

Q. Are you aware of any of the old centres operating in the province of Ontario?

Hon. Mr. GREGG: I believe they are operating, are they not, pretty well?

The WITNESS: The special centres in the province of Ontario have been closed—centres such as those at Brockville and other centres where military camps were established, but the big centre in Ontario is in Toronto, where, for instance, they took over the Ryerson Institute and set it up as a special training centre under this program. The province has now fully taken over the Ryerson Institute and is operating it as a provincial technical institute. They have recently moved the trades training from that group of buildings to another building on Nassau Street for which we paid half the cost of purchase and construction. These are the two main centres in Toronto, operated by the province; one is the provincial technical institute and the other is the provincial trade institute.

*By Mr. Starr:*

Q. What category does an applicant have to be in in order to qualify for provincial or federal aid under this training programme?—A. There is no limit as to the age of the unemployed person, nor is there a fixed limit concerning academic qualifications, but you cannot gain admission to classes without a

certain amount of academic background. There is a prerequisite fixed by the school, but if we have many people who cannot meet this requirement, the government has agreed to set up special training centres where the academic work is not taken into account and the trainee is given a short, intensified training in the skills of a trade. No school can turn out a finished mechanic, such as machinist or auto mechanic, but we can, within 6 to 8 months, give the trainee sufficient training to enable him to earn self-sustaining wages on the completion of his course.

Q. Are fees charged in each case?—A. No, under this schedule there is no training fee, but in many cases the trainee receives a living allowance or a training allowance. There are in many of the schools, in cities like Winnipeg and other centres, people who have entered the school of their own volition and who have paid a fee and are receiving the same type of training.

Q. Do you make any tests after they start their training to see if they are suited for it?—A. No, there is a special committee set up which is called the selection committee which has the right to reject or refuse admission to any applicant who is referred to them for enrolment in the school.

Q. Are the applicants required to pay a tuition fee or any additional cost?—A. We are operating under this Act in cooperation with the provincial authorities. The provincial people do the selecting and placement of the trainees through the N.E.S. and provide the training and pay for it. The federal government then reimburses the provincial government one-half of the cost. We are now unable to set up an organization of our own. There are only three government officials on our staff so we make use of the vocational and training officials of the province and of N.E.S., and have set up a nationwide organization. The costs are shared under this Act. The Minister of Labour has been authorized to share in the cost of this programme under the Act, and authorization is also given to operate certain training centres for the armed forces and others which are purely federal, but the arrangements are not the same in all schedules. We have 6 or 7 schedules, and under some the cost is shared fifty-fifty and under others 75 per cent or 100 per cent of the cost is paid, and the requirements for admission differ according to the schedule. We have four agreements and the programme is very broad. You have to be careful as to which schedule you are speaking about in order to interpret my remarks.

*By Mr. Studer:*

Q. What relationship would there be between the technical school here in Ottawa and your department? Is there any relationship?—A. Yes, the technical school here in Ottawa is one of the schools which was originally established under the Technical Education Act, and the province paid grants. We shared with the provincial government one-half of these costs. Recently available funds have been entirely inadequate to share fifty-fifty with the provincial governments.

Q. The reason I inquired is that I brought one of my lads to Ottawa in November and placed him here in the technical school. They can adapt themselves to whatever is offered providing there are sufficient classes to warrant it. The students pay \$2 admission and if they stay with the class to the end of the term the \$2 is refunded. We have found it a great advantage to be in that position. In fact, you can take a regular school course for half of the period of the schoolday and then take the technical course for the other half of the day. It is certainly wonderful how it operates in Ottawa.

Mr. STARR: Does a person have to be financially destitute in order to apply for assistance under this Act?

The WITNESS: No. We are still talking about schedule "M" which covers those unemployed persons for whom suitable employment is not available, and who may be referred by N.E.S. The other question which we might also open up is the problem of the person who has not been previously employed and who is in need of training. If, in the opinion of the government it is good policy to train him so he can go elsewhere and seek employment?

*By Mr. Starr:*

Q. I am thinking of a young chap or girl attending high school who in his third year decides to leave school and go into this type of training, say at the Ryerson Institute, could he apply under this Act?—A. No, he cannot apply. If he wishes to take the training he must complete his schooling or else quit school and enroll in the school and pay his fee and take the classes. Let us say he is in Winnipeg or Vancouver or Moncton or some other place where this Act is in operation. Suppose an individual wanted to leave school—and this happens frequently in the maritimes—he leaves school and then he finds there is no suitable work which he can do. He then goes and registers for work with the N.E.S. The N.E.S. informs him that they are sorry but there is no suitable placement for him, and suggests that if he is interested in training that they can refer him to a school for a 6 or 8 months course, either a commercial course or auto mechanic course or machine shop practice course or one of the various courses which are available. The individual is then referred and sent for training and on completion of training he is placed in employment.

Q. But if the Unemployment Insurance Commission was able to place him in any sort of job he would be not eligible?—A. Not necessarily any job. There is some discrimination. We have found that a girl might come to us who has been working as a domestic or in factory work or a laundry or something else and is fed up with that type of work and is desirous of becoming a stenographer. Someone has to decide whether she is suitable for such training.

Q. Who determines the suitability?—A. I can only say that the selection committee decides, and if the N.E.S. has what they deem to be suitable employment for that girl—or put it the other way—if they deem she is not a suitable type of person for training as a stenographer, and they find employment for her, they may refuse her application and say, "No, we have a job for you." If she is suitable for some other employment which would benefit her, it is written in our agreement that she may be given training.

Mr. KNOWLES: You are now contemplating a broadening of that policy so these persons do not have to go through the process of becoming unemployed in order to be eligible and before they can get this training by N.E.S.?

The CHAIRMAN: The training under that particular schedule is for employed persons. However, people who desire training and are capable of paying for it may attend other schools for training.

*By Mr. Knowles:*

Q. Let us go back to Mr. Starr's question concerning the person in third year high school who feels he cannot go on—perhaps for financial reasons—and take academic training. Is it not possible for him to get that training?—A. The procedure for that type of person to follow normally is to go to a vocational school and take that type of training. Schools are provided such as the one in Ottawa. We have set up schools all across the country. There is only a small fee, and if we were to suddenly change the policy so that anyone of that type could say: I am going to quit school and I will be trained for an occupation and be paid, we would put out of business the schools we



have been establishing over the past 25 or 30 years for training these young people. There has to be some limitation, otherwise you have two divergent policies.

Mr. MACINNIS: You could bring the federal government directly into the picture. I do not think there is any difficulty, at least in the larger centres in Canada for a person who desires to leave an ordinary high school to transfer to a technical school. I cannot see any difficulty at all.

*By Mr. Croll:*

Q. Mr. Crawford, what have you done recently about extending the benefits of schedule "M" in Ontario to unemployed people rather than to disabled people?—A. A situation has arisen in Ontario in at least two centres where we have asked the provincial authorities to reconsider their policy to see whether they would provide facilities for the training of the unemployed under schedule "M". The province has not yet seen fit to do so, but I am hoping they will see fit to cooperate and establish schools under schedule "M".

Q. The rate of unemployment in the province of Ontario is becoming alarming—36,000 or 38,000 in the city of Toronto alone. Have you recently discussed this matter with them, and do they still think there is no great need for training under schedule "M"?

Hon. Mr. GREGG: Perhaps I should discuss that. How should I put it? On matters affecting unemployment in centres in Ontario I have knowledge of a case which I should like to tell you about. I conferred by telephone with my friend the Hon. Mr. Daley, Minister of Labour in Toronto and his deputy minister went up with our people to look into the situation in Sault Ste-Marie. At that time, we did discuss the advisability or the possible value of something being worked out along these lines, but as I said earlier, the reason it has not been considered seriously in this province—until this winter—is that there has not been any great body of unemployment except for the years 1949 and 1950. What year was it we had the little "do" in Windsor?

Mr. BROWN (Deputy Minister of Labour): 1950.

Mr. CROLL: But since November—January, February, March—we are now into March. The number of unemployed has been growing steadily, especially in Toronto, where the Ryerson school is available. Surely no one can say there was no need for this training. No one at the provincial level could say there was no need for such training?

Mr. MACINNIS: I am in complete agreement with Mr. Croll,—if I understand his point of view correctly, and I believe I do,—unemployment is a soul destroying condition, and we should make every effort, if work cannot be found for the unemployed, to see that he is put in a place where there is something constructive in his life. If that is done, he will be in a far better position when work becomes available—not only when work becomes available—but he would be in a far better position to hustle to find work if he feels he has something in himself that will assist him and that he is not down an hopeless. I know that to be a fact. I saw enough of it through the depression of the thirties—particularly as far as young people are concerned. It is bad, too, as far as the old people are concerned, but it is particularly bad as far as the young people are concerned. The thing to be avoided is having them get the idea that they are not wanted, and that life is not worth while.

Hon. Mr. GREGG: I think I should add to what I said to finish the subject raised by Mr. Croll. As a result of the discussions held earlier the deputy minister reminds me we now have correspondence with the Department of Labour, Toronto with the object of finding whether an agreement might be made under schedule "M".

I am sure the committee will be interested in the story I would like to relate. You have heard of the little town of Marysville which had 550 cotton textile workers who all were let out in the same month. There were half a dozen kept on maintenance, but practically all were unemployed and on unemployment insurance. New industries are going to absorb a certain number of them, but that is going to take time. I found the results were interesting. Mind you, the cotton textile industry workers have a rather easy job physically—they sit and do various processing of the materials and it does not lend them strength for hard manual labour. Out of that 550—there are about 40 who with their company pensions and old age pensions could go into retirement. There are about 80 who are office workers and maintenance staff who are finding it not difficult to get a job. There are about 30 others who have obtained jobs here and there due to personal relations across the river in the city of Fredericton.

Now, a committee composed of a representative vocational training work from Federal and Provincial Departments of Labour, and one from National Employment Services interviewed the people who were interested in training and out of that group something approaching 200 who were interested. Before the end of this month they will have 140 in training. The training will vary this wise—carpentry, motor vehicle repairs, plumbing and electrical work,—dress-making, hairdressing for women, practical nursing, mill work, barbering—stenographers, women mainly, clerk typists, women mainly, and bookkeeping.

Now having seen that in operation it did appear to me that if that kind of thing can be done under the terms of the Act it is a useful instrument in helping to give an interesting training to unemployed people, when they who need their morale raised—they would otherwise be waiting for something to happen, or for their unemployment insurance to run out. I think we can afford to build up a greater body of young people with some skills in this country than we have done in the past so that I welcome, Mr. Chairman, the opportunity for the committee to discuss this schedule. Mr. Brown, do you think there is any necessity for any amendments? I have rather felt it would be wise to have a discussion of it here so that when the matter comes up in estimates, I might convey an interpretation of this committees views.

Mrs. FAIRCLOUGH: That is a very interesting story which the minister has just related and now I wonder whether with this experience behind the department they are contemplating going into all these other centres where a similar situation has developed and make the same kind of survey and render it possible for a great many of the other textile people who apparently have a rather bleak outlook at the moment to avail themselves of some training? I notice a great many are in Ontario, and you have said Ontario so far has not taken advantage of schedule "M" except with regard to disabled persons and physically handicapped persons. Has the department made any overtures to the provincial government in Ontario with regard particularly to centres like those in the Ottawa valley where textile workers constitute a large part of the working population?

Hon. Mr. GREGG: We have not in exactly the same way, but, when we learned that there was going to be an investigation on the part of the provincial government into these industrial centres in Ontario, we did let it be known that we would be prepared to discuss any way in which we could cooperate in this matter as well as in any other matter. I feel it was probably as a result of that discussion, as the deputy minister points out to me, that correspondence is being exchanged now on that subject.

Mrs. FAIRCLOUGH: Who takes the matter up under schedule "M", the federal or provincial governments?

Hon. Mr. GREGG: Normally it is the provincial government, is it not, Mr. Crawford?

The WITNESS: Yes, normally, when we have situations of that kind we offer to cooperate with the province. In fact, in certain circumstances, we had to stretch the regulations to deal with specific local conditions.

Mrs. FAIRCLOUGH: In Ontario or all over?

The WITNESS: No, all over. In one particular situation we found through investigation that the types of training required were not generally authorized under the agreement in two respects. One was that we wanted to train in carpentry and brick laying, which are ordinarily excluded, because they are apprenticeship trades. This being an emergency the provincial authorities agreed and after consultation with organized labour and others concerned, we proceeded—Training on the job, was also excluded under schedule "M". We found, if we were going to train certain people, the only place to train them was with the future employer, and special arrangements made for such procedure.

Mrs. FAIRCLOUGH: In trades such as those you have mentioned, would you have to extend your limit of 12 months in order to put them on an apprenticeship basis?

The WITNESS: That may come, but we feel in training of that kind the employer should be able to pay a self-supporting wage in 12 months.

Mrs. FAIRCLOUGH: Is that true of all the trades? Are the apprenticeship rates sufficient to permit them to be self-supporting in 12 months?

The WITNESS: Yes, in some apprenticeship trades, we have what we call pre-indenture classes operating for a maximum of 8 months. In many cases the trainees from such classes received credit for two full years of apprenticeship and their wage rate is about 75 per cent of the journeymans rate. They can support themselves without difficulty after 8 months training.

Mrs. FAIRCLOUGH: If they could get that rate, of course they could.

Mr. CROLL: I assume Marysville is a sort of pilot plan?

Hon. Mr. GREGG: It was a pilot plan because as Mr. Crawford pointed out, the minister of the provincial Department of Labour naturally was keenly interested in it and he was the one who had to make special representations to his government to get the money to enable the provincial government to take its part in the plan. Because of that opportunity and that kind of co-operation I felt it was a chance to study a particular situation which is based on a pilot plan.

Mr. BYRNE: Can an unemployed person draw unemployment insurance as well as receive his living and have his expenses paid?

The WITNESS: Any prospective trainee who is in receipt of unemployment insurance benefit continues to receive this benefit while in training with the approval of the Unemployment Insurance Commission. If the benefit which he is entitled is less than the normal training allowance we pay the difference. If the benefit is in excess of the training allowance, it is paid in full. When the U.I.C. benefit expires during training, the recipient is transferred to training allowance until completion of the training period.

*By Mr. Byrne:*

Q. Is it not true we have to rehabilitate and train Canadian seamen who are displaced or transferred?—A. No, there is no special provision made for persons who have been displaced as a result of the sale or transfer of the registry of their ship. That is my understanding of the situation.

Mr. HAHN: There is a statistical table on page 84 which was referred to by the minister. I wonder if Mr. Crawford could tell us—British Columbia is supposedly taking an active part in schedule "M",—if so, why do we have so few people taking advantage of the training? I notice Nova Scotia has about 21,000 days' training while British Columbia has 32,000? It would appear that the smaller the population the more training there is?

Mr. CROLL: You have almost full employment in British Columbia now; it is probably the best situated province in Canada.

Mr. MACINNIS: At the moment I think their percentage of unemployment is larger than most areas in Canada.

Mr. CROLL: The percentage?

Mr. MACINNIS: Yes, but for the period this report covers I think your point could be quite well taken—it was because of less unemployment.

Mr. CROLL: I recently talked to the Minister of Fisheries who just returned from British Columbia and he was consoling the Minister of Labour by saying there is less unemployment in British Columbia.

Mr. MACINNIS: I had a letter from one of the aldermen quoting figures showing that the unemployment in British Columbia is greater than most of the other areas in Canada.

Mr. HAHN: I did not want to get you started on an argument at this particular time, but I was going to follow it up by a suggestion. Is there any other scheme you have under this vocational training scheme other than the proposal we have before us at the moment to look after the unemployed?

Hon. Mr. GREGG: Is there any other scheme?

Mr. HAHN: Yes, other than their chart which you have on page 84—this looks after all the employed?

Hon. Mr. GREGG: Do you mean as far as training the unemployed is concerned?

Mr. HAHN: Yes.

Hon. Mr. GREGG: Oh, no. An unemployed individual may have savings in his pocket, a worker who is unemployed may be out from under his unemployment insurance or may be receiving it. If he is acceptable and wants to go under one of other training schedules, he may do so by paying that nominal fee.

The WITNESS: Yes, other schools are still available. There is a program in operation in some schools under schedule K-2, for training workers for defence production. Some of our aircraft and shipbuilding industries have required special types of welders or special types of machine operators and classes have been and are still in operation in certain centres to train people in these skills. The trainees are sent to the defence industries and 75 per cent of the cost of instruction is paid by the federal government, such training restricted to defence production.

Mr. HAHN: That is excellent. Now, what scheme have you for promoting your various schedules in order to have the unemployed take advantage of the N.E.S. scheme? Is there an advertising or promotional scheme to bring them to the attention of the unemployed?

Hon. Mr. GREGG: The province, you see, operates the schools it provides and the kind of publicity that they give would vary from province to province. On the other hand, to answer it from our point of view, when a man reports in at the National Employment Service and discusses what he is going to do in his future and says he would like to get such and such a training to become a plumber or what have you, the advisor or the interviewer would naturally say, "Well your best course is so and so, go over and see the vocational training people".

Mr. HAHN: It depends on the initiative of the individual who is talking to the man at the time he visits the office?

Hon. Mr. GREGG: Or in talking to the provincial authorities as well.

Mr. HAHN: I take it a man finds himself unemployed and naturally he goes to the employment bureau for a job and there he learns about it? I wondered how much opportunity he had of availing himself of that information?

Hon. Mr. GREGG: There is the closest possible cooperation which I can report from personal observation between the departments concerned. They go to N.E.S. to get their jobs and receive full information there. There is close cooperation between them and the provincial authorities and the vocational training schools.

Mr. HAHN: It was mentioned earlier that this figure given for British Columbia was for a period of peak employment. That was a year ago. Have you any idea as to whether or not there has been much advantage taken of these vocational training courses under schedule "M" in that province, comparatively speaking?

Hon. Mr. GREGG: I do not have the figures for the year just past.

The WITNESS: There has been an increase in one or two classes, but that was because of a demand in British Columbia for particular skills. In the normal classes I know of no material increase at the moment. There may be more increase when we receive the next report, I do not know.

Mr. BELL: I think we would be interested in hearing the results of the interviews held with the Marysville workers. Was there any animosity shown? It would be interesting to know, because it was an experiment.

The WITNESS: The normal procedure, as the minister has said, is for the prospective trainee to apply through the regular N.E.S. office for employment. In this case, because of the circumstances, a special committee was established consisting of a representative from the N.E.S. and from the provincial Departments of Labour and Education. Those interested in training were asked to name the occupation or trade which they were interested and, if possible it was arranged to provide such training if it would bring them employment in the forthcoming spring. The policy was, in so far as possible, to allow the trainee to select what he wanted.

Mr. BELL: There is no doubt about it, some new industry would have to come to an area to be able to take on 200 people. Of course Fredericton, I will admit, might be in that category now, but you just cannot throw 200 people—barbers and hairdressers, etc.—into a community.

The WITNESS: No, but we had very few barbers.

Hon. Mr. GREGG: There were only two training as barbers.

The WITNESS: Special conditions require special treatment. There are classes for the regular occupations in the building trades, and the opportunity for employment will come in the spring when the big camp opens up. The problem is: the more unemployed you have to deal with, the more difficult it is to establish suitable courses. I think the provinces are a bit reluctant to open up schedule "M" because if the time comes that they have masses of unemployed indiscriminate training may not be the best solution. Ontario is a bit hesitant. The officials say they would be happy to give training provided they had opportunities for employment, but they are a bit reluctant to provide training for anyone free of charge together with training allowances; while they operate schools and classes in most large centres in which suitable training is available at a small fee for anyone who wants it. That is one of the problems. They assure us that if the situation becomes acute they

will be happy to co-operate and to go beyond their present policy. There are some serious problems. We must not assume, in my opinion, that if we had mass unemployment mass training would solve the problem.

*By Mr. Croll:*

Q. Are we not saying that if we give them the specialized training now, we can deal more realistically with mass unemployment if it should come. I do not understand the argument presented by the Province of Ontario in opposition. Do you mind giving it to us again?—A. The feeling in Toronto is that they have recently established a trades institute and a technical institute and a large number of other schools where young men or young people who want specialized training can go and get such training at a reasonable cost. They think the time has not yet come when they can open up these schools and operate them free of charge to anyone who wants the training. The question is, when should this change take place? When are we going to be in a position to say to any young person or to any unemployed person: "if you want to be trained, let us know and we will take you in and train you and pay you while you are in training." Can we do this and at the same time say to all the other people: "If you want to be trained, enrol and pay the fee." The answer to this question is a matter of policy.

Mr. STUDER: I cannot see where this training would take care of mass unemployment because if unemployment becomes rampant then it is rampant for the trained categories as well as the untrained. Is that not so? How are you going to specify that this particular category is not going to suffer unemployment while another category is? And if there is unemployment, how will it be that the trained individual will be in any particularly advantageous position over anyone else?

Mr. CROLL: With a considerable amount of unemployment in this country at the present time—and it is more than we would like to see—there came into this country, with the last two weeks, I would say, from 1,000 to 1,200 people. They were skilled people, highly skilled, and they found no difficulty whatsoever in being placed. They were spoken for in advance, even before they got off the boat. That is an illustration of how important training can be. I am not suggesting that this training will deal with mass unemployment but it will alleviate it before we get into mass unemployment, if we ever do. I do not think that we will. But in any event it would soften the blow to a great many of people.

You cannot hire a stenographer in Toronto today. Well, you can if you will start with somebody just coming out of school. Such a person would receive a minimum wage of \$40 which is not bad pay at all. But even at that they are hard to get. There must be a large number of people in other parts of the country who would be more than happy to come down to Toronto and receive training for such jobs. Toronto is not too bad a place in which to live, and you can do so on \$40 and "get by" very nicely.

Mrs. FAIRCLOUGH: Oh no!

Mr. CROLL: During the course of the past war thousands of people came up from the Maritimes. They were skilled people such as carpenters, bricklayers and plumbers, and they came particularly to the Toronto area. They settled there and made their homes and they live there. They were most welcome because they were skilled and they obtained jobs immediately. Ultimately they brought their families up. In fact the government moved some of them too. The late Honourable Mr. Humphrey Mitchell, Minister of Labour, moved some of them. He would bring up a carpenter and the family would follow later.

Mr. STUDER: Just suppose you had everyone skilled. The impression is being left that you would not have any unemployment. But would not the skilled person tend to displace an unskilled person with the result that the unskilled person would not have a job?

Mr. CROLL: You will find that there are ample jobs for the skilled. We could not have too many skilled people in this country. It is not possible.

Mr. STUDER: If the argument is that we should have only skilled people, where would they be employed?

Mr. BROWN: (The Deputy Minister of Labour): They would have a better chance for a job.

Mrs. FAIRCLOUGH: We always have a certain number of people who are incapable of acquiring skills. They do labouring jobs; and there is that great mass of unskilled workers. You won't find such a great number of people in unskilled employment who are capable of acquiring skills; but where you do find them, those are the people who should have training made available to them.

Mr. STUDER: I agree that there is a dearth of skilled people. They should be skilled and they should have this training. I want to see everyone employed, not only the skilled people.

Mr. HAHN: I think the minister said that during the peak of unemployment we required 128,000 skilled workers.

Hon. Mr. GREGG: I think it is certainly true that we have not reached the saturation point of skilled people in Canada. At this very moment there are places where there is heavy unemployment and where our National Employment Service offices report that they require skilled people. I suppose we are getting by, but I think it would be better for the Canadian economy if we had a larger number of skilled people in the various categories,—not all of them; but in various categories in the trades. But I do not look on this as being any kind of medicine or palliative for heavy unemployment. If we should be unfortunate enough to have mass unemployment then it will include a lot of the skilled as well as the unskilled. But we have gone through this period since the war with 1 million young people coming out of the services and more than 1 million turning from war work to other things, and then Korea came along; but particularly since Korea we have come through a time when our manpower up to this winter has maintained a great degree of stability. We have not been too badly off in our need of workers. We have not had too big a surplus in any one place. All the way through there has been a growing need for a greater number of skilled people. We might reach a time at some future date when we will have to stop and look at this thing and say: "Are we over-doing it, are we encouraging skills to too many people?" But I think we are a long way from that. I think the need in Canada is for a higher proportion of people in the skilled categories.

I do not want to bore anybody, but let me say that when the causeway came up in Nova Scotia I am sure that we maritimers thought that it would take care of any possible unemployment. Well, the causeway in Nova Scotia is giving quite a lot of employment but the employment has gone to people from western Ontario to the producers of the mechanics equipment and the trucks which haul the rock, and I am glad of it.

One hundred and fifty men are sitting up there pulling levers and blasting rock and shovelling it with power shovels into their trucks and trucking it away and dumping it into the Gut of Canso. That is all there is to it.

And take another case which is closer to my home. I thought that with the purchase of land for the new barracks at Gagetown it would not fail us there. Mr. Howe's department called for tenders for 4,000 acres of clearing

the woods where the camp headquarters are going to be located. I went down to see the workers at work and all I could see was a great big bulldozer with one man at the controls and another man running around beside it, and another man going along scratching matches and another man throwing the logs on the fire. That is what was going on there.

This winter 3,000 more acres were to be cut over and the lumber salvaged. Tenders were called and the lumber was to be cut out and the pulpwood was to be cut out. I thought that would be good enough to take care of a lot of workers. But they brought in power saws and zipped it off just like that.

With the rapid growth of mechanical equipment it means that we should have a larger proportion of skilled workers to the total number of workers, and I do not think we need to worry about having too many.

Mr. CROLL: Today if you pick up the "Gazette" or the "Globe and Mail" or the "Toronto Star" you will find large advertisements by the Ford Motor Company asking for skilled people, and there will be a column in which are indicated the categories of the skilled people that are required. It is an amazing thing in the light of the number of unemployed in this country. I think that proves the strength of this and similar training, and the pressure is steadily growing and should be encouraged. I am happy to say to the minister how glad I am to hear of this work which he is doing, but I would also like to help build a fire under the provincial people to encourage them to get going. I would feel happier about that.

Hon. Mr. GREGG: I was going to express my appreciation for the attitude you take towards this. I think you will agree that it should be approached with a degree of caution from our point of view because it means, that there is a great investment provincially, and federally as well, in these vocational and technical schools which have been set up and which I do not think should be disrupted. We have felt that this matter requires co-operation with the provinces who direct the schools. But the Act is a useful means of getting more skilled people and doing a bit towards improving morale in the country, and that is the way we look at it.

Mr. HAHN: I was pleased to hear Mr. Croll say what he did. That is why I asked if you had any misgivings with respect to unemployment or that we should fear these things. I do not believe your department is getting nearly enough advertising in trying to do the job which you should do. I do not think the advertising is as good as it should be.

Hon. Mr. GREGG: You want it put over the radio and the local papers as follows: Will those who are interested in doing it report at such and such a time and at such and such a place and meet the selection committee. That would be your advertising and it would get into their homes, so that those who wanted to do so could go and meet the selection committee. It would say: They are going to sit at a certain place for 4 or 5 days at given hours. And when they went there, each one would be taken into a room and provided with an opportunity of telling all about himself and his qualifications. They would state what they wanted to do; and after they were told of the opportunities they would realize that it would take time to acquire that training. So I do not think it is something for newspaper advertising but rather one for imparting information and letting people know why, where, and how.

Mr. HAHN: I feel that it has to be done, and done through, and by, every possible means, so that every man or woman who is unemployed today may know about it. I realize it is a big problem. British Columbia may be very fortunate in that respect, but we have the rest of Canada to worry about now.



The CHAIRMAN: I think we have had a pretty full discussion about federal aid to vocational training. I wonder if the the committee would now agree to have Mr. Campbell make a short statement on the next memorandum which is on "Civilian Rehabilitation". And following that we can get along with the bill.

**Mr. Ian Campbell, National Co-ordinator, Civilian Rehabilitation, Department of Labour, called:**

The WITNESS: Mr. Chairman, you have before you my memorandum, and I understand it will go into your record today as an appendix.

Mr. Chairman, in Canada, as I have outlined in my memorandum which was distributed, there has been growing concern about disabled people who have not had available to them any scheme to provide rehabilitation services. A great deal has been done, however, under the Federal Department of Veterans Affairs for disabled veterans. A number of our provinces have active programs for disabled workmen and some of them have achieved remarkable results. In addition to that there are a number of programs operated for the blind and the paraplegic and a selected group of disabled; but there has been no co-ordinated plan to meet all our disabled people.

There was much activity in the services and many disabled groups were enabled to get in on the services which was necessary to enable them to compete with the able-bodied. Realizing this, the federal government called a conference in 1951. That conference met at Toronto, and as a result, a national advisory committee on rehabilitation was set up and a civilian counterpart was established within the Department of Labour. The civilian rehabilitation branch has the function of carrying out the work, and the Department of Labour and the Department of National Health and Welfare and the Department of Veterans Affairs have teamed up on this problem.

In the first place, they have the function of co-ordination; and in the second place, under the Department of Labour comes the question of vocational training which, of course, is a very important part of any program to rehabilitate the disabled.

The Department of National Health and Welfare have extended health grants and made assistance available to the provinces to provide some of the services which are necessary to overcome physical disabilities of disabled people. But in any rehabilitation program, it is necessary to tie all these things together and to have them working together, and of course the program must be developed on a federal-provincial basis because the services on which such a program depends are a provincial responsibility.

So it was thought that in order to further this program, assistance should be offered to the provinces to set up within each province a coordinating agency and that there should be a provincial coordinator who, with his staff, would get together the various departments concerned by means of an inter-departmental committee, and that possibly a provincial advisory committee on rehabilitation would be created which would bring together the medical profession as well as labour and management and the various services and voluntary agencies and such, so that gradually there would be established in each area a group of interested people who could sit down and say: "What is our problem as far as our disabled are concerned? What facilities have we to meet their problem? Where are we getting and how can we cooperate to see that they get the necessary services?"

And this will tie in with the placement services which are provided under the National Employment Service. Thereby many of our disabled will

be given a chance of competing because in the case of most of the disabled, they do have the ability. That is the function of this whole scheme.

It is estimated that in Canada there are probably around 150,000 disabled people who, with some medical treatment and some training and some counselling and placement could continue to contribute to the wealth of the country instead of, as at present, being a burden.

We have an example of what can be done in the United Kingdom and in the United States. The program in the United Kingdom is particularly good. I have had an opportunity to observe it at first hand, and the facilities there are excellent, and they feel that the whole program has been very much worth while. In the United States they have an excellent program that has been operating for some 25 years. It is more expansive than the British program, but in 1951, they spent some \$30 million on this problem. The result of that was that 65,000 badly disabled people were restored to employment. In 1952 those 65,000 people earned \$116 million, and paid \$9 million in income tax, so all of us who have worked in this area feel that you do not spend money on rehabilitating disabled people—you invest it in their future. To confirm some of the things we suspected regarding this problem, we made a survey in Montreal of the disabled people registered with the employment offices there. At the time of the survey there were about a thousand people registered, and about 700 cooperated in the survey. It was found that they were on the average slightly older than the general population, that their standard of education and training was far below average, but that most of them were reasonably bright individuals who were susceptible to training. Quite a number of them required medical attention. Some of them had never had any medical attention but it was felt that 61 per cent of that group, given the proper services, could be led to useful employment. At the present time, we have discussed with the various provinces these various measures and five of the provinces have signed agreements regarding coordination of rehabilitation services. Through that agreement we will share with the provinces the cost of setting up a coordinators office, and will share in the cost of the salaries and travelling expenses and so on of the coordinator and his staff. This calls for the binding together of our services but we have a great number of resources that we can use and with organization, community cooperation and financial assistance, we feel that a great deal can be done. We feel that even in times of unemployment that it is only right to give those people who have a disability some of the services that will help to equalize their ability to compete in the market, and it is very definite that most of the disabled people have far more ability than they have disability—if we stress that—then I am sure we can make use of.

The CHAIRMAN: Thank you, Mr. Campbell.

Mrs. FAIRCLOUGH: Mr. Chairman, may I ask Mr. Campbell a question. I notice in this memorandum reference is made to the film which was produced and the efforts which were made to acquaint the public generally with the qualifications of these disabled persons. That is all very well, and you can stir up a certain amount of sympathy, but to get right down to a practical basis of placement, can you give us any information as to just what steps are taken or are contemplated for the development of actual placement services?

The WITNESS: The National Employment Service has a special placement division that is charged with the responsibility of finding jobs for disabled people. At the present time they are reviewing their whole procedure and amongst other things are organizing a staff training program hoping to take care of the larger number of people that they expect to take care of in the future. There are various ways of doing this. If these people have the qualifications they need, then the problem of placement is not so great, but

there are various techniques you can use. I have had to find jobs for disabled people at times when the employment services—and this was before the days of the National Employment Service—said there were no jobs, but we found jobs for them—we rang door bells and everything else. There has to be more intensive work done and there must be public education to protect the disabled persons from the prejudices that exist. That is the main thing. If you get a community realization that there is a responsibility in the community for doing that, it assists greatly in breaking down the barriers that exist.

Mrs. FAIRCLOUGH: Of course everyone who is placed does his or her own part to break down the prejudice. I know of one case in particular—a most interesting case—in which a young girl lost an arm. This girl had studied typing and now had just one arm. After considerable persuasion she was employed. The employer later reported that she was the best stenographer he had ever had. That girl herself is the best advertisement for the employment of handicapped persons you could have, and for everyone of those cases—they say a picture is worth a thousand words—therefore, one example is worth a good many hours of persuasion?

The WITNESS: That is important. In placing disabled persons that is very true. In my experience with the Ontario Workmen's Compensation Board in placing disabled persons each handicapped person was told that everyone was looking at them now, and it was up to them for their own sake and for the sake of the other disabled workers to do a good job.

The CHAIRMAN: Shall we continue with the bill then? Clause 1.  
Carried.

The CHAIRMAN: Clause 2?  
Carried.

The CHAIRMAN: Clause 3? Shall this carry?

3. (1) Subsection (1) of section 6 of the said Act is repealed and the following substituted therefor:

“6. (1) The Council shall consist of a Chairman and not more than twenty other members.”

(2) Subsection (9) of section 6 of the said Act is repealed and the following substituted therefor:

“(9) The members of the Council shall serve without salary but each member shall be paid his actual travelling expenses that have been incurred with the approval of the Minister in connection with the work of the Council, and may, with the approval of the Minister be paid a per diem allowance fixed by the Governor in Council for each day he is necessarily absent from his home in connection with such work.

(10) The Governor General in Council may appoint an alternate member for each member of the Council to hold office for such period, not exceeding three years, as may be determined by the Governor in Council; the alternate member shall be representative of the same group of persons or interests as the member for whom he is appointed as alternate and may, at the request and in the absence of the member for whom he is an alternate, act in the stead of that member, and whenever an alternate member so acts he shall, for all purposes, be deemed to be a member of the Council.”

Mrs. FAIRCLOUGH: Wait just a minute, Mr. Chairman. In section 3 and its subsection regarding travelling expenses, I am not convinced that it is necessary to leave the allowance to be fixed by the Governor in Council. I agree that the old rate is probably out-dated, but I can see no reason for not putting a new rate right in the bill.

Mr. BROWN: (Deputy Minister of Labour): Well, most of these pieces of legislation provide for an advisory council and so on, and for remuneration of that kind; it is pretty general practice to leave it to the Governor in Council because the rates vary from time to time over a period of years.

Mrs. FAIRCLOUGH: That has developed fairly recently. This Act itself is an example. When this first came into being it was not thought right to put the rate in the Act. Now there is developing a growing tendency to leave these things on an adjustable basis, and I am not convinced that it is in the public interest.

Mr. CROLL: Is it not for the purposes of achieving some uniformity? You take a generous hearted fellow like our Minister of Labour here, and he gives ample allowances, and someone else might decide to get tough about it and he gives meagre allowances. Is not the purpose of this section to bring about a uniformity so that everyone is treated in the same way? That is what I thought.

Mr. DESCHATELETS: You may get a generous Governor in Council?

Mr. CROLL: He has many of them before him from the various departments and operates on a uniform scale. That is the purpose of it. It would be more difficult for him to put it in each Act than to leave it in this fashion.

Hon. Mr. GREGG: That is the answer, Mrs. Fairclough. There are in my own department and in U.I.C. a number of advisory bodies. I am glad to have them. There is a variation even between departments. The whole thing once got out of line and an attempt was made to standardize and to work out an equitable basis that would be appropriate from time to time. It did seem that the best way of doing that was to not wait until the Act happened to be amended, I do not think, if there was nothing else but the amount under the Act that the minister responsible would want to bring in an amendment to an Act just to amend the amount of the per diem expenses.

Mrs. FAIRCLOUGH: How do you find out exactly what the allowances are, by asking what is paid on that basis?

Hon. Mr. GREGG: No, a survey is made of what appears to be an equitable basis based upon the time involved and the task in hand.

Mrs. FAIRCLOUGH: I think this present Act actually is one of the few Acts where the amount which is to be paid appears?

Hon. Mr. GREGG: To members and an advisory committee who are actually specified.

Mrs. FAIRCLOUGH: As I said before, this is a fairly recent innovation. That may be the situation, but nevertheless it has all developed within the last few years. I am not at all convinced—two wrongs don't make a right—and I am not at all convinced that it is in the public interest to have the amounts varied somewhere. I agree there should not be a variation as between boards and that the matter should not be left, as Mr. Croll says, to the generosity or otherwise of the ministers, but I think if you agree a certain man has a proper allowance for members of advisory boards then why not have that amount set down? Is it true, would you say, that all advisory boards are now receiving under this system by reference to the Governor in Council exactly the same amount for their attendances?

Hon. Mr. GREGG: I cannot say offhand, but I would doubt if it were so.

Mrs. FAIRCLOUGH: I would doubt it, too.

Hon. Mr. GREGG: But I will say, after all, this occurs not more than four times a year—is that right, Mr. Crawford?

Mr. CRAWFORD: Twice a year.

Hon. Mr. GREGG: Twice a year, these people are called together, and I can say on their behalf that the committee whose names I quoted when the bill was presented are folks who do not serve on this committee because of the per diem allowance nor to get trips to Ottawa, as you well know. I believe it is the intention here to be merely able to work this out based upon the situation at any given time. An amount may be set today which in another year would be out-dated. At a later time it should perhaps be less or more, and I think there is some advantage in having it flexible.

Mrs. FAIRCLOUGH: Well, Mr. Chairman, I am not concerned with the expenses—It is a matter of principle. Mr. Croll's submission was that this would permit all of these people to be paid on an equitable basis and that the amount would be the same. We have an admission that the amount is probably not the same—or at least we suspect it is not the same in all cases. If this is so, what is the objection to putting the specific amount in the bill. I really cannot see it myself. I feel there should be some place where this amount becomes public knowledge.

Mr. CROLL: It does become public knowledge—you will find it in the public accounts. You and I probably would not have the same amount—I would probably draw more than you for the trip down here for the opening of parliament.

Mrs. FAIRCLOUGH: Travelling expenses are of course subject to variation, but your per diem allowance is not.

Mr. BYRNE: Are you referring to the principle of equal pay for equal work for men and women?

Mr. CROLL: I remember that the people who were attending the United Nations conference came back complaining bitterly that they had not been treated fairly, many were out of pocket, and some members refused to go because they could not afford it. Now, the people who went overseas as part of the United Nations group came back and complained. There was nothing you could do for them at all because there had been a specified amount. A couple years ago they made a change in the allowances and the Treasury Board laid down what they thought was a proper allowance. At that time there was a more uniform allowance amongst the various people and I think that is the purpose of the new Act.

Mr. BELL: I can see Mrs. Fairclough's point, though. We objected very strongly to the omission of the amount that was to be paid the chairman of the pension commission and one of Mr. Lapointe's bills.

Mr. CROLL: No, you objected to it being fixed by Governor in Council. This is a different matter.

Mr. BELL: It is the same principle, though.

Mr. CROLL: It is never done, Mr. Bell. The only other person who would do it is the minister. It is not the same principle involved. It is a different matter entirely on which you could have a difference of opinion.

Mr. BELL: They all have been fixed by the Governor in Council.

Mr. CROLL: Yes, but this is a per diem amount.

Mr. BELL: But this is a small example of the same principle.

Mr. CROLL: It is a different thing entirely.

Mrs. FAIRCLOUGH: It is a different basis of remuneration true enough and probably in this sense you could not really call it remuneration—it is more in the nature of an expense allowance, but nevertheless, as Mr. Bell has said, the principle is there and the authority for payment is taken out of the hands of parliament and placed in the hands of someone who may make an arbitrary decision.

Mr. CROLL: I think this is the normal procedure we have been dealing with.

Mrs. FAIRCLOUGH: Yes, in the last little while. What if the norm changes?

Hon. Mr. GREGG: I agree it may be a similar principle but the other matter was certainly on a higher level and a much more important matter than this. I do think that these busy people—and they are busy people—who serve on these advisory committees—should feel that in relation to others a reasonably comparable per diem allowance has been worked out. I think it would be unfortunate if it were fixed in one case and probably not in another and because of that there could be a variation that would not lead to balance but might lead to confusion of the people concerned as to why it should be this way on one committee and another way on another committee.

Mrs. FAIRCLOUGH: It will be interesting to know whether this flexible arrangement results in an equitable system.

Mr. CROLL: They are given in the public accounts.

Mrs. FAIRCLOUGH: I have not read them all; maybe you have?

Mr. CROLL: No. I sat on the committee a little while.

Hon. Mr. GREGG: I will be prepared to give you an example of 4 or 5 when we come to the estimates.

Mrs. FAIRCLOUGH: I have not any desire to hold this thing up—I will agree, but with reservations. I may still say something about it.

The CHAIRMAN: Clause 3 carry?  
Carried.

The CHAIRMAN: Clause 4?

4. Section 9 of the said Act is repealed and the following substituted therefor:

*Officers, Clerks and Employees*

“9. There may be appointed in the manner authorized by law such officers, clerks and other employees as are necessary for the administration of this Act”.

Mr. BELL: It is really Clause I I want to bring up—merchant seamen do not come in the Act at all?

Hon. Mr. GREGG: Merchant seamen, as Mr. Crawford said, could come in under the regular schedules as individual merchant seamen, after the war. I know this particularly because I was the Minister of Veterans Affairs at the time and others that were on the Veterans Affairs committees will remember it here—that for quite a long time war-time merchant seamen were not granted the right to get training under the vocational training plan for veterans. This was accorded to them about 1948 or 1949, all who desired at that time and who had the necessary service during the war should be given vocational training with 100 per cent of it paid by the federal government in exactly the same way as it was given for veterans.

But since then, due to the fact that recently some merchant seamen have been thrown out of employment because of the change in merchant shipping, we are looking into the situation in conjunction with the Department of Transport to see how many men might be involved.

A suggestion has been put forward that we might bring something forward along the line of the old regulations, but we wanted to find out what the demand was first, and if you have any information on the matter we would be glad to have it.

Mr. BELL: I was thinking of clause (1) subclause (a); to fit persons for employment for any purpose contributing to the defence of Canada whether in industry or in the armed forces;

They would not come under it, would they?

Hon. Mr. GREGG: This clause is merely to apply to those whom we train 100 per cent either for the defence forces or for national defence, and it is merely to correct a technicality. If you will look over on the right hand side you will see that it says: "contributing to the efficient prosecution of the war whether in industry or in the armed forces;"

That was a war measure.

Mr. BELL: They brought them in under it.

Hon. Mr. GREGG: Yes, and we are saying now: ". . .contributing to the defence of Canada. . ." and this will apply to those whom we helped to train, either in the forces or otherwise.

The CHAIRMAN: Carried.

Clause 4?

Carried.

Clause 5?

Carried. Shall the title carry?

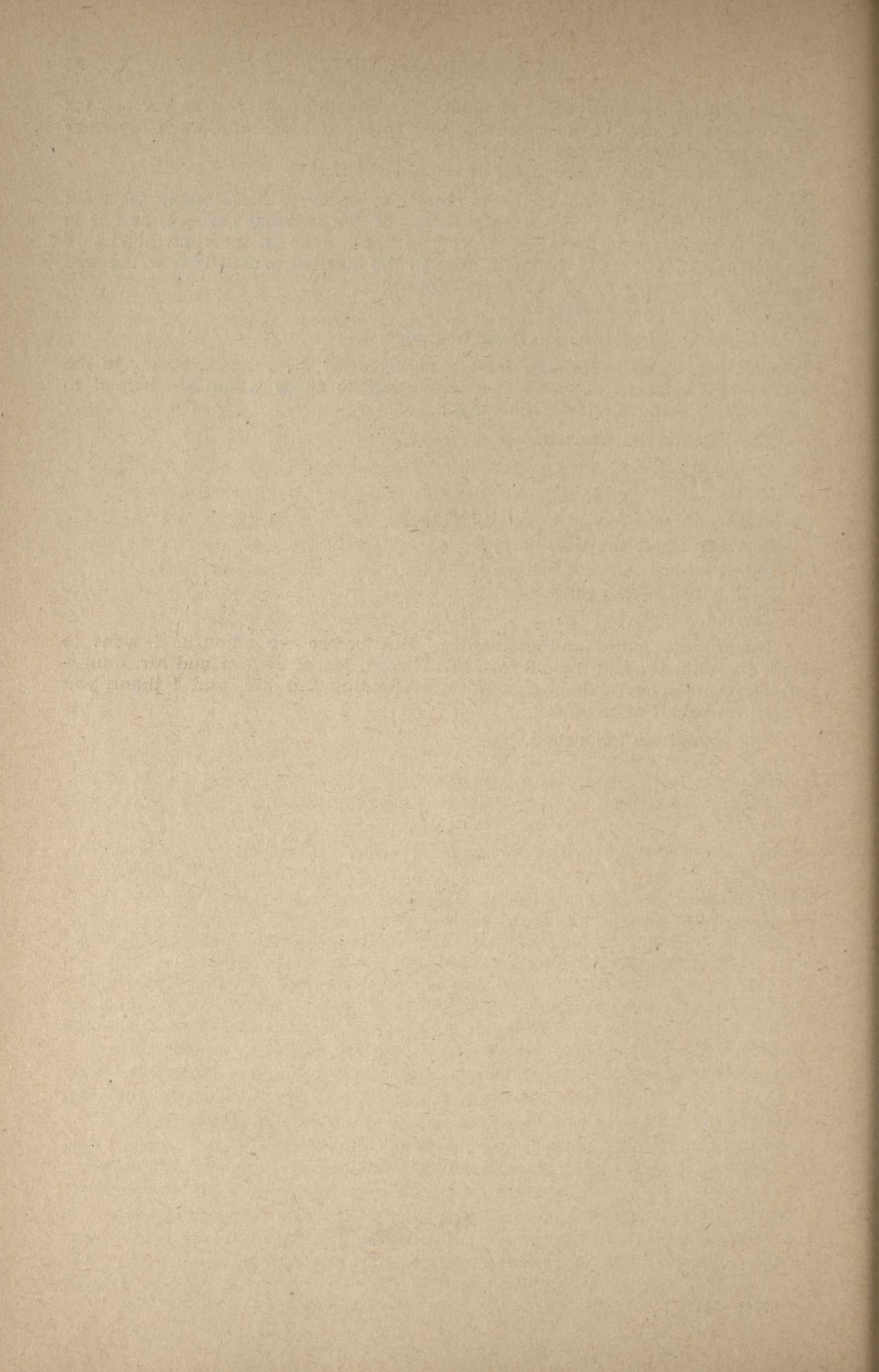
Carried.

Shall I report the bill?

Carried.

Thank you, ladies and gentlemen. But before we adjourn, I want to thank the minister and his officials, Mr. Brown, Mr. Crawford and Mr. Campbell for their splendid help to our understanding this bill, and I thank you as well on behalf of myself.

The committee adjourned.





**APPENDIX A**

## MEMORANDUM ON FEDERAL AID TO VOCATIONAL EDUCATION

The Federal Government has provided financial assistance to the provinces for the promotion and development of vocational training in various forms for over thirty years. The Royal Commission on Industrial Training in Technical Education appointed in 1910 under the chairmanship of James W. Robertson, spent three years investigating conditions in various countries and submitted a voluminous report which has resulted in fairly continuous provisions for federal aid under the provisions of five acts of parliament.

*Agricultural Instruction Act 1913—*

On the recommendation of the Royal Commission, the government passed the Agricultural Instruction Act in 1913 under which a total of ten million dollars was appropriated during a ten-year period to assist in the promotion and development of agricultural instruction. The provinces were not required to share in the expenditures and there were no specific requirements governing the types of projects to be undertaken. The act was extended for one year to enable the provinces to take full advantage of its provisions.

*Technical Education Act 1919—*

Because of World War I, action on the recommendation of the Commission with respect to industrial and technical education was delayed until 1919 when the Technical Education Act was passed providing another ten million dollars, over a ten-year period, to assist the provinces in developing vocational and technical schools of less than university grade. Under this Act, the federal government voted increasing annual appropriations which were allotted to the provinces according to population. The money was paid to each province by way of refunds amounting to one-half of approved provincial government expenditures. When the Act expired in 1929, some of the provinces had not earned the full amount of the appropriations and provision was made for extending the period of payment on approved claims until the money had been used up.

*Vocational Education Act 1931—*

In 1931, the Vocational Education Act was passed, under which the sum of \$750,000 per annum was to be allotted to the provinces on a basis of population during a 15-year period. This Act, which was intended to promote vocational education, did not become operative and was repealed in 1942.

*Youth Training Act 1939—*

In 1939, following the report of the National Employment Commission, under the chairmanship of Mr. Purvis, the government passed the Youth Training Act appropriating the sum of \$1,500,000 per annum for three years to be allotted to the provinces for the purpose of promoting and assisting the training of unemployed young people between the ages of 16 and 30 years. This money was matched, on a fifty-fifty basis, by provincial government expenditures in accordance with federal-provincial agreements approved by the Governor in Council. Under this Act, various forms of training and other activities were promoted to strengthen morale and to fit for gainful employment those young people who, because of the depression, had been deprived of suitable opportunities for education and training.

*War Emergency Training—*

In 1940, the federal government secured the co-operation of the provinces in developing what became known as the "War Emergency Training Program" under which short intensive courses were developed to train skilled and semi-skilled workers for industry and the armed forces. The federal government assumed the full costs of instruction and allowances to students. Administrative expenses were borne by the provinces, and the costs of necessary machine tools and equipment were shared on a fifty-fifty basis. Shop and classroom space was made available by the provinces. Thus the training needs of a national emergency were met in a manner which would have been impossible without the use of vocational schools and training programs which had been developed on a co-operative basis.

*Vocational Training Co-ordination Act 1942—*

The Youth Training Act expired in 1942 and the government passed the Vocational Training Co-ordination Act which is now being amended for the second time. The first amendment was made in 1948 when the provisions of the clause authorizing training for unemployed persons were extended to include trainees other than those referred for training by the Unemployment Insurance Commission.

The Vocational Training Co-ordination Act authorizes the Minister of Labour to undertake vocational training projects for various purposes as set forth in Section 3. These include projects of the type conducted under the War Emergency Training Program; training for the rehabilitation of veterans of the armed forces; training for unemployed persons, research projects in the field of vocational training; and the dissemination of information to vocational training.

Section 4 of the Act authorizes the Minister, with the approval of the Governor in Council, to enter into agreements with the provinces for sharing with the provincial governments in the costs of vocational training projects heretofore carried on under the Youth Training Act, as well as the costs of training programs for apprentices, for supervisors in industry, and for the preservation and development of natural resources. This section also authorizes sharing in the costs of constructing, equipping, and operating vocational schools of less than university grade as was done under the Technical Education Act.

In effect, the Vocational Training Co-ordination Act provides for federal participation in all types of vocational training activities heretofore assisted under the other acts.

The provisions of the Act and the operations thereunder are set forth in considerable detail in the Annual Report of the Department of Labour for 1953 on pages 66 to 90 inclusive. A copy of this report is being distributed to members of the committee along with a mimeographed copy of this statement.

It will be noted that all activities under the Act are subject to the provisions and conditions of four federal-provincial agreements approved by the Governor in Council and signed by the Minister of Labour on behalf of the federal government and the Minister of the appropriate department (usually education or labour) of the various provincial governments. In general the agreements are the same for all provinces, but minor differences are necessary in some of the agreements because of varying conditions and procedures in the provinces.

### *Vocational Schools' Assistance Agreement*

Under the provisions of the Vocational Schools' Assistance Agreement, which has been signed by all provinces (including the Northwest Territories this year) the sum of \$2,070,000 is included in the estimates for the ensuing year for sharing with the provincial governments in the costs of operating and maintaining vocational, technical and trade schools of secondary grade. The original agreement provided for an annual appropriation of \$2,000,000 for this purpose to be divided among the nine provinces. The increase represents the extra annual amount made available for Newfoundland and the Northwest Territories.

The money is allotted to the provinces by assigning \$10,000 to each province as an outright grant (Northwest Territories \$1,500) and dividing the remainder in proportion to the population group in each province between the ages of 15 and 19 years inclusive. These allotments are used to reimburse the provinces for one-half of provincial government expenditures on teachers salaries and other approved operating and maintenance charges for vocational schools operated by the province or subsidized by provincial grants.

All provinces are now earning the full amount of such appropriations and some provinces could earn several times the amount of money made available.

The agreement also provided for the appropriation of ten million dollars to be allotted to the provinces on the same population basis, for sharing equally with provincial governments in the costs of erecting, extending and equipping vocational, technical, and trade schools. Soon after the agreement was signed, each province submitted for approval a list of the projects on which it would claim specified amounts to match provincial government costs including costs for provincial schools and capital grants to municipalities.

The full amount has now been earned by each province and the department has knowledge of shareable building projects costing over five million dollars on which no federal grants have been paid because of lack of funds. It is estimated that there will be at least thirty million dollars worth of new construction of the same nature undertaken within the next few years.

This agreement covers a ten-year period which expires on March 31, 1955. A committee of the Vocational Training Advisory Council has been studying this matter for the past two years and has recently submitted a report to the Minister recommending that the agreement be renewed for a further ten-year period, that the sum of five million dollars be appropriated each year to be used for capital and maintenance expenditures as determined by agreement with each province, that the agreement stipulate the types of training projects for which the money is to be used, and that the annual appropriation be allotted to the provinces on a basis which will take into consideration the relative needs of each province and ability to provide such instruction. The report is being sent to the provinces for consideration and it is hoped that a more equitable system of allotments may be developed which will be acceptable to all concerned.

Additional information regarding this agreement is given on pages 68, 74, and 90 of the Annual Report.

### *Vocational Training Agreement*

The provisions and conditions governing federal assistance to various forms of vocational training heretofore carried on under the provisions of the Youth Training Act, the War Emergency Training Program and the Rehabilitation Training Program for Veterans, are set forth in the Vocational Training Agreement which originally covered a period of five years, was renewed with

all provinces for a period of three years, and then for a further period of one year, and which expires on March 31st, 1954. Council has recommended that this agreement, in revised form, be renewed for a further period of five years.

No material changes have been recommended in the provisions of the agreement or the conditions governing payment of federal grants, but the wording and arrangement of the regulations and schedules attached thereto have been changed to clarify interpretation and simplify procedure.

Under this agreement money is voted each year on the basis of estimated requirements to match provincial government expenditures for each schedule or program of training as indicated on pages 68 to 70, 75 and 76 of the Annual Report.

It will be noted from the Annual Report, pages 69 and 70, that programs under this schedule are operated under eight sub-divisions or schedules and that the proportion of the costs borne by the federal government are not the same in all cases. The federal treasury bears 50% of costs for projects and classes which are initiated by the provinces and 100% of the costs (except for equipment which is fifty-fifty) of projects which are operated by the provinces for or on behalf of the federal government, such as the training of members of the armed forces and rehabilitation training for veterans. The federal government pays 75% of the training costs for persons needed for operations under defence production (Schedule "K" 2).

The annual appropriations for these schedules or training programs vary slightly from year to year, but the total amount required each year is in the neighbourhood of \$1,250,000. Particulars of expenditures for the previous fiscal year are given in tables No. 1, 3, 6 and 7, commencing at page 84 of the Annual Report. An indication of the number of persons receiving such training is given in tables 2, 4, 5, 6 and 7.

#### *Apprenticeship Agreement—*

Under the provisions of the Apprenticeship Agreement, which is effective in all provinces except Quebec and Prince Edward Island, federal funds are provided for sharing equally with provincial governments in the costs of providing special training classes and supervision of training on the job for registered, indentured apprentices under the provisions of the provincial apprenticeship acts. Money is also provided under this agreement and through the administrative vote for the Training Branch of the Department of Labour for conferences, publications, and various forms of publicity for the promotion and development of apprenticeship training in Canada.

The Department has recently issued a bulletin entitled "Apprenticeship in Canada". This is a reprint of a booklet issued in 1949 for which there has been an unceasing demand. Other activities in the field of apprenticeship training are indicated on pages 70, 73, 74 and 77 of the Annual Report and the tables indicating registrations, expenditures and training enrolments are given on pages 88 and 89 of the report.

Acting on the recommendation of the First National Canadian Conference on Apprenticeship held in Ottawa in May 1952, the government appointed the Apprenticeship Training Advisory Committee which meets twice a year to consider and advise on nation wide problems in the field of apprenticeship, particularly those having to do with federal-provincial relationships. On the recommendation of this committee, the Department of Labour is co-operating with the provinces in the preparation of trade analyses which are to be used for establishing Canadian standards of apprenticeship training. The Information Branch of the Department of Labour has provided apprenticeship

exhibits for exhibitions and fall fairs throughout the country and recently conducted a nation wide series of broadcasts on apprenticeship which have received very favourable comment.

The number of apprentices registered under the acts is approximately 12,000 which is only about half of the number required to maintain the present number of skilled workers in these trades. Statistics are not available covering apprenticeship training in privately-operated apprenticeship schemes, but recent surveys indicate that about three times as many as are now being trained could be trained in Canadian industry to meet existing requirements.

The situation has improved during the past few years and the Department of Labour is doing what it can to promote and develop this important work. Annual federal allotments for this project have been increased from \$140,500 in 1945 to \$931,500 for the ensuing fiscal year.

The Apprenticeship Agreement which covers a ten-year period expires on March 31st of this year. Following negotiations with the provinces, recommendation is being made to the government for renewal of the agreement for another ten years.

#### *Vocational Correspondence Courses Agreement—*

In 1950, the department entered into a five-year agreement with all provinces except Newfoundland and Prince Edward Island under which the sum of \$125,000 was to be made available for the preparation by the provincial governments of vocational correspondence courses, provided all such courses were made available to students anywhere in Canada under the same conditions. As a result of this agreement 25 new courses have been completed, 13 are under preparation, and it is expected that others will be added. The department has issued a bulletin listing over 100 vocational correspondence courses which are now available to students anywhere in Canada at very small fees. Over 4,000 students are now enrolled in these vocational courses and it is felt that many more would take advantage of this service if it were given more publicity.

The scope for such service is indicated by the fact that over 15,000 persons are receiving correspondence instruction through privately-operated schools in the province of Ontario. Figures are not available for the whole of Canada.

#### *Advisory Council and Apprenticeship Committee—*

Reference has been made to the Vocational Training Advisory Council and the Apprenticeship Training Advisory Committee which are the two bodies appointed by Order in Council to advise the Minister of Labour on matters pertaining to the administration and operation of the Vocational Training Co-ordination Act. The membership of these two bodies is listed on page 78 of the Annual Report and the nature of the service they render is indicated on pages 72 and 73 of the report.

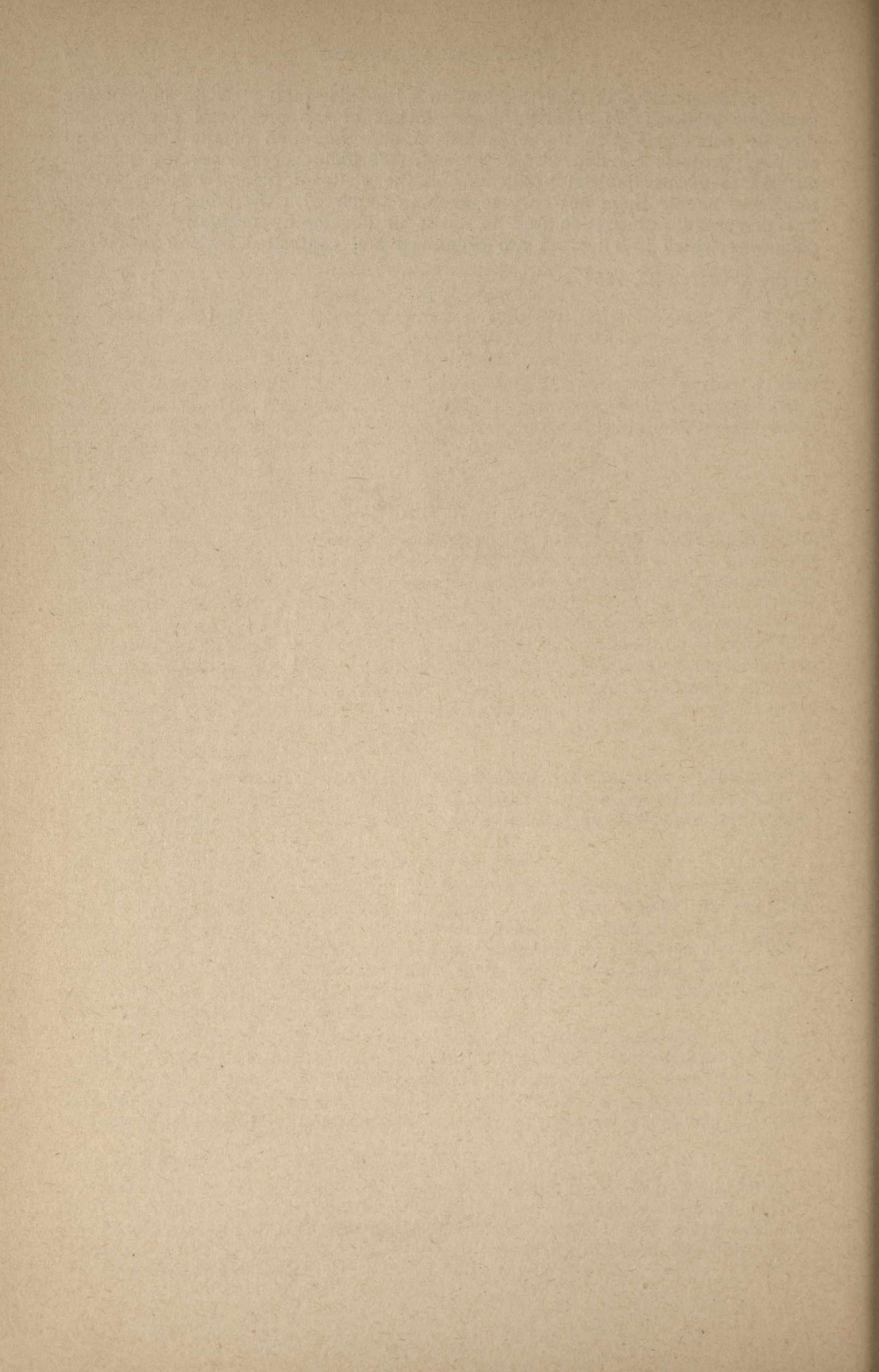
These bodies meet semi-annually and all matters pertaining to policy, changes of procedure and the development of new work are referred to them before action is taken by the Department. Their services have been most valuable in that they represent the point of view of the provinces and those sections of the public which are most directly affected by vocational training.

#### *Staff and Functions of the Training Division—*

Reference to the staff and functions of the Training Branch of the Department of Labour is made on pages 70 and 72 of the Annual Report. Since this report was written, Mr. J. H. Ross has retired because of illness and has been replaced by Mr. Stewart R. Ross, formerly Principal of the Lowe Vocational School at Windsor, Ontario.

The department is able to function with this small staff because of the excellent co-operation received from officials of the provincial departments directly concerned with the organization and operation of the schools and training projects assisted under the act. Periodic conferences are held in Ottawa to discuss mutual problems and the visits of federal officials to the provinces enable them not only to keep in touch with the work being done, but to spread information and to assist in developing mutually acceptable programs which in all cases are organized and controlled by the provinces.

OTTAWA, March 25, 1954.





**APPENDIX B**

## MEMORANDUM ON CIVILIAN REHABILITATION

*Historical Background—*

The beginning of the Twentieth Century saw a changing attitude develop towards those who, because of accident, disease or congenital conditions suffer physical or mental disability. The old conception that these people were merely objects of charity gave place to a realization that medical skill could often reduce or eliminate disability; that prosthetic appliances could often increase individual ability; and that if the latent skills of the disabled were developed, many could become productive members of society.

The potential usefulness of the disabled was further demonstrated by the results of the excellent rehabilitation program for Canada's disabled veterans. The work being done in some of our provinces for disabled workmen has rated international acclaim. The achievements of many of our voluntary agencies are outstanding. There has, however, been no co-ordinated effort to bring rehabilitation services to all who might benefit. Because of this, it was realized that a national program to rehabilitate Canada's disabled was desirable. In view of the growing public concern, the Minister of Labour, in co-operation with the Minister of National Health and Welfare and the Minister of Veterans' Affairs, called a National Conference on the Rehabilitation of the Physically Handicapped, which was held in Toronto in February 1951. The principal recommendations of this Conference were that a National Committee be formed to advise the Government on matters pertaining to the rehabilitation of disabled persons, and that a National Co-ordinator of Rehabilitation be appointed. After consultation with the provinces and the various health and welfare voluntary agencies, the National Advisory Committee on the Rehabilitation of Disabled Persons was appointed by Order in Council in the closing days of 1951.

*National Advisory Committee on the Rehabilitation of Disabled Persons—*

In addition to a representative of each of the Federal Government Departments concerned, there is on this Committee an official representative of each of our ten provinces; six representatives of the medical profession; four representing organized labour; four representing organized employers; six representing the National Voluntary Agencies dealing with the disabled and four representing the universities.

The first meeting was held in February of 1952, and a National Co-ordinator was appointed in June of that year. During the months of July and August, the National Co-ordinator visited each of the provinces and found in each a favourable interest in the proposal that a Federal-Provincial rehabilitation plan be developed. The Committee met again in September, and between then and November prepared submissions to the Government regarding the first steps considered necessary to establish a national program. Towards the close of the next session announcements were made in the House of Commons by the Honourable Milton F. Gregg, Minister of Labour, and the Honourable Paul Martin, Minister of National Health and Welfare, of measures which would largely implement suggestions made by the National Advisory Committee. As a result, it was announced that assistance would be made available to the provinces from the Department of Labour for the following purposes:

1. *Co-ordination of rehabilitation services.* The Federal Government is prepared to make a contribution up to \$15,000 per annum to each province, on a matching basis, to pay the salaries and expenses of a Provincial Rehabilitation Co-ordinator and his staff, and to supply certain services necessary to the rehabilitation of an individual where these needs are not covered by other sections of this plan. The Provincial Co-ordinator, in addition to other duties, would work with a provincial interdepartmental committee to assure the

co-operation of the various departments whose services contribute to a rehabilitation plan. He would seek to co-ordinate, on a regional and local basis, the efforts of all agencies, public and private, working with the disabled, and to stimulate interest of the medical profession, management, labour, the vocational and placement services in the potential worth of the disabled. He would establish a case-finding and case-referral system and endeavour to see that as far as possible the efforts of the disabled are guided to productive ends.

2. *Vocational Training.* Provision is being made under the Canadian Vocational Co-ordinated Act whereby with the approval of a provincial committee including the Provincial Co-ordinator, training of any type desired can be obtained for a disabled person, provided such training should result in his rehabilitation. The proposed new Schedule, Schedule "R", has been worked out with the co-operation of the Vocational Training Branch and will operate as an extension of existing Federal-Provincial training agreements.

#### *Medical Services*

Through the Department of National Health and Welfare, the present health grants have been supplemented by a new *Medical Rehabilitation Grant* to fill gaps in existing services. It must be borne in mind that existing grants for Hospital Construction, Tuberculosis Control, Crippled Children, and Mental Health, can, in some instances, be applied to rehabilitation projects. The new grant is, therefore, supplementary to these. It can be used for the following purposes:

(i) To meet the cost of training rehabilitation personnel, such as doctors, physiatrists, occupational and physical therapists, remedial gymnasts, social workers, rehabilitation officers, etc.

(ii) For the purchase of equipment designed to reduce disability, such as apparatus for electrotherapy, hydrotherapy and resistance exercises.

Where funds are to be used for either of these two purposes, the amount expended can be considered as an outright grant, with no matching principle involved.

(iii) For expansion of existing rehabilitation services. This grant could help employ the necessary professional staff for hospital and rehabilitation centres. It could also be used to finance surveys to seek out persons with disabilities, to set up units where crippled persons could get help with their appliances, and to set up other specialized clinics and units essential in any well balanced program for the disabled. For this latter purpose the matching principal would apply. The total grant for these purposes will amount to \$1,000,000 a year, although for the balance of this first year, (1953-54), it will be one half of this amount.

#### *Provincial Organization*

While a different pattern may develop in each province, it is hoped that the Provincial Co-ordinator aided by an inter-departmental committee and provincial and local advisory committees would seek to combine the above services with those of the medical profession, the existing voluntary agencies, the National Employment Service and, supported by labour and management, would develop a team approach that would result in the restoration of a large percentage of the disabled to their place of maximum usefulness in the community.

#### *Developments*

Following the announcement of the above measures, the National Co-ordinator, accompanied by the Principal Medical Officer of the Department of National Health and Welfare, visited each of the provinces and discussed details of the proposed development with the Minister of the Departments concerned and their Deputies. Since then, five provinces, Saskatchewan, New Brunswick, Newfoundland, Manitoba and Alberta, have signed Agreements regarding co-ordination of services. Several provinces have indicated their

intention of implementing Schedule "R" and a number of projects have been received and considered under the Medical Rehabilitation Grant. Provincial Co-ordinators have been appointed in Saskatchewan and New Brunswick and similar appointments are imminent in Alberta, Manitoba and Newfoundland. In addition, three other provinces have indicated that the Agreement regarding co-ordination of rehabilitation services will be signed in the very near future.

#### *Publicity*

The success of a rehabilitation program depends very largely on motivation of the individual requiring rehabilitation and a general realization on the part of the public that if we disregard the obvious disability and pay attention to the remaining ability of the disabled, most can perform a useful function.

With the help of the Information Branch of the Department of Labour, considerable publicity has been given through the press, magazine articles and radio to the idea that the so-called "handicapped" are employable. The film "Everybody's Handicapped" designed to break down employer prejudice against the disabled has been produced and in the next few months will be seen by approximately 200,000 people representative of employers and of labour. The Canadian Manufacturers Association; The Canadian Chamber of Commerce; The Canadian Congress of Labour and The Trades and Labour Congress of Canada have all issued statements supporting the proposed program. In many parts of the country, local voluntary associations have been formed to bring together the various organizations interested in the disabled. In some areas these bodies have made surveys of the resources in that district that will contribute to a general rehabilitation program.

#### *Civilian Rehabilitation Branch*

Under the direction of the National Co-ordinator, the Civilian Rehabilitation Branch of the Department of Labour works closely with the National Advisory Committee on the Rehabilitation of Disabled Persons and conveys its recommendations to the appropriate departments of Government. Close liaison is maintained with the Division of Vocational Training, the National Employment Service and the Departments of National Health and Welfare and Veterans Affairs. In this way, it is assured that the contributions of each to the rehabilitation process are properly co-ordinated. The Branch acts as a clearing house for information regarding rehabilitation and is closely in touch with the branches of Government of the United Kingdom and the United States responsible for their rehabilitation programs.

Through the International Labour Office, the Rehabilitation Section of the Division of Social Welfare of the United Nations Organization and the International Society for the Welfare of Cripples, it keeps in touch with general developments in rehabilitation throughout the world, so that those interested, in Canada, can be kept fully aware of developments that might assist them in meeting their own problems.

The Branch is prepared to assist the provinces in organizing and developing their programs and will maintain continuing consultative services. It will administer the co-ordination of rehabilitation services agreements with such changes and modifications as may from time to time be found necessary to the proper development of the program.

The progress that has been made to date is most encouraging. Canada needs the productive capacity of her disabled. All that most of these people want is a chance to develop and demonstrate their ability. As tax consumers, they wish to become tax payers. With good will, common sense and co-operation at all levels, the various services available can be blended together and supplemented where necessary to create a properly co-ordinated plan to rehabilitate Canada's disabled.







