



ADVISORY COMMITTEE

ON

RECONSTRUCTION

VI. POST-WAR PROBLEMS OF WOMEN

Final Report of the Subcommittee

November 30, 1943



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EDMOND CLOUTIER
FOR TO THE KING'S MOST EXCELLENT MAJESTY
1945

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The reports of the Advisory Committee on Reconstruction consist of a Committee Report and reports by Subcommittees under the following titles:—

- I. Agricultural Policy.
- II. Conservation and Development of Natural Resources.
- III. Publicly-Financed Construction Projects.
- IV. Housing and Community Planning.
- V. Post-war Employment Opportunities.
- VI. Post-war Problems of Women.

VI. SUBCOMMITTEE ON POST-WAR PROBLEMS OF WOMEN

FINAL REPORT

Terms of Reference

In January, 1943, the Subcommittee on Post-war Problems of Women, the last of the subcommittees to be appointed by the Advisory Committee on Reconstruction, was organized, and given the following terms of reference:—

To examine the problems relating to the re-establishment of women after the war and to make recommendations to the Committee on Reconstruction as to the procedure to deal with the problems and other matters relating to the welfare of women in the period of reconstruction.

Membership

At the outset only the Chairman and four members had found themselves free to accept membership in the subcommittee and suggestions for additional members were requested. No representative basis of any kind was used for the choice of members who were ten in number:—

Mrs. R. F. McWilliams, Chairman, Winnipeg; Mrs. Harvey Agnew, Toronto; Dr. A. Vibert Douglas, Kingston; Miss Marion Findlay, Toronto; Madame C. Frémont, Quebec; Mrs. R. B. Gunn, Lloydminster, Alta.; Mrs. Sherwod Lett, Vancouver; Mrs. Grace W. MacInnis, Vancouver; Mrs. N. A. M. MacKenzie, Fredericton; Miss Margaret Wherry, Montreal; Dr. L. C. Marsh (Research Adviser); Mrs. F. E. Hurst (Secretary).

Appointments, Meetings and Reports

Chairman appointed and four members January 11, 1943.

Three additional members appointed by February, 1943.

First meeting, Ottawa, March 22, 23, 24, 1943.

Two more members appointed April, 1943.

Second meeting, Winnipeg, April 26, 27, 1943.

Report on Social Security in Relation to Women, May, 1943.

Meeting planned for Ottawa, June, 1943, cancelled by Chairman, Committee on Reconstruction.

Third meeting, Ottawa, August 27, 28, 29, 1943.

Fourth meeting, Ottawa, November 18, 19, 20, 21, 1943.

Report on Post-war Problems of Women, November 30, 1943.

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I. BASIC ASSUMPTIONS UNDERLYING THE REPORT

1. The report is predicated on the assumption that full employment will be the objective of all economic policy in Canada after the war.

2. Postwar problems of women cannot be considered apart from the post-war problems of society in general.

3. In the work and sacrifice of the war years women have played their full part as responsible citizens and expect to be treated consistently as such in the coming years. Their hope is to be full members of a free community.

II. SIZE OF PROBLEM

1. *The Pool of Woman-Power*

In seeking to find some method of measuring the number of women who come within the terms of reference given to us, it soon became evident that it was impossible to segregate any special groups or numbers of women employed in war occupations. It is difficult to define precisely what are war industries, and there is the further fact that many women went to work in what might not be called a war industry to release men for the forces or for essential war industry. These women, it seemed to us, should be included in any discussion of the post-war problems of women engaged in war industry. We, therefore, decided to include the whole group of employed women in our studies.

Under expert advice we have taken the following picture of the pool from which woman-power is drawn as it was just before the beginning of the war:—

Total number of women available.....	3,000,000
Married women.....	2,000,000
Single women.....	1,000,000

The following two tables, based upon figures supplied by the Dominion Bureau of Statistics and the Department of Labour, show the progress of the entry of women into the ranks of employed women due to the demands of the war, and their progressive distribution:—

Numbers of Women Employed in Industry, June 1939-November 1942

June, 1939	June, 1940	June, 1941	June, 1942	Oct., 1942	Nov., 1943
600,000	620,000	720,000	962,000	1,073,000	1,200,000

Of the 1,200,000 women employed in November, 1943, 260,000 are engaged in direct or indirect war industry.

Distribution of Employed Women: Estimated numbers of women employed June 1939 to October 1942

	June, 1939	June, 1940	June, 1941	June, 1942	Oct., 1942	Jan. 30, 1943
Agriculture	2,000	2,000	2,800	3,000
Forestry, fishing, hunt- ing	400	500	600	1,000	1,600
Mining	600	600	600	1,000	1,600
Manufactures	111,000	129,000	174,200	261,000	301,000	373,000
Construction	1,000	1,000	1,500	2,000	2,600	4,000
Transportation and Communication	18,000	18,000	20,300	26,000	30,000	31,000
Trade and Finance...	111,000	114,000	126,400	164,000	182,000	180,000
Service	342,000	342,000	379,200	490,000	490,000	439,000

As at January 30, 1943, there were 3,310,000 persons employed in industry, so that women are now filling one out of every three jobs. It is clear also that 600,000 women have been drawn into the ranks of the employed who were not working in June, 1939. As there were at that time 85,000 women only, seeking work, it follows that over 500,000 new workers have been drawn into the ranks of the employed.

These figures take no account of the women in the forces, who numbered nearly 38,000 in November, 1943. The problems arising out of the demobilization and rehabilitation of this group have been dealt with by the General Advisory Committee on Demobilization and Rehabilitation, and are not dealt with here. The factors relating to women's employment, which are discussed in this report, will apply in equal measure to those service women who seek employment after discharge, or following the completion of a training course.

2. *The Post-war Problem of Women Now Employed*

In considering this problem, the first question asked was how many women will wish to continue in the ranks of the gainfully employed.

The Committee decided it would be useful to have some indication of what women workers in war industries are thinking regarding their position in the postwar period. For this purpose questionnaires were distributed among women employees in several war plants. This was a preliminary study only and it was our intention to suggest a survey if the results of a small sample indicated the desirability of obtaining fuller information in this way. This is not now possible because of the termination of the Committee's work.

The replies to the questionnaires reveal the interest and concern in this whole question on the part of both the women and their employers, and in certain plants the subject is receiving further consideration.

While the evidence of a small sample cannot be considered conclusive, it indicates the intention of approximately one-half of these women and girls to withdraw from industry, and to resume or to enter the occupation of home-making. The percentage figure falls within the range of figures arrived at by certain other polls and estimates, namely 45 to 55 per cent. These figures should be taken as applying to the 600,000 women who have come into industry since 1939.

It may be of interest to note that valuable suggestions were offered by many of the women in connection with postwar problems and the re-employment of those for whom employment will be necessary. Many of them are in line with recommendations made in this report.

It is impossible to give any clear cut picture of the postwar position of women who will wish to be employed, but the available figures do give an indication.

It is a reasonable assumption that normal employment after the war, comparable to that of 1939, would raise the figure of 600,000, the number of women employed then, to 750,000.

Hence we have:

Women now working.....	1,200,000
Women required for normal employment at end of war.....	750,000
Leaving to be taken care of.....	450,000
From these may be deducted the expected number of women returning to their homes or marrying, 45 per cent of 600,000, or..	270,000
Leaving to be taken care of.....	180,000

This is undoubtedly a large number and will be increased somewhat by the number of women from the armed services who enter the labour market. We had hoped to analyse it further, and to consider more carefully where and how more employment might be found. All we can do now is to list the following factors which will operate to reduce this figure of 180,000 if full employment is attained after the war:—

- (a) Marriage in the group of 600,000 already working when war broke out.
- (b) The opportunities for women on the farms. The number of women who have left the farms is 95,000.
- (c) A possible expansion in household work if conditions are made more attractive.
- (d) A probable expansion in the distributive trades and services occupations.
- (e) New Government services such as health insurance, or security measures and housing projects.
- (f) New industries such as the manufacture of plastics and household gadgets in which women workers may be wanted because their newly acquired skills will be easily adapted and because employers have found their women employees valuable and valued workers.

If thousands of women are not to be searching earnestly, if not desperately, for work, and depressing thereby the wages of men and women already working, it is essential that all possible measures to widen these channels of employment be undertaken. We urgently recommend that preparations to this end be begun forthwith.

III. APPROACH TO THE PROBLEM

Women in Canada may be divided into four groups:—

1. Married women engaged in their own homes, rearing their children and putting their best effort, physical, mental and spiritual into the creation of the home life.

2. Single women earning their own living. Most single women in Canada earn their livelihood, and public opinion increasingly expects it of them. In this connection, it may be stated, a considerable proportion of these single women are supporting dependents wholly or in part.

3. Married women who either by reason of economic conditions or by choice are engaged either in full or part-time work. It should be noted that this usually involves dual responsibility in that the home duties must still be carried on.

4. Women on the farms are considered in a group by themselves because they contribute to the earnings of the family income in a way that applies generally to farm life only. Thus, while they have all the problems of the woman in the home, they have also a special set of problems requiring separate attention.

The following general considerations apply to all groups:—

1. To women in each group the right to choose what occupation she will follow must be conceded as a right to which every citizen is entitled. She must also have the right to equality of remuneration, working conditions, and opportunity for advancement.

2. We believe that the right to choose is not going to operate to make every woman, or even much larger groups of women want to leave their homes for the labour market. It is the right to choose which is demanded. Happier homes, and, therefore, a happier democracy, will result from the recognition that women

choose or do not choose marriage as their vocation. It must be remembered that for many single women marriage will be an impossibility because of the casualties of the war.

3. Many women in all three groups will find their situations changed in the post-war years. A large proportion of the women now working, both married and single, have been earning money for the first time, or the first time since marriage. They have gained an entirely new realization of their skills and capacities. Many will return gladly to home life. Others will feel a sense of frustration if they have not the opportunity to exercise these abilities. For some public activities will serve, others will wish to be gainfully employed.

IV. GROUP I. MARRIED WOMEN IN THE HOME

A. *General Factors*

This is the largest group among Canadian women and the most important from the standpoint of the happiness and efficiency of the husband and children. Thus the homemaker gives a tremendous contribution to the building up of a healthy, happy and efficient Canadian people.

It follows that any government which desires to build a true democracy, of which such homes are the foundation, must do everything in its power to create conditions under which such homes can be successfully maintained.

Moreover, the homemaker, though classified in the census as not gainfully employed, is engaged in an occupation which has a vital economic value to the community. No one has expressed this so accurately and completely as Sir William Beveridge in his report on Social Security, page 49, section 107:—

In any measure of social policy in which regard is had to facts, the great majority of married women must be regarded as occupied on work which is vital though unpaid, without which their husbands could not do their paid work and without which the nation could not continue.

The economic value of the wife's work becomes clear if the cost to the husband of replacing the services rendered by the wife in her purely occupational aspects is kept in mind. We would like here to refer to the recommendation in our first report on Social Security in relation to women that the team or partnership policy advanced by Beveridge in relation to the married couple be adopted.

The opinion of many women in all classes appears to be that every effort of education ought to be used to present the view that the married woman who has children is serving her country well if she stays in her home and looks after her family, though at the same time the right of choice is hers. Actually it would seem that when the ban of public opinion on married women working is once removed the result would be a greater readiness to look on marriage as on a par with any other occupation.

For the accomplishment of this purpose we outline a number of measures which we recommend should be undertaken or encouraged by the Government.

B. *Measures which will Contribute to the Successful Maintenance of Canadian Homes*

1. *Household Workers*

One of the greatest assets a community can have is the harmonious, well-managed home. The level of home life will be raised only if women, whether employers or employees, are better trained for their jobs as household workers.

The Problem. It is anticipated that for a long time in the future, as in the past, household workers will continue to be the largest, or one of the largest,

groups of gainfully occupied women. The problem is to make the vocation of household work sufficiently attractive to hold more adequate numbers of well-trained intelligent girls and women. On the other hand, housewives are entitled to the competent services of well-trained household workers. To accomplish this, it is necessary to establish in the minds of employers the principle that payment for services should be in just proportion to the importance of these services, and that, on the other hand, the status of household work should be raised by the standards of training to the dignity of a vocation.

Importance of the Problem. The problem of the household workers deserves special attention for four main reasons:—

- i. Prior to the war, there were more workers in this category than in any other and many present-day war workers could be reabsorbed into the peacetime economy through this channel.
- ii. The skilled household worker makes a significant contribution to the health and well-being of the family. Good household workers also are essential if highly trained professional and business women are to make an adequate return to the state for their expensive education.
- iii. It must be realized that the social progress of a country depends to a very large extent upon the voluntary efforts of women who give their time to the community. Under war conditions with the prevailing shortage of household workers, it has become increasingly difficult for women to make this contribution. The value of this voluntary service is incalculable, but it must be acknowledged that it depends largely upon competent household workers able to undertake the domestic duties of women who are willing to make this contribution to their communities.
- iv. The level of the economic life of the community is depressed by a large reserve of unskilled womanpower. Other groups of workers will have greater security if the status of household workers can be raised.

The Plan. We therefore recommend a plan partly old and partly new in Canada for raising the status of household workers. Its underlying essential features are:—

- i. A standard of proficiency should be set by a training program sponsored and financed by the Dominion and provincial governments. Graduates of the training course would be given proficiency certificates entitling them to recognition as skilled workers.
- ii. A signed agreement between employer and employee, made through National Selective Service in co-operation with the training schools, would protect both employee and employer by providing at least a written statement regarding wages, termination of employment and other working conditions. We have noted that efforts are being made to establish a national labour code. Should an agreement be reached between the Dominion and the provinces in favour of applying the Labour Code to peacetime industries, we urge that it include household workers.
- iii. Labour legislation should be amended when necessary to include household workers under the Minimum Wage Acts and other related legislation.
- iv. The occupational branches of social insurance should be open to household workers, i.e., Unemployment Insurance, Workmen's Compensation.
- v. National Selective Service should encourage young women to attend training schools for household work.

- vi. An organized supply of trained part-time workers should be made available to fill a great and immediate need for various types of household service. This kind of service is particularly required in homes of moderate income where it is impossible for the housewife with several children to have full-time assistance.
- vii. The cost of providing training should be borne by the government. The student should carry her own living expenses during training with the help, when necessary, of government loans at low rates of interest.

Training Program. Any training plan for housework should be included as an integrated part of a government post-war training plan. Such a training plan should develop a uniform standard of proficiency and a craft pride comparable to that obtaining in other skilled trades. It should also include, so far as may be possible, some general education.

After completing the course successfully, a trainee would be entitled to a certificate of proficiency. The holder of such a certificate would have more assurance of better wages and working conditions generally than an unqualified worker.

Training can be given in four different ways, each of which meets a special situation:

- i. *Part-time training—part-time employment.* In order to provide for comparatively rapid training of a large number of young women, we recommend a plan which has been successfully tried for some time in European countries, especially in France. The main feature of this plan is that it permits the young woman to work while she is receiving training.

Under an arrangement agreed upon by the training school and the employer a regulated number of hours of work can be done in the home, the rest of the time being devoted to study in classes. In these classes courses would be given, specially planned by experts and taught by skilled teachers. Experimental work can then be carried out within the home with the cooperation of the employer. It would be necessary in any such plan, at least in the early stages, that careful choice both of employer and trainee be made. This would be best done probably by National Selective Service in co-operation with the training authority.

- ii. *Full-time training.* This would be a continuation of the training scheme operated by the government in the later years of the depression, though such training need not necessarily be confined to that kind of school. Any approved teaching institution could be used so long as it met the government standard. This method proved itself, but produces trained women too slowly unless the number of schools were greatly multiplied.

During the two years of their existence these schools trained 7,000 workers at a time when there were nearly one quarter of a million workers in household and allied services.

- iii. *Short-term courses.* These would probably be most needed in the evenings, and would be given by the training schools to enable already experienced workers to qualify for the proficiency certificate without loss of employment and without unnecessary duplication of training.
- iv. *Continuation Courses.* These would be given by the training schools along specialized lines of household and allied work, e.g., special cookery household management, hotel and cafe work, invalid and child care. This would enable experienced workers to improve their skills and so qualify for a better position.

All these courses so far as possible, should include some general education.

A necessary condition for success in the rehabilitation of the household worker and the raising of her social status to a place commensurate with the vital importance of her vocation is a change in the attitude of employers. Unwillingness to recognize the value of the houseworker's service and to give her adequate remuneration both in the form of wages and good working conditions has been the stumbling block in the way of improvement in this field.

When the time comes to implement seriously the above recommendations full co-operation of the women's national organizations should be sought. Their aid in a campaign of information and education would be invaluable and we have reason to believe that this aid would be forthcoming. It is also important, if the co-operation of the women most concerned is to be secured, that provision be made for the representation of both the housewives and trained household workers on advisory committees or boards of management of all the training schools.

2. *Children's Allowances.*

Though we dealt with this question in our Report on Social Security we feel it is of such importance in relation to the present discussion that we quote from the Report:—

The introduction of a system of children's allowances has the strong support of your Subcommittee and it hopes that the establishment of this system will follow health insurance as soon as possible. It is the only system yet devised which will remove the poverty arising from the fact that a man's wage must be based on the product of a man's labour and not on the size of his family. Your subcommittee believes that these allowances should apply to all families with children.

Your subcommittee would like to see adequate allowances, but believes it to be of first importance to get the principle established and, therefore, would be willing to support in the beginning a smaller allowance than would be adequate to achieve the full purpose—health, proper food and clothing, education and desirable conditions of family life for the children. These allowances, which will necessarily be non-contributory and be paid from the national treasury, should be on a graduated scale, increasing with the age of the child and should be paid to the mother or to the authorized guardian taking the place of the mother.

In relation to children's allowances, your subcommittee wishes to suggest that an educational program on the subject of these allowances should be undertaken at once, as it believes the public generally is unfamiliar with the idea of children's allowances and the benefits which will be derived from such a system.

There is a new psychological factor in the present situation which will, we believe, add value to the giving of children's allowances. As we have already pointed out, a considerable proportion of the women who have been doing war work plan to return to the life of homemaker. They have been earning their own money, much of which has been spent on their homes and their children. The addition to the family income from children's allowances paid to the mother and by her spent for the welfare of her children may well be an alleviating factor in the mental attitude which may result from the surrender of the double income.

3. *Social Security.*

We wish to refer to our Report on this problem and to repeat the recommendations made therein. In particular, we urge the speedy implementation of health insurance.

4. *Housing.*

Knowing that another committee has given long and careful study to the problems of housing we wish merely to stress briefly certain aspects of housing which bear directly on the well-being of the family.

In our opinion houses and flats must be planned with adequate household conveniences that will materially lessen the time-consuming drudgery of house-work; they must also be planned to provide for the varying needs of the family for privacy, work and recreation. Experience proves that juvenile delinquency is, in great measure, the result of overcrowded and bad housing. Well-planned dwellings have a beneficial effect on the health, morale, and development of the family and so of the community.

We cannot too strongly urge that as it is women who work in the homes and who must largely create the family life therein, they should have an immediate and responsible share in the planning and carrying through of all housing programs.

5. *Nursery Schools.*

As a war emergency, day nurseries have been established in several Canadian provinces under Dominion-provincial auspices to relieve the problem of caring for children of mothers employed in essential work. These day nurseries are proving their value as a temporary measure, and are meeting general approval where they are known. The value of such a service should not be lost to the community in the post-war period. The problem is to substitute for these war-time day nurseries something more suited to peace-time conditions. This would be nursery schools.

For years Britain and some of the more advanced European countries have had nursery schools as a part of their regular system of child care. For many years too in certain sections of Canada there has been steady growth in the nursery school movement. Experience has shown these schools to be of great value in promoting the welfare and development of the child through the discipline of group activity. It should be noted that a large proportion of the families in Canada consist of only one child.

The purpose of such nursery schools, operating from nine in the morning until noon, is not to substitute for but to supplement the home, providing certain educational advantages difficult to arrange in a single home, for example:—

- Supervised play.
- Space and adequate play equipment.
- Companionship.
- Consistent routine.
- Careful supervision of health.

Among the chief advantages which the nursery school brings to the mother are the following:—

- i. Such schools make it possible for mothers to complete their household responsibilities and free them to be with their children for the remainder of the day.
- ii. Every woman should for her own sake and that of her family have time for outside interests. There is a large volume of valuable community service contributed by women throughout Canada. Such schools would enable women to be free for these activities.
- iii. These schools would also care for the children of married women who need or wish to work outside their homes, for a part of the day.
- iv. The nursery school is a source of information and becomes a natural centre where parents may discuss the progress of their families. In this way the benefits of the nursery school are carried into the home and serve to reinforce its best teaching.

As one of the measures desirable for the post-war period we favour the extension of nursery schools and their inclusion in the educational system.

V. GROUP 2. SINGLE WOMEN EARNING THEIR OWN LIVING

A. General Factors

A survey of over 600,000 women now gainfully employed has revealed that 26.9 per cent of the group, which did not include household workers, agricultural workers or government employees, are married. It is believed by those who have been studying the problem that the 1,200,000 women now gainfully employed may be divided thus:

Single Women	876,000 or 73 per cent
Married Women	324,000 or 27 per cent
	1,200,000 or 100 per cent

It is not possible to distinguish in what occupations women are working. The figures shift so rapidly that an accurate picture cannot be obtained. We do know that there are about one quarter of a million in war industry, direct and indirect, and nearly another million in industry.

When we come to look forward to jobs after the war we find it equally impossible to be definite. Large employers of labour have given us to understand that plans for the post-war period have been made. All we have consulted, however, tell us that the carrying out of these plans depends upon whether or not full employment is to be realized, and thus they cannot give us any definite indication of the numbers of workers likely to be needed nor can they distinguish between jobs for men and women, even in the cases where the number of jobs may be estimated. All we can do, therefore, is fall back on our statement in Section I that we believe the outside number of women to be looked after would be 180,000 to 200,000. We have to consider what opportunities can be forecast without any definite basis upon which to work.

However, there are certain possibilities, even probabilities, which may be pointed out. The most positive and clear-cut of these lies in the fact that nearly 100,000 women have left the farms. We are informed that with the advance of farm machinery and farming methods it is not likely that this number of women will be absorbed into farm life. Nevertheless, this life and its occupations offer the most wide-open single opportunity for women now engaged in work caused by the war. It is for this reason that we urge so strongly that cognizance be taken of this fact, and plans be made for the improvement of conditions surrounding farm life.

We think it may be considered certain also that if there is full employment there will be a considerable expansion of the employment of household workers, provided that conditions are such as to make young women willing to go back into that pursuit. There will be not so great but certainly a relative expansion in all the service fields, except perhaps that of hotel work, where the number of women now employed is larger than normal.

All of the distributive trades in which women are so largely engaged would also seem to be due for great expansion if the general purchasing power of the country is increased beyond what it was before the war, and the supply of goods is made available.

All of this takes no cognizance of the unknown field of industrial expansion, but when certain factors are put together it would seem probable that there will be a large increase in the employment of women in industry compared with conditions at the beginning of the war. In passing it may be noted that the heads of the textile industry have told us that there will be no marked releasing of women from their industry in the transition period.

A group which will require particular attention is one numbering approximately 43,000 in all in the Government Service throughout Canada. Of these, almost 35,000 are employed in Ottawa and represent an increase of 25,000 over prewar years. If allowance is made for an increase over prewar conditions, which

seems certain, and for a proportionate number returning to home life, it would still appear that there will be somewhere between 12,000 and 15,000 who will have to seek new employment. In our opinion this constitutes a difficult problem since many of these workers are young, away from home for the first time, and are largely working as juniors in the ranks with very little equipment or training. To this problem we have not had time to give detailed consideration. We feel, however, that it will be important that dismissals as they become necessary be made on a gradual scale.

Finally, we believe that at the present time the normal urge towards marriage, and home, and family life is strong, and that this is a factor which can be relied upon to reduce largely the number of women now listed as gainfully employed provided there is sufficient well-paid employment for men. If we are right, this will very much simplify the postwar problems of women.

B. Imperative Immediate Needs

It will be seen that if the degree of employment is great the post-war problem of the woman war worker is likely to be one of shifting to other jobs. If the degree of employment is less than is expected, the problem will be one of finding and even creating jobs.

A factor within the control of government, which can do more than any one other thing to mitigate the hardships and reduce the difficulties of the transition period from war to civilian occupations, is effective employment service in which both employer and employee have confidence. We have heard with much satisfaction of the effective plan adopted by National Selective Service in instances where lay-offs have already taken place of sending their officials into the plant in advance of the lay-off and thus placing every worker in a new job before the day of discharge. We think this kind of service should be encouraged, even if it entails an enlarged staff. It is one of the things which would contribute to confidence and orderly movement in the transition period.

In the time it has been in existence National Selective Service has accomplished much more under difficult circumstances. It is obvious that it must now develop in the direction of acquiring a more highly trained staff capable of providing vocational guidance and wise, efficient placement. We are glad to learn that already there is a beginning of this work within the Service, and we urgently recommend that every possible aid and encouragement be given in the development of these courses, and in enabling members of the staff to take advantage of them.

If, after the immediate postwar period when many controls may be relaxed and when it may be deemed advisable to merge National Selective Service into the Dominion Employment Service, we believe that the latter should enlarge its prewar functions to include vocational guidance, retaining the trained staff necessary thereto. It should also at all times have a top-ranking woman among those directing its work.

It is not only in Selective Service that women skilled in vocational guidance, administrative work, personnel work and some of the branches of social work are urgently required. There is grave need for these throughout the country. We think it is imperative that educated and potentially able women, many of whom are not now doing work commensurate with their abilities and education, should be drawn from industry by the co-operation of personnel officials and Selective Service and persuaded to take training. In order that this be done efficiently and quickly, the government should place full information regarding training facilities in the hands of these officials and instruct them to choose trainees from the ranks of the workers.

Schools for training social workers now exist in Canada. The other training courses may have to be organized. In order to induce more students to take such training it would be wise for the government to offer scholarships.

C. Training

The matter of retraining of such women war workers as may require it is of prime importance.

It seems probable that industry in many cases will prefer to do the retraining within its own establishments. Government insistence on adequate standards in such training should be continued through the transition period.

We are surprised and disappointed to learn that no plans are actually in definite preparation for such forms of training as the government may expect to have to undertake. We urge that preparation of such plans be begun immediately.

In considering the problem of training we believe that full use should be made of all the facilities of the various schools and private institutions in the country under some system of control or inspection which would ensure a good standard. We understand that Dr. George Weir has in preparation for the Rehabilitation Branch, Department of Pensions and National Health, a survey of all training facilities in Canada. We had arranged to avail ourselves of this survey, thinking it unwise to make a duplicate effort. The termination of our work means that we are without this information. For such extension of training provided by the government as this survey may show as necessary we believe that the Dominion-Provincial Youth Training Plan and the War Emergency Plan offer helpful patterns for the future.

So far as possible people should depend on their own resources in regard to cost and maintenance while being trained. But there will be cases of valuable people who will not be able to do this, and for such people we advocate a system of government loans at low interest.

Finally, we think it should be laid down as a general principle that whatever training it provided for men war workers should be provided for women workers upon precisely the same basis, though dealing with occupations attractive to women or those in which employers like to employ women.

D. Occupations: Professional, Vocational and Special

A detailed and subdivided classification of occupations of women runs into several thousand items and has no place in this report. A summary list of professional and vocational occupations which offer opportunities for women is, however, appended hereto, as it may form the basis for compilation of information to be made available by the government to National Selective Service officers, to personnel women in industry and business, and to all women and girls wishing to know something about possible opportunities. Some occupations offering special opportunity are discussed below:—

University Positions. There is a limited field for women as instructors, lecturers, professors, in academic faculties. There is more scope in professional schools such as household science, library, music, etc., and in extension departments for adult education.

School Teaching. There will be a large demand for qualified women in elementary and high schools to meet the regular annual increase, to fill vacancies, and to replace some thousands of temporary teachers now holding provisional licences in order to meet the emergency. There will be increased demand for specialists, particularly in household science and gradually in nursery school work.

Rural Advisers. There should be openings for women trained as advisers to rural women in special agricultural endeavours, such as bee-keeping, poultry, cheese, fur farming, handicrafts, etc. There should also be women trained to give leadership in rural areas in dramatics, art and musical festivals. While

the agricultural advisers might be sponsored by the Department of Agriculture in each province, the provincial departments of Education should provide the leadership in the arts.

Nursing. Fully trained registered nurses will be needed in increasing numbers in the post-war world, especially as measures of social security are brought into operation. Registered nurses with postgraduate training in hospital administration, in the supervision and training of nurses, and in public health, will be needed in far greater numbers than are at present available.

Trained Attendants. Trained attendants will always be needed to help in homes where the special skill of a trained nurse is not required, but where there is need of efficient and understanding care. The Canadian Nurses Association has set standards for such training.

Rural Nurse Midwives. Special courses designed to train nurses in midwifery and infant care should be established and prenatal and infant care centres should be maintained in widespread rural areas. Whether national Health Insurance legislation be passed and implemented soon or late, this particular need should be provided for without delay.

Physiotherapy, Psychiatry, Occupational Therapy. Young women with suitable qualifications should be encouraged to train in these fields as the demand now exceeds the supply and women in these professions will be very much needed in the post-war world.

Dietitians. The emphasis upon the basic importance of nutrition in maintaining the health of the nation means that dietitians will be in greater demand than at any previous time.

Housing. In a properly organized program of public housing, (low rental projects) there should be an important place for estate managers, assistant managers, resident advisers on household management, and day nursery attendants.

Librarians. There is an increasing demand for women trained for this work to staff public libraries, and government, educational, business and industrial libraries.

Personnel. The need for women in this rapidly growing profession is so great that a section elsewhere is devoted to this.

Social Work. There is a shortage now throughout Canada of trained social workers and the demand will be even greater in the post-war period, in such important work as family welfare, Children's Aid, group work, industrial welfare, police work and in an almost untouched field in many parts of the country, namely, supervision and follow-up work in backward rural districts.

E. Special Problems

It is possible that there may be a problem arising out of the desire of discharged war workers to return to their homes. It will be remembered that these girls were in many cases shepherded by agents of the industries or officers of National Selective Service from their homes into the industries.

In the beginning of the transition period, when there may be a lag in employment during the conversion of industry from war to peace production, it is just possible such workers may require assistance in reaching their homes. The required assistance may be only that of management, but it should be noted that wages appear in many cases larger than they really are in relation to the cost of living. It may be that cheap transportation will be required. We suggest only that some department of Selective Service be giving thought to this problem. It is, of course, desirable that if a girl wishes to do so, it should be possible for her to return to her home.

F. Housing

In making use of the building which apparently will be available at the end of the war we see an opportunity for the establishment of hostels for women workers in large cities. Until a large part of the half-million dwellings which will be needed in Canada at the end of the war has been erected (see Chapter 6, Report of Subcommittee on Housing and Community Planning), and probably after, the problem of the housing of the single woman worker will continue to be a difficult one. The lives of such women would be made pleasanter, and their work thereby more efficient, if good housing conditions could be provided. This provision is all the more necessary since a system of part-time household workers will create a large group requiring accommodation.

G. Social Security

Under the Unemployment Insurance Act certain large groups of single women are omitted, in particular, nurses, teachers, social workers and permanent civil servants. We are informed that nurses, teachers and social workers have expressed their desire to be included under the provisions of the Act, and this Committee recommends that these three groups should be brought under the operation of the Act and also urge that every consideration be given to the inclusion of the household worker under this Act.

We also recommend that the Workmen's Compensation Act should be broadened to include more groups of women workers.

Most of the social security measures are of great value to the single woman earning her own living, and we would particularly emphasize the desirability of a contributory old age pension, and of disability pensions.

There is one problem in relation to the security of the single woman which we see clearly, but to which we have not been able to give any study. Statistics show that the employment of single women drops rapidly once they have reached the age of 40. The single woman of over 40, therefore, is to a steadily greater degree insecure in regard to her future.

VI. GROUP 3. MARRIED WOMEN WORKING OUTSIDE THE HOME

This is a comparatively small group. In the last ten years, out of between nine and ten women workers one has been a married woman. It was not until 1942, when the demands of war industry began to be felt, that the picture changed, and now slightly more than one out of every four women workers is married.

The woman in this category fills the dual functions of the woman in the home and the single woman earning her own living. It follows that she needs practically all of what has been suggested in Groups 1 and 2.

Even more important is the need for the recognition of her right to work at whatever employment she chooses, provided, of course, she is qualified for that employment. This right has always been conceded to workers in the lower economic ranks, such as laundresses and charwomen. It is only when we come into the ranks of the better-paid women that the weight of public opinion creates difficulties for her, as for example, in the teaching profession where in our judgment the married teacher would really be of great value.

There are two points worthy of note about married women's work. The first is that many employers have expressed the opinion that she is a better worker than the single woman in the sense that she has greater steadiness, resourcefulness and more sense of responsibility; this, in spite of the fact that her average absenteeism may be somewhat higher due to home emergencies. The second is that it is the married women who are so largely filling the part-time jobs in our war economy. This may be taken as an indication of the role they will play in peacetime. Part-time employment on a large scale may be a menace to the regular full-time worker, except in a time of full employment. But given full employment a valuable service can be rendered in many fields on a part-time basis by women in the home needing or desiring to supplement their income.

VII. GROUP 4. PROBLEMS OF FARM WOMEN

A. General Factors

The position of women on farms and in rural communities is, and will remain, so long as Canada is based upon an agricultural economy, one of first importance to all the women of the country. Under present conditions young women are leaving the farms and the older women are bearing intolerable burdens. Some way must be found to make rural life less arduous and more attractive to women. We recognize that the economic status of agriculture is in large measure responsible for the conditions that prevail on the farm and in the farm home. Since another Subcommittee of the Advisory Committee on Reconstruction has been working on agricultural economics, we confine ourselves in this report to a recognition of its importance and omit this field of enquiry. It is obvious, however, that farm life cannot continue without farm homes and that conditions must be such as to make women willing to create these homes.

This problem is of prime importance because the movement of women from the farms into war work, direct or indirect, is one of the largest. It is, indeed, the only movement about which we have been able to get precise figures. The records show that just under 100,000 women have gone from the farms into work caused by the war. Farm life, therefore, offers one of the largest fields open to women when war work ceases, and both because of this, and because of the fundamental needs of the country, every possible effort to improve the conditions under which life is lived in farm homes is essential.

With reference to the latter aspect, the Subcommittee recognizes the vital part agriculture must continue to play in the national economy by reason of the fact that Canada is one of the great food producing countries of the world. The recent world food conference at Hot Springs, Virginia, emphasized the tremendous importance of food in the post-war era as a major factor in building a secure and peaceful world. In connection with food requirements it is significant to note that the Canadian people themselves have not yet reached desirable nutritional standards. According to Dr. L. E. Kirk, Dean of Agriculture, University of Saskatchewan, in an address to the Canadian Society of Technical Agriculturists, to achieve this objective for urban dwellers alone would require an increase of 30 per cent more milk or 1,600,000 quarts per day, 25 per cent more eggs, 18 per cent more meat and 75 per cent more fruits and vegetables.

Nor is the need for farm production confined to the nutritional field. Increased industrial utilization of farm products in the comparatively new science of chemurgy calls for greatly increased agricultural production to supply the necessary raw materials for the manufacture of synthetics.

We recognize that farm production, as well as the maintenance of farm life, is bound up in a special sense with the work of women on the farm.

B. Special Needs of Farm Women

As a homemaker the woman on the farm plays the same role as a homemaker in the city. In this aspect she is included in Group 1, and all the measures recommended in that section are necessary for her insofar as they are, or may be made, applicable to life on the farm.

The woman on the farm, however, has special problems due to the fact that she is a homemaker engaged in productive work. We, therefore, consider in this section her special needs with respect to her work in the home and on the farm.

1. Electrification of the Farm Home.

It is the considered opinion of the Subcommittee that the use of electrical power is the greatest single factor in the elimination of laborious tasks which necessarily form part of the routine of rural women's work. For example, to

refer to only three constantly recurring tasks, sheer drudgery as such disappears through the use of electrical power for cream separators, churns, and power-washers to take care of the heavy, grimy, weekly accumulation of laundry not only of the farm family but of all the hired labor employed in the farm unit. The consequent release of energy and time for cultural and social interests and activities is inestimable.

Electric lighting in the farm home raises the standard of life on the farm as it does in the urban home. Further, it has been amply demonstrated that electricity means increased returns to the farmer and his wife, thereby improving the general farm economy. In addition, the intangible benefit of rural electrification through its contribution to the physical and social well-being of the community should be clearly recognized and appreciated.

The Subcommittee desires to emphasize that the devising of way and means whereby the program of rural electrification may be put into general operation is of first interest in any plan of postwar rural development in relation to women on the farm.

Since we understand that the report of the Subcommittee on Agricultural Policy deals at some length with this project, we confine our emphasis to one point only. This point concerns provision of appliances for domestic use. It is clear that an increase in the use of electricity will come from an increase in the number of electrical appliances in general use in the farm home, and thus the return on the cost of distribution will be increased. At the present time the cost of these appliances in Canada is high, especially as compared to farm incomes. We suggest that the Government consider adopting certain plans used in the rural electrification administrations of the United States and take action in whatever form may be most suitable to Canada, to secure for farm use a plentiful supply of domestic appliances at, or near, cost.

2. *Water Supply.*

Second only to the need for electricity, is the need for a plentiful supply of running water. We recognize this is an even more difficult problem than electrification, but consider it fundamental.

The availability of water largely determines the standard in any home. Tables already published by the Dominion Bureau of Statistics from the census of 1941, in Census Bulletin C 4, show that the number of farmers who have been able to have the amenities common to any city home is distressingly low. The problem of farm sanitation is crying out for expert attention.

3. *Communications.*

Telephones and good roads are still needed in many areas.

4. *Housing.*

We recognize housing to be an outstanding problem and urge that particular attention be given to the rural section of the Report of the Subcommittee on Housing and Community Planning.

5. *Health Service.*

As we have already pointed out in our first report, the establishment of adequate health service in rural areas is a matter of real urgency.

6. *Education.*

If people are to be kept on farms it must be made possible for farmers to give their children an education which has an equivalent value to that afforded the children of urban parents. Particularly it is recommended that effort be made to train teachers and school nurses definitely for work in rural areas.

Another problem requiring attention is that of irregular attendance. It is our feeling that definite encouragement should be given to the extension of consolidated schools as recommended in the Report of the Survey Committee of the Canada-Newfoundland Education Association. The fact that for these consolidated schools the transportation of the pupils is arranged should aid in increasing attendance.

7. *Adult Education and Recreation.*

There is need for the extension of opportunities for recreation and cultural activities, as recommended in the reports of the Subcommittees on Agricultural Policy and on Publicly Financed Construction Projects.

8. *Remunerative Enterprises.*

In order to attract energetic young women back to the farms it appears to us necessary that remunerative enterprises which they can undertake as a source of personal income, are of importance. Small businesses could be encouraged by the Department of Agriculture through the establishment of a service of trained expert advisers, and by a supply of information pamphlets carefully and skilfully compiled.

Upon advice of farm women we append the following list:—

(a) Remunerative enterprises attached to and in connection with the farm that may be undertaken by women in rural areas:

- Poultry raising,
- Dairying,
- Apiculture,
- Fur farming,
- Small fruits farming,
- Fruit and vegetable canning,
- Mushroom culture,
- Flower and bulb culture,
- Medicinal herb growing,
- Pure seed production,
- Growing vegetables for dehydration,
- Handicrafts.

(b) Enterprises that may be linked with the farm in suitable areas:

- Tea-rooms and restaurants
- Rest homes for convalescents
- Vacation homes.

9. *Co-operatives.*

There is definite need for the encouragement by the Government of small co-operative enterprises, by means of expert advice, an educational program, and financial assistance where necessary.

VIII. OTHER RECOMMENDATIONS

1. *Unemployment Insurance.*

In its study of unemployment insurance the Subcommittee came upon the fact that there were in the four lowest categories of those insured about 500,000 persons whose benefits under the scheme would not amount to a bare subsistence minimum. There is a public belief that any insured person is safe for a time, that time depending on how many weeks' benefit he has earned. We were, therefore, anxious to find out who the workers in this category were and if possible to find out whether part-time work or low wages were the cause, and

how many women were affected. It has proved impossible to get precisely the figures we wanted but certain facts have been brought to light which ought to have serious consideration.

In Unemployment Insurance figures for the 1941-42 period 705,000 women were registered. In this total is included a group of 172,900 earning less than \$12 a week. It should be remembered that women in the domestic service category do not come under minimum wage laws, or under the Unemployment Insurance scheme so their wages are not affecting this result.

Analysing this group of 172,900 we find that within the group are 74,300 girls who were under 19 years of age. This means that there are 98,600, or the difference between 172,900 and 74,300, employed insured women who are earning an extremely low wage which affords very slight insurance protection. This is a distressing situation which ought to be examined with more care than we have time for, as we were not able to get the figures until our last meeting.

2. *Child Labour.*

Reports have reached the Committee from many sources concerning the increasing number of child workers in Canada. We wish to place on record our strong opposition to permitting any Canadian child to enter full employment while still of school age. We cannot but feel that this is injurious to the home, and is a factor in the increase of juvenile delinquency and the spread of tuberculosis.

The school-leaving age is not at the same year in all parts of Canada, but we would urge the enactment as fast as possible of compulsory school attendance acts up to the age of 16, and the forbidding of any full-time employment below that age. This would be an advance in Canada, but such an advance ought to be coupled with an effort to carry on the education of the young worker after the age of 16.

3. *Artists.*

We recommend that employment and encouragement be given to the artists of Canada, both men and women, by allotting to them, for the beautification of public buildings, a small proportion of the public funds which are to be used to erect these buildings. Thus by sculpture and by murals and other paintings there will be an enrichment of cultural life in Canada, and a stimulus towards a more truly Canadian art.

We note with approval that the Report on Publicly Financed Construction Projects draws the attention of the Government to the Work Projects Administration schemes for artists in the United States, which has been in operation with remarkably fine results during the last ten or more years. Now is the time for Canada to adopt an equally enlightened and far-sighted policy in connection with the post-war construction program.

4. *Architecture and Interior Decorating.*

We suggest that women trained in these professional and vocational fields be placed on boards and committees entrusted by the Government with housing projects, and with construction of hospitals, convalescent homes, community halls and other buildings.

5. *Change of Census Classification Title.*

We urge that the category "Domestic Service" be removed from the census and the title "Household Workers" be put in its place. We think that this will help in raising the status of the occupation.

SUMMARY OF PRINCIPAL RECOMMENDATIONS

1. Immediate preparations to increase employment opportunities for women.
2. The implementation by the Government of a new plan for raising the status of household work and household workers.
3. The establishment of a scheme of children's allowances.
4. The speedy implementation of health insurance.
5. Particular attention to be given in any housing scheme to adequate household conveniences for doing the work of the home.
6. The extension of nursery schools.
7. Encouragement of National Selective Service in securing a highly trained staff.
8. Selection from among those now employed of well-educated, capable young women who would like to be trained to fill an imperative need for technical and professional workers in the post-war period.
9. Training or retraining for transition period. Government should provide, or supervise the training. The young women to be trained should provide their own maintenance but loans at low interest or scholarships might be offered from government sources.
10. Extension of Unemployment Insurance and Workmen's Compensation Acts to include groups of women not now included.
11. Immediate attention to the special needs of farm women.
12. Immediate and serious attention to the problem of the 100,000 women over the age of 20 working for less than \$12 a week in occupations covered by unemployment insurance.

APPENDIX A

Some Occupations for Women

I. Professional:—

1. Education—University
School
Physical Training
Music
Household Science
Dramatics
Art
Agricultural Advisers
Handicrafts
Vocational
Nursery School
2. Medicine
3. Dentistry
4. Nursing — Hospital
Private Duty
Public Health
V. O. N.
Rural Midwifery and Infant Care
5. Physiotherapy
6. Psychiatry
7. Occupational Therapy
8. Dietitian
9. Librarian
10. Law
11. Accountancy
12. Theology
13. Engineering
14. Architecture
15. Horticulture
16. Social Work
17. Veterinary
18. European Relief and Reconstruction Work
19. Music
20. Art
21. Drama
22. Personnel Administration

II. Vocational:—

1. Business—Executive and Secretarial
2. Dressmaking
3. Millinery
4. Cooking

II. Vocational:—*Concluded*

5. Commercial Art
6. Interior Decorating
7. Research Assistants for Instrument Testing and Research Laboratories
8. Laboratory Technicians for Hospital Laboratories, Government and Municipal Public Health Laboratories
9. Journalism
10. Practical Nursing
11. Hairdressing and Personal Services
12. Trained Household Work
13. Salesmanship—Retail Stores, Insurance

III. Specialized Work:—

1. Telephone Operator and Other Communications Jobs
2. Printing and Teletype
3. Photography
4. Dyeing, Cleaning and Pressing, and Laundry
5. Personnel Supervisors
6. Buyer and Shopping Service
7. Advertising
8. Airways' Stewardess
9. Ship's Stewardess
10. Hotel Hostess, Cafe Manager, Waitress

IV. Clerical and Secretarial:—

1. Civil Service
2. Banks
3. Municipal Offices
4. Business and Private Offices

V. Administrative and Executive Work.

Many fields from diplomatic corps to business.

APPENDIX B

Social Security Proposals

First Report of the Subcommittee, May, 1943

When your Subcommittee on Post-War Problems of Women was set up early in this year, the Chairman of the Advisory Committee on Reconstruction, Dr. James, requested that, before going into the work assigned to the Subcommittee by the terms of reference, the Subcommittee should make a report on social security in relation to women. This report is now submitted.

Between the time when the request was made and the Subcommittee was organized for work, the Marsh Report had been referred to the parliamentary Committee on Social Security. This being the case, your Subcommittee felt that it was not required to cover again the history and the development of the principles underlying the insurance and allowances included in the system of social security suggested for Canada. In general, it is in accord with the principles set out in the Marsh Report and concurs in the reasons advanced in support of the principles. In the mind of the Subcommittee, its report is an addendum to the Marsh Report.

Before coming to the particular question of social security in relation to women, the Subcommittee would, however, like to make clear its general position on the whole matter of social security. It supports firmly the belief referred to in the Speech from the Throne at the opening of the present session of parliament on January 28th last: "My ministers believe that a comprehensive national scheme of social insurance should be worked out at once, which will constitute a charter of social security for the whole of Canada."

It further concurs in the statement of the Prime Minister, made to the House on March 3rd last, in introducing the motion for the appointment of a special committee on national social insurance:

May I interject that any system of social security is based on the theory that all industry is, or ought to be, in the nature of social service; that industry is not merely a means whereby capitalists may increase profits, or workers find the means of gaining a livelihood through wages; but that there exists also the right of the community, which makes possible the carrying on of industry, to expect to have the interest and well-being of the community and its members considered in the rewards of industry. In other words, industry exists to serve a social end as well as to serve the needs of individuals. Under that view men and women are the great asset of the state. The well-being of all the human resources, the men and women who supply the labour, and the thought and skill essential for planning and carrying on industry ought to be the first concern of the state. And where the state makes possible the carrying on of industry, they are entitled to have the state see that they are protected against inevitable hazards.

The Subcommittee takes as its foundation this statement from the Marsh Report: "It is the first purpose of social security to offer a social minimum—a floor to poverty."

The Subcommittee is anxious to see a social insurance scheme of broad scope introduced at the earliest possible time and stresses the importance of a unity of design which will allow for the orderly incorporation in a coherent system of schemes already in effect, as well as of schemes to be initiated.

The Subcommittee also recommends the supplementing of such a system by non-contributory allowances and discretionary grants to give protection to those not covered by an incomplete program or who may be better cared for by a system of allowances and grants. In saying this, the Subcommittee wishes it to be understood that it supports the system of contributory insurance in general, in order that there may be full co-operation between the state and the individual.

It was not, however, a report on the whole matter of social security that the Subcommittee was asked to prepare, but rather on social security in relation to women. It appears to the members of your Subcommittee that there is no form of social security which does not affect both men and women. The wife suffers at once if her husband be unemployed, ill, or disabled. The father and mother are both affected by the gain or loss of children's allowances. The life of a man is relieved of a continuing and deep-seated worry by the existence of widows' pensions or allowance. Funeral expenses benefit the survivor whether the survivor be a man or woman.

Because of this belief, the Subcommittee has made a study of each of the insurances and allowances, and has endeavoured to consider the relation of each category to women. There are, in its opinion, only two cases which appear to relate primarily to women, though when looked at carefully, they concern the husband as directly as the wife. These two cases are:

- (a) The widows' pension or allowance.
- (b) The special provision for employed women in the weeks before and after childbirth.

General Recommendations

1. As an approach to the result of our study and discussion, the members of the Subcommittee desire to put on record their definite support of the "two-person-unit" as proposed by Sir William Beveridge, and advocated in the Marsh Report. The following quotation from Sir William Beveridge, though written for Great Britain, appears to the Subcommittee equally applicable to Canada:—

"In any measure of social policy, in which regard is had to facts, the great majority of married women must be regarded as occupied on work which is vital, though unpaid, without which their husbands could not do their paid work, and without which the nation could not continue.

In accordance with facts the plan for social security treats married women as a special insurance class of occupied persons and treats man and wife as a team . . . It reserves the description of "adult dependent" for one who is dependent on an insured person but is not the wife of that person. It treats a man's contribution as made on behalf of himself and his wife as for a team, each of whose partners is equally essential and it gives benefits as for the team."

This quotation might perhaps be made even stronger for this country, since Canada has proportionately a larger agricultural population. In this occupation, wives are directly contributing to and actually sharing the husband's occupation, while among urban wives, the function is rather that of managing, housekeeping, caring for the well-being of the family, and saving. Your Subcommittee has given special thought to the problem of women among the rural population. This is perhaps the place to state its belief that much thought and care should be given to the inclusion of the farming population in the social security program. Everything possible should be done to simplify its administration in order to make it easy for the rural population to enjoy to the full the benefits of health insurance, children's allowances, and contributory old-age pensions, the three measures particularly applicable to the whole population, rural as well as urban.

2. Your Subcommittee believes that, where there are well developed provincial departments in the fields of health and public welfare, these provincial departments might well be entrusted with much of the administration of social security measures. It wishes to point out that with regard to any insurances and benefits, allowances and grants in the social security program which may be thus administered by the provinces, it is of prime importance that the federal government stipulate minimum standards of administration, supervision, and rates of payment in order to secure a national minimum standard. The provinces should, of course, be left free to improve upon this minimum if they so desire.

3. In the case of all non-contributory benefits where the province requires the recipient to establish residence, it is of the utmost importance that a federal department be maintained to handle the cases of "citizens-at-large", i.e. citizens who through no fault of their own, in most cases, cannot meet the proof of residence requirements and are therefore not eligible under any provincial set-up. The totally unjustifiable hardships which such citizens have suffered in the past would in this way be obviated.

4. Although it may seem obvious that the administrative system should include provisions as in the last two paragraphs, the Subcommittee wishes further to state its belief that it is important that there should be somewhere in the system of administration a power of giving some flexibility to the conditions applying to any of the social security measures. As a good example in relation to non-contributory allowances or grants, there is the system set up for the administration of dependents' allowances. It is one where this power, definitely given to the voluntary boards, permits of variation to suit the problems of particular cases. Some such authority should be vested in a high official in the case of insurances and benefits. It should not be made possible, however, to permit a lowering of the federal minimum. While human problems fall into patterns, the patterns are never precisely the same and an undue hardship may arise from too rigid a system of administration.

5. At many points in the Marsh Report, the matter of the desirability and the urgency of training of personnel is referred to. The Subcommittee endorses all that is said in the report regarding this matter. It is the definite belief of the members that, in order that social insurance and security measures may be carried out in the best interests of the entire community, it is imperative that immediate steps be taken to train the necessary personnel for social understanding and effective administration. It is suggested that candidates for the training might be secured in some numbers from among the groups of young women graduating from the universities if training courses were immediately available. It is also suggested that provisional training might be provided through institutes set up in cities where help in this training might be given by those experienced in social and administrative work in the community. This would not be the ideal training, but, if the schools of social work cannot take care of any more students, such training might serve as an introduction to practical work, and would be a training which could later be amplified in the schools.

Recommendations on Particular Measures

As has already been stated, the members of the Subcommittee agree generally with the reasons for the various insurances, benefits, grants and allowances as set out in the Marsh Report. Therefore, in recording the conclusions they have reached unanimously, a brief statement of the conclusions only is given here.

1. Health Insurance

Health Insurance is strongly supported in principle because:—

(a) Where there is not unemployment, sickness is much the greatest single cause of poverty and need.

(b) Adequate medical care is a basic need of everyone in the population, rural or urban, wage-earner or non-wage-earner.

(c) If carefully organized, health insurance affords a basis on which the other social insurances can be built.

(d) Health insurance tends to place emphasis upon preventive measures, sanitation and public health and on youth and child physical fitness, thus raising the standard of health of the entire population.

It is the Subcommittee's conviction that health insurance should precede the other insurances not yet established in Canada, that it should be compulsory and all-inclusive, with at least token registration payments for the group unable to make the continued financial contributions, as in the New Zealand plan. Here again, attention is called to the urgent present need for an energetic government training scheme for staffing maternity and infant welfare clinics in rural districts, and for trained nurse midwives.

2. Children's Allowances

(a) The Subcommittee strongly supports introduction of a system of children's allowances and hopes that the establishment of this system will follow health insurance as soon as possible. It is the only system yet devised which will remove the poverty arising from the fact that a man's wage must be based on the product of a man's labour and not on the size of his family. The Subcommittee believes that these allowances should apply to all families with children.

(b) The Subcommittee would like to see adequate allowances, but believes it to be of first importance to get the principle established and, therefore, would be willing to support in the beginning a smaller allowance than would be adequate to achieve the full purpose—health, proper food and clothing, education, and desirable conditions of family life for the children. These allowances, which will necessarily be non-contributory and be paid from the national treasury, should be on a graduated scale, increasing with the age of the child, and should be paid to the mother, or to the authorized guardian taking the place of the mother.

(c) Should it prove to be the fact that the economic burden of children's allowances is too great, if applied to all children, the Subcommittee, with one exception, feels that, on an experimental basis, the allowances should be paid for children up to the number of six, just as is done in the case of allowances made to mothers whose husbands are serving with the armed forces.

(d) It is suggested that the administration of these allowances will have to include some supervision in cases where it may be necessary because of the incompetence or unwillingness of the mother to use the allowances for the purposes for which they are given. Experience has already shown in relation to cash relief and to dependents' allowances that these cases will be few. This supervision could remain in the provincial departments of welfare where these departments are in wide-spread operation. The co-operation of the school teacher and public health, school or rural nurse should be sought in checking up on this matter.

(e) The Subcommittee calls attention to the fact that since the income tax clause relating to exemptions for children was changed a year ago, there has actually been a system of children's allowances in Canada for all families

where the father is in receipt of an earned income of approximately \$1,600.00 or over. Thus, children's allowances are, in effect, now being paid to those best able to do without them and withheld from children of the families of the lower income group. When the system of children's allowances comes into effect the income tax exemption should be discontinued and any discrimination disappear.

(f) Finally, particularly in relation to children's allowances, the Subcommittee suggests that an educational program on the subject of these allowances should be undertaken at once, as it believes the public generally is unfamiliar with the idea of children's allowances and the benefits which will be derived from such a system.

3. *Other Insurances*

Other insurances or benefits proposed in the Marsh Report have the support of the Subcommittee as contributing to the health, happiness, efficiency and security of the family unit, or of the individual worker. These being all contributory will come as of right; thus they will at once encourage thrift and remove some of the worst fears which beset family life. These include contributory old-age pensions, sickness benefits and disability pensions, maternity benefits, widows' pensions, survivors' pensions, and funeral benefits. All of these insurances and benefits have the support of the Subcommittee as extensions of the system of social security.

4. *Allowances*

Until a full system of social security is in operation, and perhaps even beyond that point, certain allowances will, in the opinion of the Subcommittee, be essential. Concerning these, it wishes to offer some suggestions.

(1) *Maternity Grants*

The first suggestions which the Subcommittee wishes to offer may be looked at in the light of an extension of the maternity benefit paid to the employed women. It is that a maternity grant might be made to the wives of men engaged in farm work. This is a group whose welfare should be considered and there is an inequity in providing a maternity grant for working women and not for a farmer's wife. Obviously, an insurance scheme for this would, at any rate until social security is highly developed, be too difficult and costly to be practical. This payment from the state to the farmers' wives, therefore, might be considered as one of the results of the fact that life in Canada is still based largely on an agricultural economy, and that the systems of security as developed so far, appear to deal more with countries having, as in the case of Britain, an urban economy. Such a grant would, moreover, be a compensating advantage for the inability to share in the insurances provided for urban workers, and would be justified by the fact that farmers' wives do actually share the occupation of their husbands.

(2) *Mothers' Allowances*

It is recognized that with the institution of children's allowances, the need for the present provincial systems of mothers' allowances will largely cease. Your Subcommittee, however, does not approve of the idea suggested in the Marsh Report that the widowed mother receiving children's allowances should be cared for through the medium of public assistance.

(a) It is suggested that, when children's allowances are adopted, a guardianship grant on a non-contributory basis should be paid to the mother or other authorized guardian, if the father is dead or totally incapacitated. It is

believed that guardianship care will always be required and that the guardian, whether the mother or another person, an organization, or a government department, should be paid for the service. The use of this type of grant would afford room for variation, based on administration according to individual circumstances. Attention is called to the fact that when survivors' benefits or contributory widows' pensions are fully implemented, such a grant will only rarely be required.

(b) The problem of the maintenance of the unmarried mothers of children receiving children's allowances is one to which very careful thought must be given and one on which the Subcommittee has not yet formulated a unanimous recommendation, but a majority opinion would favour guardianship allowance to the mother in those cases where the Children's Aid or other proper authority so recommends. It is in agreement that the child born out of wedlock is entitled to equal treatment with that of other children, in the matter of children's allowances, under an approved guardianship.

(3) *Widows' Allowances*

Until such time as widows' pensions or survivors' pensions are in force the subcommittee believes that there is a general case for widows' grants and in some particular cases for allowances. The widows' grant would be a moderate temporary allowance designed to meet the situation when the family income suddenly ceases. It would be paid only for the period of time required for the adjustment of family circumstances. This period might be six months and should not exceed one year.

It is assumed that where there are children under 16 receiving allowances, the mother will usually be the guardian and as such will receive the guardian's payment. If her time is not required in caring for her family, or if she is a widow with independent adult children, or with no children, and she is employable, she should be given retraining, provision for this being made in the retraining schemes which it is suggested shall be established under the employment service of Canada. This would involve a training allowance in some form. If this desirable procedure is to be possible, special study must be given at an early date to the kind of occupations which may be suitable for such persons, to the staff required for organizing such training, the methods of assisting placement, and like matters which must be organized as a special unit under the Dominion Employment Service.

Only when the widow ceases to be the guardian of her children, and cannot be trained for employment, will the case for a widow's allowance arise. Until such time as widows' pensions, on a contributory basis, are established, it would appear that widows' allowances, on a non-contributory basis, might be necessary until the widow reaches the age entitling her to the old-age pension.

5. *The Unmarried Wage-earner with Adult Dependents.*

There is one situation arising among both men and women wage-earners which is not yet taken care of in any way, and which should not, in the Subcommittee's opinion, be left to public assistance. This is the case of the unmarried wage-earner, man or woman, supporting adult dependents, usually a parent or parents. Surveys have shown that quite a considerable proportion of employed women are in this position.

The most careful of these surveys is one made for the International Labour Office by a committee representing thirteen organizations of women wage-earners in Canada. It reports results as follows in percentage:—

1. Women wage-earners who are the sole support of dependents, 22 per cent.

2. Women wage-earners who have no responsibility other than their own maintenance, 15 per cent.
3. Women wage-earners who have financial responsibility other than their own maintenance, 63 per cent.

It is a difficult case for a woman since her salary is usually within a scale which will provide for herself only. It is also difficult for men workers since it is frequently necessary for them to employ some one to care for the dependent.

The Subcommittee suggests that, subject to strict definition of the dependency, it would be possible to meet the situation by making the first dependent as the partner in the two-person-unit in those insurances where this partnership idea applies. It is probable that, when all the proposed measures are implemented, the dependents in these cases will be provided for in one way or other. In the meantime, the single wage-earner is subject to a burden which appears to be alleviated in the case of the married wage-earner.

For Further Consideration

1. Unemployment Insurance.

This part of the proposed system of social security now in force in Canada appears to the Subcommittee to be intimately related to its main work—the post-war problems of women—that it is left for further consideration and treatment in a later report.

In the meantime, the Subcommittee has asked for a further analysis of some of the figures of the Marsh Report, and of the records of the Unemployment Insurance Commission, in order that the benefit of this insurance to married women and to the woman wage-earner may be more clearly seen.

2. Unemployment Assistance.

Unemployment assistance is so closely tied in with unemployment insurance that it also is left over for further consideration.

The subcommittee wishes, however, to record its hope that, under the development of social security, there will be less and less need for public assistance and quotes with approval from the Marsh Report:—

Unemployment assistance measures in Canada must be designed as constructively as possible in relation to public employment projects, to training and transference programs and to the co-operation of industry in utilizing the service of employment offices.

3. Workmen's Compensation.

The Workmen's Compensation Acts of the various provinces, which provide medical care, benefits and pensions for workers disabled by industrial accidents and certain industrial diseases, apply on the same terms to all workers, men and women alike, in the industries within the scope of the acts. The dependents of such women workers, providing they come within the definitions of "dependents," "member of the family" or other qualifying terms of the acts, receive the same consideration as the dependents of men workers.

The subcommittee has noted this fact concerning women under Workmen's Compensation Acts with great interest and believes that the success which has attended this, Canada's earliest and most successful experiment in social security, offers a good foundation for its belief that any scheme for social security that may be established should be made applicable for men and women alike within the categories covered by any such scheme.

It is obvious that the extent to which workmen's compensation covers groups of women workers has an immediate relation to their security in the post-war

period. Consideration of the possibility or advisability of extensions of the application of these acts, as part of a social security system, is left for a later report.

Conclusion

In conclusion, the Subcommittee wishes to point out that no opinions or suggestions have been made in this report in relation to the technique of contributions or the methods of administration. These are questions of vital import in the success of any social security plan and it has not as yet been possible to give them the detailed study they demand. The Subcommittee has also set up a continuing agenda on which are placed subjects it hopes to study and report upon. These already include housing, nutrition, the Children's Charter, and post-war employment conditions. It is, therefore, as subsequent developments make it appear desirable, prepared to make further reports.