

See P.C. 2525
dated 11-X-18
Amended by P.C. 850, 15-19



The Committee of the Privy Council have had before them a report, dated 9th July, 1918, from the Minister of Labour, representing that industrial unrest during the past few months has become more general than formerly, thus causing serious interruption in some lines of war work, and indications are that it will become more widespread still unless successful efforts be made to check it. This unrest has many causes among which are the shortage of labour, rapid advance in the cost of many of the necessaries of life, employers denying their workmen the right to organize or to meet them in joint conference to discuss requests for improved conditions or to negotiate adjustments of differences; and in others from too hasty action on the part of working men in ignoring the provisions of The Industrial Disputes Investigation Act and in adopting drastic measures before exhausting every reasonable effort to reach a satisfactory settlement. Wages alleged to be inadequate together with length of the work day said to be too long, are among other frequent causes of such unrest.

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copy to Labour Dept. 11 July 1918 R.P.
" " Sir Edward Kemp 17 July 1918.

The Minister, realizing the necessity of steady work and close and sympathetic co-operation between employers and employees to secure maximum results from war efforts, is of opinion that the Government should forthwith adopt such means as may seem practicable for the prevention of such interruption during the continuance of the war, whether caused by lockouts or strikes, and the establishment of such co-operation, while at the same time striving to ensure to the workmen adequate compensation for their labour and reasonable safeguards for their health and safety, and to employers fair and reasonable treatment.

Canada Gazette
3rd Sec. - Page 455-455

The Minister is further of opinion that a declaration by the Government of a war labour policy, fair and equitable to all concerned, governing relations between employers and workmen in all

all industries engaged in war work and including all those mentioned in The Industrial Disputes Investigation Act (except railways), and amendments thereto by Parliament or extensions thereof by Order-in-Council, for the duration of the war, would materially contribute to the attainment of these objects.

The Minister, therefore, recommends that the Governor-in-council declare the following principles and policies and urge their adoption upon both employers and workmen for the period of the war.

Should

1. That there [^]shall be no strike or lockout during the war.
2. That all employees have the right to organize in trade unions, and this right shall not be denied or interfered with in any manner whatsoever, and through their chosen representatives should be permitted and encouraged to negotiate with employers concerning working conditions, rates of pay, or other grievances.
3. That employers shall have the right to organize in associations of groups, and this right shall not be denied or interfered with by workers in any manner whatsoever.
4. That employers should not discharge nor refuse to employ workers merely by reason of membership in trade unions or for legitimate trade union activities outside working hours.
5. That workers in the exercise of their right to organize shall use neither coercion nor intimidation of any kind to influence any person to join their organizations or employers to bargain or deal therewith.
6. That in establishments where the union shop exists by agreement the same shall continue and the union standards as to wages, hours of labour and other conditions of employment shall be maintained.
7. That in establishments where union and non-union men and women now work together, and the employer meets only with employees or representatives engaged in such establishments, the continuance of such conditions shall not be deemed a grievance.

This declaration, however, is not intended in any manner to deny the right, or discourage the practice of forming labour unions, or the joining of the same by the workers in said establishments as aforesaid, nor to prevent a Board of Conciliation or other body or adjuster from recommending improvements in the matter of wages, hours of labour, or other conditions, as shall from time to time be found desirable.

8. That established safeguards and regulations for the protection of health and safety of workers shall not be relaxed.

9. That all workers, including common labourers, shall be entitled to a wage ample to enable them with thrift to maintain themselves and families in decency and comfort, and to make reasonable provision for old age.

10. That in fixing wages, minimum rates of pay should be established.

11. That women on work ordinarily performed by men should be allowed equal pay for equal work and should not be allotted tasks disproportionate to their strength.

12. ~~That the basic eight hour day should continue in all cases where it now exists.~~ In all other cases the question of hours of labour should be settled with due regard to governmental necessities and the welfare, health and proper comfort of the workers.

*where Eight hours
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where eight hours
is by law or agreement
the basic day,
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continue.*

13. That a maximum production from all war industries should be sought and methods of work and operation on the part of employers or workers which operate to delay or limit production or which tend to artificially increase the cost thereof should be discouraged.

14. That for the purpose of mobilizing the available labour supply with a view to its rapid and effective distribution as well as constant employment; the Managers and Operators of industrial establishments and the trade unions concerned should keep Provincial or Municipal Employment Agencies and the Canada Registration Board fully informed as to labour required or available. These agencies should be given opportunity to aid in the distribution of labour, ~~and~~

15. That in fixing wages, hours and conditions of labour regard should be had to the labour standards, wage scales, and other conditions, prevailing in the locality affected, always mindful, however, of the necessity of payment of living wages.

16. That to better preserve industrial peace during the war employers and employees should, after once establishing an agreement as to wages and working conditions, agree to its continuance during the war, subject only to such changes in rates of pay as fluctuation in cost of living may justify.

17. That when employer and employees are unable to arrive at a mutual agreement concerning any existing dispute, unless some other means of settlement is agreed upon by the parties, they should use the machinery provided for in The Industrial Disputes Investigation Act in an endeavour to reach an adjustment.

Should the recommendation of the Board of Conciliation not be accepted either party may appeal to the Board of Appeal who shall review the findings, of the Board of Conciliation and hear such further evidence as either party to the dispute may desire to submit at their own expense, the decision of the Board of Appeal to be final.

Any settlement of a dispute referred to the Board of Conciliation, or carried in appeal to the Board of Appeal, shall be effective not later than the date on which the application for a Board of Conciliation was filed.

The Board of Appeal shall be composed of two representatives of Labour nominated by the Executive Council of the Trades and Labour Congress of Canada, two representatives of the employers, nominated by the Executive of the Canadian Manufacturers Association, and a Chairman nominated by the said members of the Board, or, in case of failure to agree on a Chairman then the Minister of Labour shall appoint such Chairman.

The Minister further recommends that the Minister of Labour be authorized to make regulations governing procedure on appeal provided for by paragraph 17 of the above recommendations.

The Committee concur in the foregoing recommendations and submit the same for Your Excellency's approval.

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approved.

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11 July 1918.