

FINAL REPORT
OF THE
NATIONAL EMPLOYMENT
COMMISSION

26th January, 1938



OTTAWA
WILSON JENNAUDE, I.S.O.
BY APPOINTMENT TO
HIS MOST EXCELLENT MAJESTY
THE KING
1938

Price 25 cents.

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OTTAWA, January 26, 1938.

HON. NORMAN McL. ROGERS, P.C., M.P.,
Minister of Labour,
Ottawa.

SIR,—On behalf of the National Employment Commission and in accordance with the decisions reached at its meeting of 24th January, I have the honour to transmit to you the Final Report of the Commission, including Commissioner Sutherland's dissent to Chapters C and D of Section II.

As requested by you, the Commission has given consideration to the fact that the Royal Commission on Dominion-Provincial Relations is investigating certain questions which have also come within the purview of the National Employment Commission. For this reason the Commission has indicated in its Report where certain action would, in its view, be contingent upon such financial adjustments as may emerge from the Report of the Royal Commission on Dominion-Provincial Relations.

Yours faithfully,

(Sgd.) ARTHUR B. PURVIS,
Chairman.

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NATIONAL EMPLOYMENT COMMISSION

FINAL REPORT

The Interim Report of the National Employment Commission—embodied in this report for reference purposes as Appendix "A" except for statistical tables, etc., which will be superseded by later information now available—was submitted in July of last year. It contained an outline of Commission activities, along with a summary of its recommendations, from the date of its inception in June, 1936, through to June 30, 1937.

The present—and final—report of the Commission is divided into three sections having the following objectives:—

Section I.—To review the employment and relief situations in the light of developments to date; to chronicle the status of Commission recommendations as outlined in the Interim Report, and to indicate what further steps should, in the Commission's view, be taken in the immediate future.

Section II.—To examine more permanent plans and policies affecting problems of employment and unemployment under varying economic conditions, and to chronicle the Commission's views thereon.

Section III.—To recommend the provision of such administrative machinery as, in the Commission's view, is necessary if its short and/or long range policies are to be given practical implementation.

It is important that it be borne in mind that while provision was made in the National Employment Commission Act of 1936 for the Commission to assume administrative and supervisory functions if the Minister so decided, its functions have in practice been advisory, with the exception only of the promotion campaign in connection with the Home Improvement Plan.

SECTION I

The background accepted by the National Employment Commission for its consideration has been indicated on pages 5 and 6 of its Interim Report. Briefly, it may be said that the situation which the Commission had to consider on its formation was as follows:—

Increasing Canadian employment soundly based on expanding exports at improved prices and on investment of private capital.

Certain spots in which recovery was lagging badly or was absent altogether, namely in agriculture by reason of the persistent drought, and in the construction industry where capital was particularly timid.

Agencies of re-employment, such as the Employment Services, insufficiently developed or co-ordinated, dealing to a large extent with relief labour, and ill-equipped to service the general body of employers and employees.

A system of Aid, to which the Dominion was contributing, which had developed without adequate regard for the causes of distress relieved and with insufficient safeguards—a system which in consequence tended to discourage rather than to encourage re-employment.

A fluctuating and expensive policy of public works for providing employment.

A progressive deterioration in the employability of those in receipt of Aid, and a growing concentration of unskilled workers and older age groups in the larger urban centres.

An emergency winter problem of single homeless adults for whom seasonal employment had not improved sufficiently and who tended to concentrate, as a result, in the urban areas.

To meet these conditions the Commission formulated its immediate attack by recommending the following:—

A comprehensive housing policy embracing the Home Improvement Plan and assistance for low rental housing for those unable to afford to pay an economic rent, this as a means of stimulating employment in the construction industry in which there was the greatest lag.

A thorough modernization and extension of the Employment Services under unified Dominion administration as a means of increasing placements in industry, of developing co-operative local plans for rehabilitation purposes, and of handling certain problems in connection with Unemployment Aid.

A revision of the system of Dominion Grants-in-Aid with the object of ensuring that Aid is not given haphazardly but is directed to remedying the effects arising from varying causes of distress, and as a part of a co-operative Dominion-Provincial-Municipal program for moving people back to a self-supporting basis.

A nation-wide Dominion-Provincial program, including a multiplicity of local attacks by public bodies working in co-operation with industry, having as its purpose the training of the younger age group, the restoration of skill, physique and morale of the middle age group, and the maintenance of the older age group in work of a nature useful to the community. Such plans to be shaped so as to increase the general employability of workers of all ages.

A curtailment, at this stage of the recovery, of public works, where developed primarily for the purpose of providing employment, this so as to relieve the public exchequer and relief funds for more effective and fundamental attacks on the problem of unemployment.

And, finally, as a temporary expedient, a farm placement plan and/or supplementary plans operating in connection with the primary industries, as a means of relieving the emergency winter problem of the single homeless adult concentrations in urban areas.

The Commission's anticipations in regard to industrial recovery, in the light of the readjustments which had already taken place at the time it was appointed, have been fully realized during the year 1937.

Employment has increased at a rapid rate. By October 1, 1937, the unadjusted index of employment issued by the Dominion Bureau of Statistics, applicable to numbers of wage-earners in employment, had once again reached the same level as on October 1, 1929. The November 1, 1937, comparison was even more favourable and, when adjusted for seasonal influences, the index is now higher than for any month since the summer of 1929. This improved situation does not mean that the unusually full degree of employment enjoyed in 1929 has as yet been regained, since there has been a growth in population in the interval. It does mean, however, that employment opportunities have reached an approximately comparable level to that attained in 1927-28, when conditions were considered definitely favourable. The physical volume of production has also been running at, or near, the 1929 level. The improvement in employment is widely distributed, being especially marked in the logging

(particularly pulpwood cutting) and mining industries, where indeed it has been achieving new records. In manufacturing, trade and services the index is also at, or above, the 1929 level. In the construction industry, though a very rapid improvement has taken place this year, the 1929 level has not yet been reached. Only in the fields of transportation and communication was there a serious lag in the employment recovery in relation to the average increase.

Geographically the improvement is also widely spread, being particularly marked in the Maritime Provinces, British Columbia, Ontario and Quebec. In the Prairie Provinces the upturn has been less marked, and especially so in Saskatchewan where the effects of the prolonged drought period are still holding back recovery despite a better price level for farm products.

Under such circumstances the numbers receiving Aid to which the Dominion contributed have naturally shown a continuous drop during the year. In the non-agricultural field the number of such fully employable persons in receipt of Aid has decreased from 206,423 in September, 1936, to 115,496 in September, 1937, or approximately 45 per cent. The corresponding decrease from March, 1937, the month at which in recent years the figures of those receiving Aid have been at their highest level, to September, 1937, was over 55 per cent—by far the best improvement in this period shown in any previous year of the depression and recovery period.

The number of distressed farm operators *and their dependants* receiving Agricultural Aid, to which the Dominion contributed, increased from 248,327 in September, 1936, to 303,885 in September, 1937. Analysis shows this increase to be entirely due to the effect of the continued drought conditions in Saskatchewan, where the number receiving Agricultural Aid in September, 1937, was 269,601, against 130,394 in September, 1936.

The status of Commission activities under the various categories of its duties dealt with in the Interim Report is shown below, along with an outline of the immediate further steps which are in its view required.

A. NATURE AND EXTENT OF THE PROBLEM

REGISTRATION OF THOSE ON RELIEF

Work on the monthly national classification of persons on relief under three categories:—

employable persons	}	in receipt of Unemployment Aid
unemployable persons or persons of doubtful employability, and non-working dependants		
and		
farm resident operators and their dependants	}	in receipt of Agricultural Aid

has been continued and developed to a point where it will from now on be possible under normal conditions—subject to continued prompt co-operation of Provincial and Municipal authorities, the necessity for which was stressed on page 16 of the Interim Report—to publish a preliminary report giving approximate figures applicable to a given month within 5 or 6 weeks after the end of that month, followed some few weeks later by a report giving final figures.

For the month of September the complete annual re-registration was taken. This is permitting of a further improvement in the breakdown achieved.

The Commission is more than ever seized with the necessity of maintaining and improving the record of all those receiving governmental Aid or Assistance,

in view of the background this provides for arriving at remedial measures applicable to each different type of distress, or, where remedial action is impossible, for the care of differing groups on a permanent basis.

WAR VETERANS

The Commission, in conjunction with the Department of Pensions and National Health, has also registered veterans throughout Canada who were in receipt of small pensions and were being given additional Unemployment Assistance from that Department. The information sought was comparable to that obtained in respect to those receiving Unemployment Aid through the Provinces or Municipalities, and a considerable amount of data requested by the Minister of Pensions and National Health has been made available.

Comprehensive information regarding the status of war veterans, whether receiving Aid through Provinces and/or Municipalities or through the Dominion Department of Pensions and National Health, has also been furnished to the Veterans' Assistance Commission as required.

EMPLOYERS' QUESTIONNAIRE

The work of abstracting and printing the information obtained from the Employers' Questionnaire referred to in the Interim Report has now been completed. The record is being put in the hands of interested parties in order to provide a background for appropriate action connected with employment questions.

TAXATION

The appointment of the Royal Commission on Dominion-Provincial Relations has resulted in the absorption by that body of the expert engaged in preparing the objective and independent taxation analysis referred to in the Interim Report (page 9). The extensive work done during the last twelve months will undoubtedly be of considerable value to the new Commission.

B. PRACTICAL MEASURES TO INCREASE EMPLOYMENT

HOUSING

(i) *Home Improvement Plan*

Loans under this plan during the first year of operations, i.e., to October 31, 1937, numbered 29,963, having a total value of \$11,721,129. Bearing in mind that this includes the initial period of operation of the plan, also that loans made on the Dominion guarantee basis represent only from one-quarter to one-fifth of the total amount expended—in that much the larger body of expenditure comes from those who already have resources available or who can secure bank credits without their coming under the Dominion government guarantee—it is evident that the original Commission estimate of total expenditures stimulated for the period ending March 31, 1938, of from \$60,000,000 to \$75,000,000, will be attained. The success already achieved is undoubtedly to an important degree due to the co-operation of financial and industrial concerns in providing the large promotion fund required to launch the plan, and perhaps even more to the able voluntary work of the Provincial and local non-political committees which were set up from one end of Canada to the other in order to ensure public knowledge of the facilities provided. The Commission feels that the accomplishments of these committees in connection with the Home Improvement Plan represent a worthwhile demonstration of the degree of co-operation which public-spirited citizens are prepared to give in any nation-wide non-political

effort to overcome the effects of the recent depression, an attitude which should be kept well in mind in connection with the rehabilitation and training program dealt with below under the heading "Plans to Increase Employability."

While it is not suggested that the Home Improvement Plan is in any way solely responsible for the improvement in employment in the construction industry, it is of interest to note that the Dominion Bureau of Statistics employment index figure for that industry rose from 99·6 on November 1, 1936, to 131·7 on November 1, 1937, while a shortage in skilled labour of the type particularly applicable to residential improvement work developed during the summer months in many centres throughout the country.

(ii) *New Construction*

The Commission had no active part in the promotion of the Dominion Housing Act. It is, however, of interest to note that appreciable progress was made in the use of the facilities provided thereunder during the year. Undoubtedly, this has also had an important effect on employment in the construction industry.

However, the revival of activity in house construction has not kept pace with the revival in other lines. Despite the shortage of housing in most parts of the country, people show little disposition to invest money in this field. There are several reasons for this attitude:—

1. The high cost of building a home, resulting in it being generally far beyond the cash resources of the would-be owner, and necessitating his investing all his savings and pledging his future earnings over an extended period of time;
2. The uncertainty of many citizens as to how long it will be convenient for them to live in a given locality, having regard to possible changes in their place of work;
3. The difficulty for the owner in getting his investment out of a house, if circumstances should require him to dispose of it;
4. The uncertainty as to whether a given locality will as years go by become a more or less desirable neighbourhood in which to live;
5. The high rate of taxation on real estate, resulting in few people caring to risk their savings in an investment that may involve a complete loss if they find themselves unable to pay these imposts.

These conditions mean that only those who have reasonable assurance of income over an extended period, and in the same locality, feel justified in building homes for themselves.

Under these circumstances, where an industry employs a number of men in a given locality, there may be room for efforts similar to those already made by various industrial concerns to provide housing accommodation for their workers, in that the employer's interest in the locality is often of a more permanent nature than that of the individual worker. In such cases, however, experience has shown that it is better that rentals should be fixed at economic rates for the accommodation provided, in order that other building by private interests is not discouraged.

The Commission's recommendation in regard to provision of accommodation on a rental basis for those unable themselves to afford an economic rent—often associated with slum clearance—is unchanged from the broad outline given on pages 11 and 12 of the Interim Report. The Commission feels that action in this field—while conditions are favourable—along some such lines as it has suggested, is necessary. This view is based on the fact that the lack of adequate housing facilities for this category of citizen is undoubtedly a breeder of unemployment. The plan developed by the Commission for an initial experiment is attached to this report as Appendix "E".

The accelerated development from time to time of a forward looking program for slum clearance and low rental housing schemes in urban areas—whenever an expansion of public expenditures becomes desirable because of future variations in economic conditions—is dealt with under Section II in the Chapter entitled “Public Expenditures.”

FARM IMPROVEMENT AND EMPLOYMENT, AND SUPPLEMENTARY PLANS

The Farm Improvement and Employment Plan, under which well over 50,000 men and women were placed on farms during the winter months of 1936-37, resulted in a very considerable number continuing at work during the summer months in the positions in which they were placed. The need for similar action this winter will probably be appreciably less than was the case last year, but the Commission has recommended utilization of the plan afresh during the current winter as an effective and relatively inexpensive instrument for meeting a real need. Placements have already started in the Western Provinces.

Dominion-Provincial co-operation in supplementary plans involving work in connection with primary industries, including the tourist industry, may also be necessary again this winter to meet the seasonal position.

THE TOURIST TRADE

In exploring the employment field for new occupations or enlarging opportunities for employment, the attention of the National Employment Commission was particularly drawn to the tourist trade. The estimated value of three hundred million dollars for the tourist trade for 1937 places it in one of the leading positions among the industries of Canada. The tourist trade is not in itself an industry in the strict sense that agriculture, mining and other industries are. It is mainly a contributory factor to the increase in volume and value of the products of many other industries and services. The hotel and restaurant business, transportation, amusements and retail trades are those that benefit most.

The attraction of tourists presents a supplementary business opportunity to some parts of the country, such as seashore and lake and forest areas, relatively unsuitable to many other forms of industrial activity.

Because the trade benefits all the people of Canada, and because tourists visit Canada, not Provinces of Canada, and tour at will across Provincial boundaries, the Commission is of the opinion that the Dominion government might be well-advised to bring about a co-ordinated national effort to stimulate the tourist trade. The Commission is of the further opinion that the Dominion might initiate and execute some national projects that would increase the volume of what is known as the tourist trade.

To this end the Commission recommends that the Dominion government set up an Advisory National Tourist Committee, representative of all the Provinces, to advise governmental and other interested bodies respecting policies and administration of such phases of the tourist trade as come within their respective jurisdictions or as may be deemed wise to be brought under Dominion jurisdiction, such advisory committee to be composed of a Minister from each Provincial government, a limited number of citizens interested in developing Canada's resources as attractions, representatives of the Canadian Association of Tourist and Publicity Bureaux, together with one or more Ministers of the Dominion government.

The Commission submits that the following matters should be explored and advised upon:—

National Tourist Highways,
Retail articles attractive to tourists on which import duties should be adjusted to reduce the sale price,

Souvenirs, in order that they may be symbolic of the products, history, or art of the Dominion,
Handicrafts, in order that the native crafts and skills may be taught, demonstrated and their products exhibited so as to stimulate their production and sale,
Historic forts and sites, their restoration and marking,
Sports and competitive sports projects,
Accommodation improvement.

PLANS TO INCREASE EMPLOYABILITY

On pages 12 and 13 of its Interim Report the Commission emphasized the vital importance it attaches at this stage to the increase of "employability" of needy unemployed persons by a nation-wide program of locally developed efforts—

- (a) for the training of youth who have, as a result of depression conditions, never been in gainful occupation, and
- (b) for the restoration of skill, physique and morale, particularly of the middle-aged group.

At this crucial phase the Commission believes its recommendations for the provision of the necessary administrative unit for the development of such plans, i.e., an adequately modernized Employment Service, and for financial provision for such co-operative Dominion-Provincial plans—in addition to the \$1,000,000 already appropriated by the Dominion parliament in connection with youth training, on the understanding a similar sum would be forthcoming from the Provinces—to be the spearhead of any well-planned effort to dissolve the "hard core" of those receiving Unemployment Aid. Without adequate action along this line the Commission feels any effort, national or Provincial, to discontinue Unemployment Relief, is bound to fail.

In the meantime, and working within the limitations imposed by a lack of an adequate Employment Service, the Commission has co-operated with the Department of Labour in reviewing all Provincial plans for youth training under the appropriation referred to above. Where these plans were found to be in harmony with the general criteria set out on page 12 of the Interim Report, approval was recommended. As a result, plans have been put into effect in all the Provinces providing opportunities for training and apprenticeship for those of both sexes between the ages of 16 and 30. These plans have taken the following forms:—

Training in forestry and conservation under the administration of the Forestry Services of the Provinces of British Columbia, Alberta, Manitoba, Ontario, Quebec, New Brunswick and Prince Edward Island.

Technical and practical training in placer and hard-rock mining in the Provinces of British Columbia, Ontario, Quebec and Nova Scotia.

Industrial apprenticeship and learnership courses, coupled with the necessary amount of technical instruction, in the Provinces of Manitoba, Ontario and New Brunswick.

Occupational training and vocational guidance for young unemployed persons in all Provinces except Nova Scotia.

Agricultural training and apprenticeship in the agricultural schools and by placing selected young unemployed persons in farm homes, in the Provinces of Alberta, Manitoba, Ontario, Quebec, New Brunswick, Nova Scotia and Prince Edward Island.

Women's training courses for domestic and household work, home-making management, handicrafts and specialized services in all Provinces.

Physical training and health education of varying character, suited to maintain the morale and improve the physical fitness of young people of the region or Province, in all Provinces.

Specialized services, in co-operation with the Employment Service of Canada, for the purpose of ensuring that training plans for young men and women lead up to placement.

It cannot be too strongly stated that such rehabilitation efforts must be directed towards the absorption of trainees in due course into private industry, or into occupation "on their own," in contrast to methods which result in an increasing dependence upon governmental bodies for the provision of gainful employment.

It will also be apparent that in order to achieve this aim of ultimate absorption into private industry, it is essential that the support of employers and labour or, where established, of Advisory Councils functioning in connection with the Employment Service, be obtained during the formative stage of local attacks on rehabilitation problems. Only in this way can such projects as are devised to increase "employability" be kept practical in nature and be confined to the necessitous unemployed (including particularly those on the relief rolls), so permitting of the liquidation of the residual problems arising from the depression relief measures.

In view of its importance, the Commission has, in recent months, discussed this problem with all Provincial governments, and has also taken active steps to educate public opinion as to the necessity for action so as to provide the appropriate background for practical achievement.

This subject of rehabilitation is dealt with at greater length in the Chapter of Section II of the report entitled "Training and Rehabilitation Measures."

REHABILITATION THROUGH LAND SETTLEMENT

Dominion government action in the field of Assisted Land Settlement as a factor in the rehabilitation of the unemployed is complicated by the fact that since Crown lands are vested in the Provincial governments, the latter are responsible for their development. Difficulties also arise in that, while Aid is at present given to distressed agriculturists through the medium of the Minister of Labour, the Department of Agriculture is obviously the proper medium for rehabilitation measures of a remedial nature. For this reason the Commission feels that the Department of Agriculture should be utilized as the medium for developing remedial measures to meet the problems of, and for the administration of Aid to, distressed agriculturists, since these in themselves have no direct bearing on the problem of re-employment. The Commission has, as a starting point, divided the statistical record accordingly. It is understood that, in line with this viewpoint, the responsibility for Agricultural Aid and remedial measures in the drought area has already been placed with the Department of Agriculture.

The Commission has given some study to the general question of land settlement in relation to particular problems of direct relief presently being paid to farmers and settlers, exclusive of those in the drought areas of Western Canada. The Commission's recommendations were as follows:—

- I. Assistance to settlement to be shareable by the Dominion, the Provinces and/or the Municipalities, and to be of two kinds, viz:
 - A. Assistance in establishing new settlements on unimproved lands.
 - B. Assistance in re-establishing on improved lands in good localities, settlers who are now located in districts unsuited for agriculture.

II. In granting Dominion-Provincial-Municipal Assistance under "A" the following plan to be followed:—

1. A survey to be made of all unoccupied lands with a view to determining which might profitably be cleared and devoted to agriculture and which would be better left under forest.
2. A survey to be made of all drainage projects to determine the possible effects of such drainage on streams and water supply in the districts affected.
3. Only carefully selected persons to be eligible for Assistance.
4. The basis of selection to be the suitability rather than the need of the applicant.
5. Assistance to be given in three ways, namely in the form of:—
 - (a) Roads, bridges, schools, guidance and advice in their work, to be a free gift to the communities of settlers and not repayable.
 - (b) Bonuses for clearing land, and bringing it under cultivation, not to be repayable but to vary inversely with the value of the timber removed.
 - (c) Advances for buildings, stock, equipment and living expenses. Advances for buildings necessarily to be made as soon as the settler arrives on his lot, but other advances under this heading (c) to be made only as the settler establishes a credit; that is to say: he shall be required to do work on his own land to the value of the amount of credit he asks, before the advance is made. All advances under (c) to be repayable over a period of years at a low rate of interest—the first annual payment to fall due one year after the advance is made. The first three payments should be very small, but should be collected.
6. In heavily timbered districts a certain percentage of the land cut over to be stumped and brought into cultivation.
7. Local Improvement Districts or Municipalities to be established in new settlements as soon as practicable.

III. In granting Dominion-Provincial-Municipal Assistance under "B" the following is suggested as a suitable plan:—

1. Improved lands available for settlement throughout the Dominion to be listed with full particulars as to quality of soil, nature of climate, kind of farming for which it is best adapted, water supply, distance from market and from school, condition of buildings and fences, prices and terms on which land can be bought or rented, taxes and other information that would be of value to any purchaser or tenant. All this information to be made available, free of charge, to intending settlers.
2. Financial Assistance to be accorded to settlers wishing to move from poor districts to improved land in other districts, such assistance not to exceed the cost of moving the settlers and their effects to the new location.
3. Financial Assistance to be accorded for establishing on the land, people, carefully selected as to suitability, who are now living on relief in the cities.

The Commission draws attention to the concluding recommendations and emphasizes that in plans for increasing employability, agricultural rehabilitation must play an important part. As stated on page 13 of the Interim Report,

however, it believes that the possibilities of utilization of measures in that field can best be developed locally as part of the proposed nation-wide program for reconditioning and rehabilitating those still in receipt of Aid.

PUBLIC WORKS

The immediate Commission policy, referred to on page 14 of the Interim Report, has been directed towards a contraction in public works programs *at this stage of recovery*, where formulated for the purpose of relieving unemployment. Experience in this and other countries has shown that such programs fall short of their objective in that they:—

1. Duplicate the demand for skilled labour of which a scarcity has become evident in many centres, at the very time at which industry needs such skilled workers if it is to absorb the unskilled element still awaiting employment.
2. Overlook frequently the unskilled worker whom they are intended to help, unless the works in question are chosen with unusual care.
3. Create a feeling of dependence upon government for work opportunities and even attract people out of private industry into the field of governmental work.
4. Represent the most expensive method of putting men to work, so tending to restrict employment in private industry because of the discouraging effect of the resultant taxation burden.

The Commission directs special attention to the urgency of its recommendations for correlating Dominion and Provincial Public Works and works projects programs with financial provision to the Provinces under the Grants-in-Aid for Unemployment Relief, and points out that until this is done unnecessary wastage and overlapping will continue. Such Aid as is provided by Dominion and co-operative Dominion-Provincial programs should be an integral part of the wider assistance given to that centre and should be dealt with when Grants-in-Aid discussions with the Provinces are taking place. The Commission believes that Dominion and Provincial officials would have a better appreciation of the limitations of public works programs to meet the requirements of those still in receipt of Aid, if a full and frank discussion took place at that time. Such discussion should evolve criteria by which the often advanced "work and wages" programs might be evaluated.

In view of the importance of this general subject from a long range point of view also, the problem of employment as related to public works programs is dealt with in the chapter entitled "Public Expenditures" in Section II of the report.

C. PRACTICAL MEASURES FOR ENSURING EFFICIENCIES AND ECONOMIES IN THE ADMINISTRATION OF AID

The recommendation of the Commission for handling the existing situation whereby Aid is accorded by the Dominion for the relief of distress by means of Grants-in-Aid to the Provinces was dealt with at some length on pages 15, 16 and 17 of the Interim Report.

At that time it was pointed out that the Commission strongly recommends that, *so long as the present constitutional basis exists*, the method introduced in 1934 of granting Aid on a temporary basis, without definite or adequate control, should be abandoned by the Dominion and the following basic principles accepted:—

1. That the primary responsibility for the relief of distress should remain with the Municipal authority and/or the Province;

2. That the Dominion should contribute thereto only when in its view it is shown that a practical necessity exists because of the *unusual* nature or extent of the distress;
3. That the Dominion should attach such conditions in the granting of such Aid as it deems necessary and proper with due regard to—
 - (a) careful co-ordination of effort, and
 - (b) supervision through the designation of a proper Dominion authority.

The Commission has participated in conferences between representatives of the Dominion Department of Labour and of the respective Provincial governments held for the purpose of discussing new agreements along the lines of the Commission's recommendations. It is hoped that these, when formulated, will promote a greater degree of efficiency in the distribution of Aid.

Preparatory to, and as a basis for, consideration of the changes recommended above, the Commission made an extensive survey of the many factors affecting the need for, and payment of, Aid, Assistance and Relief. This study covered a very wide field and embraced such subjects as Dominion, Provincial and Municipal legislation to provide Aid, Assistance and Relief; practices in respect to grants for, and administration of, Aid; the contribution of the numerous welfare agencies to the relief of distress; and an analysis of the working population by geographic distribution, by occupation and industry and by age and sex. Information covering the administrative provisions and procedures and schedules of allowances, etc., to persons in receipt of Aid in more than two hundred typical communities was compiled in collaboration with the Canadian Welfare Council, which had available much basic material. The information compiled on all these and many other matters directly or indirectly affecting the alleviation of distress should be of great value in efforts which the Commission considers might be made to co-ordinate in a practical manner public and private welfare activities.

The appointment of the Royal Commission on Dominion-Provincial Relations affords opportunity for reconsideration of these phases of the work, in that, as previously mentioned, recommendations submitted earlier were framed with a view to their coming within the existing constitutional framework. An entirely new field of possibilities is thus opened up, both in the reconsideration of these recommendations and in the consideration of those relating to co-ordination of Aid, Assistance and Relief, including Voluntary Aid (Page 17, Interim Report).

The Commission's present views on these matters are set forth in three chapters of Section II of this report entitled respectively: "Joint Versus Functional Division of Responsibility for Unemployment Distress;" "Unemployment Insurance and Unemployment and Occupational Aid;" and "Co-ordination of Public Aid, Assistance and Relief with Voluntary Aid."

In this connection the Commission has given thought to the desirability of adopting a standard terminology with a view to a greater clarification of the elements involved. As a result it recommended the use by Dominion, Provincial and Municipal government units of certain new terms set out in page 15 of the Interim Report. It considers that an extension of this effort to clarify the issue should be made along the lines of a special study made for the Commission with the assistance and co-operation of a small advisory committee made up of persons engaged in these spheres of administration work.

D. MACHINERY TO CARRY OUT RECOMMENDATIONS SUMMARIZED IN THE INTERIM REPORT

EMPLOYMENT SERVICE

The requirement here, as pointed out on page 19 of the Interim Report, is the prompt modernization and extension of the Employment Service of Canada, this

with a view to a better linking together of employer and employee; to providing focal points for attacks on local employment problems, and as a means of gauging the relative degree of employability of those in receipt of Aid. In discussions which the Commission has had in recent months, general agreement has been expressed by all Provincial governments as to the unsuitability of the existing set-up, and of the restricted services, of the Provincial Employment Services in fulfilling these vital functions.

The Commission wishes to emphasize the urgency for action. It recommends that the Service be placed immediately under the direction of the Dominion government, both as to controlling principles and broad policies, but with provision for the appointment of strong regional directors, and regional advisory councils, to whom certain decentralized powers would be given, so as to ensure adequate weight being accorded, and attention being paid, to the problems peculiar to particular regions. The success of any nation-wide program of local plans developed in order to disperse the remaining problem is undoubtedly dependent upon such re-organization.

CO-OPERATIVE MEASURES WITH PROVINCES AND MUNICIPALITIES

Discussion with all Provincial governments and indeed with many Municipal authorities, of the general line of the Commission's attack on the relief problem has shown a very wide measure of agreement as to the suitability of that attack as a medium for meeting the actual local situations involved. In these discussions particular emphasis has been placed by Provinces and by some Municipalities on the local difficulties created for them by the existing system of indiscriminate Dominion Grants-in-Aid, and on the necessity for a rehabilitation program such as the Commission has prepared.

PUBLICITY

Starting in July, 1937, the National Employment Commission issued a bulletin at periodical intervals (having a circulation in English and French totaling approximately 25,000) in order to cover specific phases of its attack on relief and employment problems, and to provide a medium for issuing the monthly statistical breakdown of relief figures and/or other pertinent data.

Irrespective of the existence of the National Employment Commission, it is recommended that factual information be regularly released to the public regarding the numbers of persons and types of distress involved, so as to ensure as wide an understanding as is practicable of the extent and nature of the problem.

E. WOMEN'S EMPLOYMENT COMMITTEE

Coincident with the reduction in the numbers of all persons receiving Aid to which the Dominion contributed, there has been a proportionate decline in the number of women receiving Aid. The registration of fully employable women (other than non-working wives and girls under 16, and other than farm resident operators and their dependents who receive Agricultural Aid) in receipt of Aid for September, 1936, and September, 1937, was as follows:—

	September 1936	September 1937
Heads of families.	13,773	9,869
Self-dependent Women.	6,762	4,396
Female dependents 16 years of age and over in families on relief.	25,456	12,400
	<hr/>	<hr/>
	45,991	26,665

The results of the Women's Employment Committee's studies of women's employment problems indicated at an early stage that unemployed women fitted into the general pattern of attack as applied to the whole problem by the National Employment Commission, though the floating migrant class is much less in evidence than in the case of men. It has been more difficult to devise practical schemes of mass employment for women, to which the government might give encouragement, as was done for men in the case of the Home Improvement Plan. The Farm Improvement and Employment Plan, however, was designed to cover unemployed women as well as unemployed men and did give employment to as many as 8,355 women in the peak month of March, 1937.

Early in its deliberations the Women's Employment Committee advised the Commission that to fit unemployed women for such employment as was available it would be necessary to give them some training. This recommendation was in line with conclusions reached by the National Employment Commission and was incorporated in their submissions to the government respecting training for the necessitous unemployed.

The Committee also found that a serious lack of balance between urban and rural young women, as distinct from young men, is reflected in unemployment figures in the cities. The 1931 census records the following unmarried population by sex and age groups, rural and urban:—

	Boys	Girls
15-19—Rural..	266,883	213,956
Urban..	256,455	274,159
20-24—Rural..	198,687	95,755
Urban..	197,889	186,714
25-30—Rural..	104,333	34,489
Urban..	109,412	87,260

The Committee accordingly earlier recommended that opportunity through instruction and training be given to farm girls to the end that they might satisfy in their farm environment their normal urge and economic necessity to become self-supporting. This recommendation was also incorporated in the general training scheme submitted to the government by the National Employment Commission.

The Committee at an early date also drew the attention of the Commission to the inadequacy of the existing Employment Service of Canada to meet the trying demands placed upon it in respect to unemployed women. They endorsed the recommendations of the National Employment Commission for a unified and extended service. In their final report the vital part which such an improved service would play in solving the employment problem of women, and the impossibility of successful attainment without it, are strongly emphasized.

In its final report to the commission the Women's Employment Committee relates education to the potential capacity of the individual to fit herself into gainful occupation to which she will be suited by training and inclination. It urges the closest reliance of educational institutions on the research work of the Employment Service of Canada and on its counsel regarding the labour market and occupational trends. In a word, it thinks that the school which occupies the child's life from infancy to adulthood should assume a greater responsibility in fitting that child for practical entry into gainful occupation, and that such preparation should be closely related to employment needs on leaving school. It expresses the belief also that formal education for the individual should not cease on school leaving. These views coincide in large measure with those of the commission, and in their broader aspect are touched upon in Section II, Chapter "C," of this report.

The Committee's further examination into the household occupations which provide the largest number of situations to women workers, and which at the

moment provide the greatest opportunity for expansion, impresses it with the relative unattractiveness of this vocation to young women as an employment opportunity. It also recognizes the difficulties of reform by legislation of hours of work, standardization of service and skill, and employer-employee relationships such as might make the vocation more attractive. It believes, however, that through the reorganized Employment Service of Canada much practical reform could be brought about voluntarily. It thinks, for example, that such voluntary reform could establish standardization in the requirements of household service, standardization of the skill of workers, principles of fair dealing between employer and employee, vocational guidance to direct the right girl into the service, and a follow-up service to readjust malplaced workers.

In the case of the older employable self-dependent women on relief (and most of the 4,396 self-dependent women on relief are in the upper age brackets), the Women's Employment Committee is strongly of the opinion that an assessment of their individual capabilities should be undertaken by trained women placement officers, and opportunities provided for training and retraining for specialized services.

Finally, the Women's Employment Committee is of the opinion that the Dominion government can render a genuine service to all gainfully occupied women, particularly in industry and trade, by establishing in the Dominion Department of Labour a Women's Bureau to undertake research in connection with the employment of women, and to provide the machinery for educating the public to the point that working conditions and wages are improved, all to the end that employment conditions for women may become more attractive.

F. CONCLUSION

In view of the importance at this stage of an understanding of the measures that will be necessary if advantage is to be taken of improved economic conditions to disperse the problems which have arisen in connection with the provision of Unemployment Aid in recent years, the Commission reiterates the four main points involved in that section of its program:—

1. Utilization and further development of the statistical breakdown achieved by the Commission since September, 1936, to overcome the present confusion of purpose by segregating the many different types of distress in the different local centres. This to be done with a view to remedial action, and where remedial action is impossible, to a better considered and more permanent basis for taking care of such types of distress.
2. Abandonment at once of the present method of making indiscriminating grants for the purposes of the "dole," and substitution therefor of specific grants tying in with the remedial or "care" measures foreshadowed in 1. Such new grants to be made only on a basis of established need, and with adequate administrative controls and follow-up.
3. Development locally, but on a nation-wide scale, of practical plans, suitable to employment opportunities likely to be available in each region, which will tend to increase the "employability" of those still receiving Aid. This is to be done by means of:—
 - (a) plans to train those in the younger age group who in recent years have lacked experience in gainful working;
 - (b) plans to restore the skill, physique and morale of those in the middle age group;

- (c) works projects which will provide a measure of useful work for those, particularly in the older age groups, for whom plans under (a) and (b) would be unsuitable. This is to be on the understanding, however, that such projects will meet the following criteria:—
- (i) Importance in stimulating increased non-governmental expenditures; e.g., roads into mining or tourist areas.
 - (ii) Economic importance in improving the competitive position of industry, particularly of export industries; e.g., improvement in dock facilities; afforestation or other conservation measures.
 - (iii) Value in absorbing a high proportion of the type of labour available in the district in question, while at the same time making but slight demands on those types of labour of which a scarcity is becoming increasingly apparent; e.g., projects calling for a high proportion of unskilled labour such as elimination of grade crossings.
 - (iv) Low operating costs and low permanent overhead charges (interest, etc.), in order to permit of economies for governmental units as conditions improve; e.g., reclamation works; land clearance, etc.
 - (v) Social value to the community; e.g., sewerage and park or other beautification projects.
4. Prompt establishment of a modernized Employment Service, under national direction so far as all broad principles and policies are concerned, but with such measure of decentralization as will provide effective handling of problems peculiar to each Province. This Service to provide the administrative local units required to bring about the separation of employables from unemployables, and to formulate such local plans (see 3) as will increase "employability." To this Employment Service would be attached regional and, where necessary, local advisory committees, of community-minded citizens, including representatives of employers and labour, in order to ensure that such plans are really practical instead of theoretical.

Forming part of this section of the report in addition to Appendix "A" referred to on page 1, are the following:—

Appendix "B".—A final record of routine Commission information and a statement of its expenditures;

Appendix "C".—Registration tabulations for September, 1937, with comparable information for September, 1936, covering information in regard to recipients of Aid to which the Dominion contributed;

Appendix "D".—Articles published in the Information Service Bulletins issued by the Commission; and

Appendix "E".—Plan of Low Rental Housing.

SECTION II

A. THE IMPACT OF DEPRESSION ON CANADA

In turning its attention to policies for the future, the National Employment Commission does not assume that depressions of the magnitude of the two experienced since 1920 are an inevitable part of modern economic life. Though, in any economic world subject to rapid change and development, it is natural to presume that business fluctuations and variations in employment will occur, so great an economic catastrophe as that following the crisis of 1929 is to be explained in terms of the great distortions of prices and incomes, the great shifts in production, and the huge increase in debt charges, resulting from the war of 1914-18. To these must be added the short-sighted policies, to which almost every nation contributed in the post-war years—policies which were designed to avoid the painful but necessary readjustments. In the event, avoidance proved to be merely postponement, and postponement, magnification.

The Commission believes that by persistent and intelligent development of the material and human resources of Canada, the standards of living and the economic security of all groups of citizens can be continuously improved. Indeed, added to past experience, the strength of the recovery in Canadian business in recent years already provides ample evidence of the possibilities in this direction.

The Commission also believes in the practicability of accelerating the rate at which savings are invested in productive private enterprise, thus relieving the government of the burden of Aid expenditures through the re-employment impetus so provided. With the opportunities available in Canada, embracing vast natural resources along with a virile people, the maintenance of a background conducive to such private investment becomes all important. The requirements for stimulating the productive machine along these lines are:—

Sound governmental policies relating to private enterprise, along with their maintenance over reasonably long periods, in order to avoid the restrictive effect of an atmosphere of uncertainty.

Efficiency and economy in public expenditures.

An atmosphere of public confidence in, and encouragement of, profitable enterprise.

Continued encouragement and support for research work, both in the technical and marketing fields. This is particularly important in industries where the resources of the individual operator are not large enough to enable him to meet the need himself, and in industries the major products of which have to meet the competitive test of world markets.

Again, in so far as human resources are concerned, unquestionably in the past far too little attention has been paid to ensuring that the educational facilities provided prepare the young citizen for practical working opportunities. This isolation of the educational curriculum from the practical problem of employment for the individual has tended towards an increasing sense of disillusionment on the part of youth who, on completing their school training, frequently find themselves ill-adapted to such work opportunities as are available. The Commission brings this situation to the attention of the governmental units concerned, and indeed to the attention of industry and of the public at large, as involving one of the most urgent and vital problems affecting employment opportunity. The importance of its solution lies not only in the advantage accruing to the individual by the likelihood of his attaining a more remunerative

and secure position, but to the country as a whole in its effect in increasing production and, as a corollary, the national income.

The important part that technical schools, which provide courses in practical training, can play is also emphasized.

However, despite the possibilities referred to for further development of the material and human resources of Canada, the Commission holds that this country, the fortunes of which are so inextricably bound up with those of the great industrial countries of the world, must be prepared to meet business fluctuations, whether large or small, which may arise from circumstances over which it has no control.

Any consideration of appropriate governmental and business policies designed to prevent, remedy, or alleviate economic fluctuations must begin with a broad but necessarily brief, statement of the fundamental nature of depressions and, particularly, of their characteristics in the Canadian economy. While there are many unsolved problems concerning depressions, and, while there are fortuitous and unpredictable factors in any particular depression, the pattern of economic fluctuations is sufficiently clear that the *direction* of appropriate policy can be marked out.

An economic depression is a state in which the national income falls below attainable levels not because of any shortcomings in the technique of production or in the bountifulness of nature, but because maladjustments of costs and prices (themselves arising from a great variety of causes) prevent the use of labour, capital, and resources to the extent that they have hitherto been used. Though crop failures and other disasters may intensify the distress arising from depression, unemployment of labour, capital, and resources is of its essence.

TABLE I—INCOME, EMPLOYMENT, PRODUCTION, AND PRICES IN CANADA,
1926 = 100

Year	Unadjusted National Income	Employment	Physical Volume of Production of Goods*	General Wholesale Price Index
1926.....	100.0	100.0	100.0	100.0
1927.....	106.8	105.0	107.0	97.7
1928.....	115.7	112.0	117.2	96.4
1929.....	119.2	119.5	108.4	95.6
1930.....	104.9	113.9	109.0	86.6
1931.....	84.9	102.9	92.5	72.1
1932.....	68.7	87.9	88.4	66.7
1933.....	65.4	83.7	82.9	67.1
1934.....	72.6	96.4	92.9	71.6
1935.....	76.9	98.8	101.1	72.1
1936.....	82.4 (P)	104.1	not available	74.6

(P)—Preliminary, subject to revision.

* Based on the production in Agriculture, Woods Operations (firewood excluded), Fisheries, Mineral Production, Central Electric Stations, Manufactures, and Steam Railways. The combined index is weighted by the net value of production in 1926.

It is hardly necessary to point out that such a contraction in national money income as is shown in Table I was a world-wide phenomenon, in which each nation's share depended on its economic relationships to the great credit and commodity markets of the world and on the extent and intractability of the maladjustments developed within its own economy. Very broadly Canada and the United States were among the nations which suffered the greatest and most prolonged contractions in national income.

For countries such as Canada, i.e., debtor countries, deriving a relatively high proportion of income from the sale of exports, economic fluctuations, including their depression phase, are largely external in origin and, to a degree, uncontrollable. The main responsibility for controlling world depressions must fall on the great creditor and industrial nations of the world. Though Canada may

TABLE II—THE NATIONAL INCOME OF VARIOUS COUNTRIES,
1926 = 100

Year	Canada	The United States	The United Kingdom	France	Germany	Japan
1926.....	100.0	100.0	100.0	100.0	100.0	100.0
1927.....	108.8	100.5	104.3	101.0	112.9	99.9
1928.....	115.7	103.1	104.1	109.1	120.3	103.1
1929.....	119.2	107.6	105.3	117.8	121.4	98.9
1930.....	104.9	90.6	103.8	116.8	112.0	86.9
1931.....	84.9	71.4	94.2	109.6	91.1	78.2
1932.....	68.7	52.7	93.0	99.0	72.2	81.4
1933.....	65.4	55.7	95.8	—	74.1	92.1
1934.....	72.6	66.1	101.6	—	—	—
1935.....	76.9	73.2	108.3	—	—	—
1936.....	82.4*	85.0	116.5	—	—	—

* Preliminary.

make contributions toward such control, governmental and business policy can be most effective, in the main, in restraining excessive and misdirected investment and in facilitating Canadian readjustments to changed world conditions of prices and costs.

Depressions are communicated to Canada through the medium of her exports and imports of merchandise and services and her exports and imports of capital. The onset of the depression is ordinarily signalized by sharp falls in the prices and, to a less degree, in the volume of export commodities (of which finished consumers' goods are a negligible proportion) or by a stoppage of capital imports or by both. These changes necessitate a fall in the volume of imports and later the emergence of a net capital export as payments of interest and loans abroad are maintained.

In the past, some crises resulting in depressions have been communicated to Canada through sharp contractions in the imports of capital. These have necessitated a relative reduction in the imports of merchandise and services accompanied by a relative expansion of exports—readjustments different in origin but the same in scope as those required by a fall in export prices. In fact, however, at the time of the crisis of 1929-30, the capital imports of Canada were not large and, as they expanded rather than contracted in 1930, they eased rather than intensified the shock.

The information in Table III makes clear the extent to which the decline in employment was a later and resultant phase of a depression communicated to Canada by a fall in the prices of her chief exports.

TABLE III—SENSITIVE EXPORT PRICES AND EMPLOYMENT IN THE
MANUFACTURING INDUSTRIES,
1926 = 100

	Weighted Index of Sensitive Export Prices*	Employment in the Manufacturing Industries†
1929, July.....		
1929, October.....	101.9	120.3
1930, January.....	95.1	120.2
1930, April.....	90.2	106.5
1930, July.....	81.0	111.3
1930, October.....	73.1	111.3
1931, January.....	62.8	107.8
	52.4	93.7

* The commodities included are wheat, barley, flour, salmon, bacon, cheese, pine and spruce lumber, newsprint, copper, lead, and zinc. The only one of the major commodities excluded was nickel which is marketed at a constant price. The weights used are in proportion to the average value of exports in the years 1926-31 inclusive.

† *Canada Year Book*, 1931, p. 778; *ibid.* 1932, p. 655. Note that these figures are not adjusted for seasonal variations.

This emphasis on the critical importance of the incomes derived from exports is not to be interpreted as meaning that export trade is in any way more valuable than domestic trade or contributes more to national well-being. The point is that while, in domestic trade, prices in most cases may immediately to a degree be adjusted to costs, export prices are determined in markets to which Canada contributes but a fraction of the supply and in consequence costs must be adjusted to prices. This necessary adjustment is ultimately of significance not to the export industries alone, but to the whole economy, for maladjustments which bring contractions in export incomes will result in contractions and stoppages in other incomes through which the expenditures of export groups flow. Not only so, but the prices of the products of domestic trades almost always represent cost factors for the export trades. It is therefore necessary that the domestic trades should share in the readjustments required.

The degree of fluctuation in the national income occasioned by fluctuations in export incomes would be much less were it not for the wide swings in the volume of investment. The sluggish rise in the rate of interest under the rising demand for capital during the boom period becomes a sharp rise in the period of crisis. This, in conjunction with an existing or prospective unprofitable relationship between costs and prices, promotes a stoppage in the processes of investment and, in a severe depression such as we have experienced, investment may give place to *disinvestment*, that is, the wearing out and using up of capital goods more rapidly than they are replaced. It is only thus that a country's consumption may actually exceed its income in a depression. As the depression proceeds, and as through liquidation and the revaluing of assets the demand for capital falls off, the rate of interest declines to low depression levels, a process likely to be promoted by appropriate central bank policies. Only, however, as unprofitable relationships between costs and prices throughout the economy are removed, and as confidence in the future is re-established, will low interest rates promote renewed investment and recovery.

Though investment must be construed broadly to include the acquisition of stocks of goods (inventories), of durable consumers' goods such as houses and automobiles, as well as of fixed plant equipment, the fact that construction contracts in Canada reached a peak of \$577,000,000 in 1929, and a low of \$97,000,000 in 1933, will illustrate the great amplitude of the variations in production of capital and durable consumers' goods. It is in the fall in the volume of investment more than in any other item that the extent of the depression can be seen and it is especially in the industries producing capital goods that the degree of unemployment, both of labour and of plant, is greatest. While only 2.9 per cent of the trade unionists in the construction and building industry were unemployed in September, 1928, 65.8 per cent were unemployed in September, 1933.

It must be emphasized that while the revival of investment is, therefore, a proper object of a policy of recovery, it can be attained on a country wide basis only when cost-price relationships have been readjusted and profitable margins exist throughout both domestic and export trades.

While the main impulses toward fluctuations in employment are external in origin, the course of the fluctuations is profoundly affected by the existence of strong or weak positions within the country. It is a matter of common knowledge that by 1929 Canada had major weak spots in wheat and in newsprint, her two chief exports, and the depression was further intensified by the fortuitous factor of prolonged and unprecedentedly severe drought in the wheat producing areas.

Lack of effective machinery for credit control led to an expansion of credit in Canada in 1928 and 1929 beyond that in other countries, with the result that the Canadian dollar was vulnerable long before the crisis of 1929. Looking back from the present it is now apparent that debt reduction and control of expenditures by governments were far from adequate during the period of buoyant revenues.

A factor of strength lay in the improving position of Canada as a producer of gold and non-ferrous metals. In spite of a great fall in prices, expansion in the latter industry was maintained, while the increase in the price of gold brought expanding investment in the gold mining industry throughout the depression.

In 1933, the worst year of depression, the national money income was 35 per cent below the level of 1926 and 45 per cent below that of 1929. Even in 1936 the last year for which estimates are available, it was still 30 per cent below the level of 1929. The decline in real income was, of course, less because of the fall in prices. Such a decline, even though spread evenly over all groups in the community, would lead to distress, but in fact it was thrust disproportionately on certain groups, while others, sheltered by contract, custom, monopolistic position, or economic strength found their real incomes only slightly worsened or even enjoyed a substantial increase.

It should be emphasized that ability to resist downward changes in money incomes has not been the peculiar characteristic of any one group of income receivers. Income from some investments was sheltered; income from others, completely exposed. In general, salaried workers were more able to maintain their incomes than wage-earners and yet certain wage incomes proved more inflexible than many salaries.

A study* which has been made for the Commission has made clear that because of varying degrees of inflexibility in prices and incomes, the great decline in the national money income after 1929 was thrown most heavily on the export industries (except such as gold mining which was in a fortuitously strong position), on unskilled labour and on those receiving incomes from the capital goods industries.

With some exceptions, the primary industries are export industries and unsheltered. A controlling fraction of their outputs is marketed abroad at prices determined in highly competitive markets. The income of agriculture, in which 34 per cent of the gainfully occupied males were engaged, declined much more, particularly in the early years of depression, than the national income as a whole. While drought was a factor, it was not the major factor. This decline in income was not associated with unemployment. On the contrary, the Dominion Bureau of Statistics estimates that between May, 1931, and May, 1933, there was an increase of 94,000 rural "no-pay" workers or one to every eight farms.

In contrast, the fall in incomes going to unskilled workers was accompanied by unemployment. The Census of 1931 showed that 59 per cent of those classed as labourers and unskilled "lost time" during the preceding twelve months as against 36 per cent of all other wage-earners. Not only so, but of the unskilled, 55 per cent of those losing time were unemployed for 25 weeks or more. In general, unskilled workers in the export industries combined unemployment with more than average reductions in rates of pay.

It must be borne in mind, however, that some of those who benefit during a depression, through relatively rigid incomes, have failed during the preceding period of prosperity to share proportionately in the rise in the national income.

*See Appendix "F."

When business fluctuations are moderate in extent there is no great harm in these rigidities in income, but in fluctuations of the severity of those experienced in the past two decades such rigidities occasion extreme pressure on unsheltered groups. More important, they prolong greatly the period of readjustment, with its attendant liquidation and unemployment, during which cost-price relationships are realigned until once more rising exports and renewed investment lead the way to full employment.

Depression policy, whether of relief or recovery, must be such as to accelerate rather than retard the readjustments necessary to the renewed circulation of goods, in which for Canada exports and investment are critical phases.

B. CONSIDERATIONS OF BROAD POLICY TO INDUCE RECOVERY.

It can be inferred from the foregoing facts, that Canadian policy cannot eliminate fluctuations in business and employment as long as such fluctuations occur in the great creditor countries. The prices of her exports being peculiarly sensitive and her relation to the capital markets of the United States being especially close, she is, indeed, liable to relatively exaggerated fluctuations.

The first object of sound policy must, therefore, be to take such steps during periods of prosperity as will strengthen the position of the country as a whole, so that it may face a period of readjustment with many elements of strength and few of weakness.

It is a commonplace of business practice that an enterprise, subject to sharp fluctuations in income, must contrive to keep its overhead charges low. Where such overhead charges cannot be avoided it is necessary to provide reserves for carrying them. Actually, however, the Canadian economy as a whole during the past two decades has combined heavy overhead costs with fluctuating incomes. Many of the most critical stresses of the depression have been intensified by this. From the experience of the past eight years, it is abundantly clear that Canadian governments did not, in the period of buoyant revenues, curb their expenditures and reduce sufficiently their debts. Dangerous debt increases cannot be avoided during a depression unless adequate financial preparation has been made by all governments during periods of rising revenues. Such financial preparation cannot be considered adequate unless it includes such control of expenditures as will make possible substantial debt reduction in periods of prosperity, and the expansion of expenditures, combined with unimpaired credit and tax reductions rather than increases, during depressions.

To the extent that private business, whether large or small, whether agricultural, industrial or mercantile, finds it possible to avoid excessive borrowing and the piling up of fixed charges, it will protect itself and will contribute to the same end of minimizing business fluctuations.

It is to be hoped that the establishment of the Bank of Canada will make available for the future ability, experience, and technical devices for a prudent control of credit such as did not in the past exist. That control can accomplish much toward the lessening of fluctuations in business and employment, to the degree that the Bank can give wise and independent leadership to business and governments, and to the degree that such leadership is understood and accepted.

Once a period of high employment marked by over-extended and misdirected investment has ended in a crisis, some measure of depression and readjustment of costs and prices is inevitable. Sound policy should facilitate rather than postpone such readjustments. This means that governments should be in a position to carry on for a period without recourse to the capital markets and to banks already overstrained; that necessitous unemployed should be assisted through Unemployment Insurance and Aid but that expansion of public expenditures should be kept to a minimum; that efforts should be directed toward a reduction rather than an increase in the disparity that will develop

between export prices and those of goods for sale to exporters and others in the domestic market, and toward a reduction rather than an increase in those rigidities in prices and incomes which prolong and intensify the period of readjustment.

As emphasized above, in any major depression the existence of large rigid elements in the cost and price structure of the economy intensifies the extent and difficulty of readjustments to be made. It is safe to say that in such a depression the more extended and rigid these elements are, whether they be taxes, interest, prices, or wages, the more prolonged will be the depression unless prompt measures are taken to adjust them.

It is not possible to lay down in advance the precise measures which ought to be taken. The object of such measures is clear but the methods would depend on judgment of a particular situation. Whether direct measures should be taken to reduce them, or whether these rigidities should be offset by such reduction of the external value of the currency as will increase the dollar incomes of the export industries, and by such expansive monetary policies as will raise prices—and thus reduce the real burden of taxes, of debt charges and of rigid costs—must be decided in the light of particular circumstances. Failure to act, however, will unquestionably prolong and intensify any major depression.

Price cost relationships do not constitute the only dislocations to be guarded against and set right when they occur. Misdirected and over-expanded investment create dislocations of employment. Workers are drawn during a boom into the capital goods and raw material producing industries, sometimes from more stable industries and in some measure from occupations "on their own" on farms or elsewhere. When employment slackens it is difficult to resume the former occupations and they may become chronically unemployed.

Within the period of this depression the continuous geographical and occupational transfer of workers, which had been previously induced by opportunities for employment, lapsed. Further, the decline or cessation of training and apprenticeship during the period of slack employment, and the deterioration in general employability as a result of unemployment, brought it about that unemployed workers were not fitted by skill or general employability to take jobs in the expanding employments. It is a paradoxical and retarding feature of business revival after a depression that surpluses and shortages of labour exist side by side.

The overcoming of these dislocations in employment is a proper field for government policy and for the co-operation of industry and private citizens.

The broad analysis which has been sketched is sufficient to indicate the proper direction of policy—its strategy rather than its tactics. The latter must be devised in the light of particular situations. The analysis points to (a) the importance of prudence and courage on the part of governments in curbing expenditures and reducing debts in periods of rising revenues, (b) the great advantage of intelligent and informed control of credit by the Bank of Canada, (c) the necessity of a reorganized and modernized Employment Service, (d) the need for financial and administrative preparation for the relief of unemployment distress during a period of readjustment, (e) the desirability of provision for expansion of public expenditures when essential readjustments have been completed, and (f) the importance of projects to maintain and increase the employability and resourcefulness of workers. The last four requirements are elaborated in the succeeding sections of this report.

C. JOINT VERSUS FUNCTIONAL DIVISION OF RESPONSIBILITIES FOR UNEMPLOYMENT DISTRESS

1. THE PRESENT SYSTEM

The confusion between a program of financial contribution by the Dominion government to other overburdened units of government and the *de facto* acceptance of a partial responsibility for a particular type of expenditure lies at the base of the present system of Dominion Grants-in-Aid to the Provinces and joint works projects.

If the Dominion intention is to contribute financially toward a Province unable to perform its constitutional duties without assistance, the conditions of administrative controls should be financial and should, therefore, embrace the whole finances of the Province, not merely particular expenditures. If, on the other hand, the intention is to recognize a partial responsibility for a particular type of expenditure and function, the conditions and administrative controls ought to be directed to that expenditure and to its administration alone.

In other words, Dominion Assistance granted on grounds of financial necessity should be entirely separate from Dominion participation in expenditures for Unemployment, Occupational and Agricultural Aid, and should, therefore, be subject to separate conditions appropriate to it.

A second confusion, already pointed out, results from there having been no clear and uniform limitation of the type of distress to the relief of which the Dominion contributed, even though from time to time "Unemployment and Agricultural Relief" have been specified. This is partly attributable to the first confusion, since, if *financial* assistance is what was intended, it would not matter whether a Province's burden arose from unemployment expenditures or from a shrinkage in revenues. In actual practice Provinces and Municipalities have in varying degrees obtained relief from revenue shrinkages by using Dominion grants for expenditure for the relief of indigents and social welfare cases generally. Administrative practices have as a result also been confused, and help has been made conditional upon unemployment when, in fact, the distress involved did not fundamentally arise from unemployment.

Because of these confusions there were no precise criteria as to when, or to what extent, the Dominion should help. Arbitrary decisions, unproductive bargaining and political pressures inevitably govern the fixing and allocation among Provinces of the grants. More adequate and effective conditions for such grants can be exacted than have obtained hitherto (these have indeed been recommended to the Minister and are being put into effect), but since Provinces are not subordinate to the Dominion, and since Dominion and Provincial politics are intermingled, it is to be expected that this system will follow a cycle of laxities in administration, then crises, followed again for a time by firm administration.

To a large extent the confusions arose because of the sudden and huge increase in unemployment and in agricultural distress, and because of the early belief that an emergency of a temporary character confronted the country. Actually, the emergency was one only of extent and degree, and such emergencies will probably be recurring, even though less in extent and degree.

Summed up, the system of conditional Dominion Grants-in-Aid has implied that what the Dominion gave was merely money. If that were true and desirable the conditions and controls should have been financial and not limited to "relief expenditures." The National Employment Commission has reached the conclusion that effective handling of the problem of unemployment and the granting of Aid by the community to distressed persons requires that the Dominion should give more than money; that money will be wasted unless accompanied by administrative control.

2. A FUNCTIONAL SYSTEM

The Commission recognizes that the approval of the Provinces to certain constitutional changes required in connection with the introduction of a nationally administered system of Unemployment Insurance and Employment Service has already been invited by the Dominion government and that the Royal Commission on Dominion-Provincial Relations will presumably take into account any change in financial obligations involved in this step. This Commission also recognizes that the establishment of a national system of Unemployment Insurance would necessitate a supplementary system of Unemployment Aid to meet those phases of unemployment need which experience abroad has shown cannot be covered by Unemployment Insurance. Such a supplementary system of Unemployment Aid would, in its opinion and for reasons stated later, be best administered by the Dominion. This further step would necessitate determination by the Royal Commission on Dominion-Provincial Relations of the financial basis on which such a system should be established, and in the light of all relevant considerations, of the wisdom of further constitutional and financial changes. The National Employment Commission does not consider it to be within its competence to express an opinion on these changes, other than to record its considered judgment that if financial and constitutional considerations should permit, the co-ordination of a nationally administered system of Unemployment Insurance and Employment Offices, buttressed by a similarly administered system of Unemployment Aid, would have decisive advantages over the present system in coping with problems of employment and unemployment.

The advantages of a functional division of responsibility as above outlined would be as follows:—

- (a) the Dominion, in the flexibility (though not necessarily in the amount) of its revenues and in the broader experience of its administrative officers, is in a better position to meet, than are the Provinces, the highly fluctuating requirements. Further, averaged over the whole country, the fluctuations are less than for individual regions or localities;
- (b) the qualifications for Unemployment Insurance (which involves a statutory right for the recipient), or for Unemployment Aid (which involves an exgratia allowance based on need carrying on statutory right for the recipient because no contribution has been made), can be made clear and precise, susceptible of proof and capable of being determined by a Dominion Employment Service: stated briefly, they would be—having been self-supporting; having been employed; and/or being now capable of employment though unemployed;
- (c) since the definition of eligibility can be made precise and susceptible of proof, the dangers of competition and bargaining between government units and the tendency to shift responsibilities should be reduced to a minimum;
- (d) the disadvantage implicit in leaving the responsibility with the Provinces is avoided, i.e., that that responsibility inevitably becomes joint, since experience has demonstrated that in periods of severe unemployment the Provinces do not carry the full burden and a system of Grants-in-Aid and divided responsibility necessarily ensues.

The administrative functions would appear to be such as could be successfully dealt with if the Dominion controls the Employment Service and is willing to work out adequate co-ordination with Provincial and Municipal welfare services. Dominion administration is quite compatible with regional decentralization.

It should be made clear that under the system outlined the responsibility for the relief of distress other than that arising from unemployment as defined by the Dominion Government Employment Service should lie with the Province and its creature, the Municipality.

D. UNEMPLOYMENT INSURANCE, UNEMPLOYMENT AND OCCUPATIONAL AID

I. UNEMPLOYMENT INSURANCE

The unfortunate and inevitable results, even with the best intentions and efforts, of dealing with unemployment by *ad hoc* and emergency methods, with the help of organizations quickly recruited and in the early stages necessarily inexperienced, are the strongest arguments for an orderly and forehanded provision for that part of unemployment need which can be met through a system of contributory Unemployment Insurance.

There is also a financial advantage in that some provision is made in prosperous periods for the expenditures during depressions. There is a tremendous administrative advantage in that an administrative unit constantly in touch with conditions of employment is available with accumulating knowledge and experience to grapple with emergency conditions as they arise.

It is assumed now to be accepted that provision must be made by the State for needs arising from severe unemployment and, as has been mentioned, the Dominion government has already invited the agreement of the Provinces to such constitutional changes as may be necessary to permit of the Dominion administering a National system of Unemployment Insurance. It is obvious that there are great, indeed decisive, advantages in a national, in contrast to a Provincial, system. The risk would be carried on a broader base, difficult problems of residential qualifications would be avoided, and interprovincial shifts in employment could be more effectively dealt with. The constitutional and financial readjustments which may be involved in a national system are, of course, recognized.

The Commission also recognizes—indeed it coincides with the Commission's earlier recommendations—that as an essential instrument in any such nationally administered Insurance System, the Employment Service of Canada must be thoroughly reorganized and modernized under Dominion control, though with a degree of decentralization adequate to serve the differing needs of the various regions of Canada.

2. UNEMPLOYMENT, OCCUPATIONAL AND AGRICULTURAL AID

In the establishment of Unemployment Insurance some financial provision will have been made for unemployment, and also a most important administrative provision for dealing with problems of employment and unemployment, but experience in other countries shows most definitely that an Unemployment Insurance scheme cannot be expected to carry the full burden of all unemployment. An assumption that it is only necessary to provide a system of Unemployment Insurance would, in fact, almost certainly lead to a complete breakdown. Unemployment Insurance can provide for casual unemployment and unemployment incidental to the changing of jobs and to the inevitable shifts of industry. Further, it would, during the past depression, had it been in operation, have taken care of a considerable number of those who have been in receipt of relief for but short intermittent periods because work has been available to them from time to time.

However, it is necessary to make adequate provision in advance for those who are in need through unemployment and who are not eligible for Unemployment Insurance as set up, as also for those who, through prolonged unemployment,

have exhausted their Insurance Benefits. Unless this is done it is certain that there will be continued pressure of public opinion to force extended benefits under the Insurance Scheme even though these may not be actuarially sound. Or, there will be pressure for the renewal of emergency relief measures, with all the lack of economy and sound administration inevitable when such emergency measures are taken. In the latter case the burden of providing for unemployment need in the case of those not covered by the Insurance Fund or for those who have exhausted their benefits, thus placed upon the Provinces and/or Municipalities, will only add to the popular agitation for extended Insurance Benefits the interested pressures of these Provincial and Municipal governments.

It seems clear to the National Employment Commission, therefore, that a system of Unemployment Insurance ultimately necessitates, in addition, a system of nationally administered Unemployment Aid for the purpose of caring for need arising from unemployment not covered by Insurance Benefits. The administration of Unemployment Aid should be carried on along with that of Unemployment Insurance, although, of course, the Unemployment Insurance *Fund* must be kept entirely separate. The Employment Offices should also be under the same co-ordinated administration, and provision in all cases must be made for reasonable regional decentralization.

Unemployment Aid should be similar to Unemployment Insurance in that only such persons as have been hitherto employed, as have been self-supporting, and/or who are now employable, should be eligible for Aid. These facts should be determined by the Employment Service, suitable provision being made for referees in disputed cases. Aid, however, would differ from Insurance in that it would be proportioned to need and not to the contributions made to any fund. It would follow, therefore, that individuals in need and eligible for Unemployment Aid, as distinct from Unemployment Insurance, would not be entitled by statutory right to stated amounts, but that the Aid given would be modified in proportion to the means which the applicant had for providing for his own needs. In establishing the maximum amounts, it would be essential to observe the principle of maintenance of incentive to accept employment by relating the maximum Aid to actual earnings in each centre and regional division. In establishing the existence of need it would be necessary for the Dominion administration to work in collaboration with Provincial and Municipal welfare agencies caring for assistance not involving unemployment, in order to avoid the overlapping which would be occasioned by the setting up of wholly independent staffs. Such co-operation is essential to any welfare work, and the problems of it would not be increased, but rather reduced, by having a nationally administered system of Unemployment Aid.

Further, it is desirable that as far as possible those in receipt of Unemployment Aid should be required to give work in proportion to Aid provided, or, in other words, to work for the Aid received. This has been generally recognized but experience has shown that, under severe stress of unemployment, it has been at times financially impossible to provide the extra funds required for the provision of material, equipment and supervision for the carrying on of such work. Provision of such work was further complicated and stultified by the fact that it became a matter for bargaining between three units of government, so that the works selected were valued locally chiefly in proportion to the amount of the cost borne by Provincial and Dominion governments. They suffered, also, from the fact that they were hastily designed and not carefully directed toward the end of providing suitable and economical works on which available labour could be used. Contingent upon assumption by the Dominion government of administrative responsibility for Unemployment Aid, in order to permit of properly planned works for the older age group and training and reconditioning projects for the younger and middle age groups, and to ensure that financial provision will be made for them, it is recommended that Provinces shall under-

take, on their own behalf and on behalf of their Municipalities, to provide the expenses of materials, equipment, and supervision of suitably planned works approved by the Dominion, originated to provide an opportunity for those in receipt of Aid to work for the Aid given, and to receive such training and reconditioning as may be required to maintain or increase their employability. Under such projects the individual should be allowed to work only until he has earned, at usual wages for that class of work, approximately the Aid given for a particular period. Provision would have to be made so that Employment Officers might grant exemption to those for whom no suitable work could be provided. In essence, the plan would be that the cost of such work projects would be borne by the Provinces and Municipalities, *except* that labour, if and when available, would be provided, without additional cost to the Province or Municipality, from among those in receipt of Unemployment Aid. This should provide a decided incentive for Provinces and Municipalities to plan in advance work projects using large amounts of labour, and training projects which would develop valuable resources and services. The fact that unemployed in receipt of Aid and without work or training would tend to become unemployable and so a charge on the Provinces and Municipalities, would be a further incentive. It would eliminate any element of bargaining and would mean that works would not be selected on the basis of a bargaining advantage. It would mean, further, that where a Municipality could not provide works suitable, the Province would undertake to provide them there or elsewhere.

It would be essential to the successful working of such a plan that Provinces and Municipalities should plan in advance, to the fullest possible extent, such special works projects as would in times of stress help to provide work for those receiving Aid, and this on a basis which would tend to maintain the employability of those with previous working experience and/or provide training for those attaining working age during such periods. Further, that financial provision for utilizing such unemployed labour should also be made in advance. It would be a matter of economy for them to do so, and, therefore, a responsibility of Departments of Municipal Affairs to see that Municipalities did make adequate provision. It would also be essential that the work projects developed should not be such as to displace employed labour but such as would be additional to regular work. In selecting such works preference should be given to those which require low expenditures for materials, equipment and supervision, and it would be to the financial interest of Provincial and Municipal governments to select works which conform to such requirements. Dominion approval should be required, however, to see that the works are suitable *additional* works and that employed labour is not being displaced, and also that training projects are properly planned to attain the desired ends. The Commission sees no reason why employment on such works should not be given to necessitous unemployed *not* in receipt of Unemployment Aid, if by so doing they would be encouraged and enabled to maintain themselves without seeking public Aid. In such cases, however, payment of their wages should be the sole responsibility of the Province or Municipality.

While Unemployment Insurance is necessarily restricted to those within the insured classes, Aid should be extended to those in need who are capable of, and available for, employment, as certified by the Employment Service. These would include not only wage earners but also workers on their own who found themselves in need through being out of occupation. In this class it is important to note, however, could *not* be included such categories as farmers and fishermen who are still at work but by reason of drought, low prices, or other circumstances, are unable to earn enough by their occupations to provide for their needs. Provision for this latter class involves such careful consideration of local standards of living, supplementary earnings, property ownership, and other factors, that it should be left to Provincial and Municipal responsibility. Neither would

it include those whose need is social. Dominion administration in these fields is definitely handicapped and dependent on others for local knowledge. While there may be financial reasons why the Dominion should help when serious problems of this type arise, it is a financial question that is involved and as such is commended to the consideration of the Royal Commission on Dominion-Provincial Relations.

What is envisaged here, therefore, is a unified administration of Unemployment Insurance, Employment Service of Canada and, as a corollary, of Unemployment Aid through which financial and administrative provision could be made for dealing with unemployment, and with certain phases of loss of occupation, as they arise. Certain other phases of occupational distress already mentioned, along with assistance and relief required because of social, as distinct from economic, distress, would not be included in such unified financial and administrative provision. While in the former case the administration and the responsibility would be national and unified, it would not operate in a rigidly uniform manner, but would be subject to such decentralization as has been found practicable in national business organizations in this country.

It should be emphasized that the limitations of the existing financial and constitutional framework and the broad functions of the Royal Commission on Dominion-Provincial Relations in viewing suggested readjustments in the light of all relevant considerations, are fully recognized. The National Employment Commission feels, however, that it would be failing in its responsibilities if it did not record its opinion, formed out of its experience with problems of employment and "relief" that since the Dominion government has already invited the co-operation of the Provinces to achieve a national system of Unemployment Insurance it would be in the interests of sound and economical administration that a unified and co-ordinated system of nationally administered Unemployment Insurance, Unemployment Aid and Employment Service be instituted. In stating thus its opinion the Commission is not judging the financial abilities of the various governments nor the source from which the funds should be derived; nor has it given consideration to any compensating readjustments which might be considered a necessary part of such a system: all these matters it considers to be beyond its purview. It is, however, recommending that the Royal Commission on Dominion-Provincial Relations give consideration to the views here expressed, as well as to the many other relevant factors which fall outside the National Employment Commission's terms of reference.

E. CO-ORDINATION OF PUBLIC AID, ASSISTANCE AND RELIEF WITH VOLUNTARY AID

Section 6 of the National Employment Commission Act requires that consideration be given to the possibilities of mobilizing and co-ordinating the activities of State and voluntary relief agencies so as to avoid overlapping and abuses, and of securing the most effective supervision of the expenditures of public moneys involved.

During the past decade there has been a noticeable change in the public attitude towards distress, whether resulting from unemployment or social causes, as a result of which the State has accepted responsibility to a greater degree than heretofore for providing measures of protection against insecurity and dependence. While in such cases, such as Old Age Pensions, Pensions to the Blind, Mothers' Allowances, etc., the extent to which this responsibility has been assumed is clearly defined by statute, in many others it has been assumed

- on a temporary basis, without any clear line of demarcation either as to its extent or as to the division of responsibility between the respective State and/or voluntary agencies.

As a first step towards clarification of this situation the Commission recommended the use of the following terms:—

1. "AID" to designate moneys granted by the Dominion to alleviate conditions of persons in need, whether because of unemployment, loss of gainful occupation, or agricultural distress, classified respectively as "Unemployment Aid," "Occupational Aid," and "Agricultural Aid."
2. "ASSISTANCE" to designate payments made under regularized statutory provisions on a definite basis to meet continuing social need, whether the same be paid wholly by the Provinces and/or Municipalities, as in the case of Mothers' Allowances, or jointly on a Dominion-Provincial contributory basis, as in the case of Old Age Pensions.
3. "RELIEF" to designate payments made by the Municipalities for the relief of destitute or indigent individuals. Such relief is subdivided into "outdoor relief" where accorded to the person living in his ordinary place of abode, and into "indoor relief" where custodial or institutional care is in question.
4. "VOLUNTARY AID" to designate help accorded distressed individuals by services under voluntary operation and supported mainly by voluntary contributions.

The Commission's Interim Report advanced recommendations regarding the organization of Aid which, to the extent that they are put into force, will clarify the responsibilities already assumed by the Dominion government in this connection under the existing Grants-in-Aid system. In previous chapters of this report the new situation regarding the administration of "Unemployment Aid" which arises from the Dominion government's decision to seek the co-operation of the Provinces in establishing a national system of Unemployment Insurance is also dealt with.

The organization of "Assistance" and "Relief" in such a manner as to tie in with the provision of "Aid," in the Commission's view, requires Dominion-Provincial co-operation in a prolonged effort, by round table conference and consultation, to establish definite lines of future responsibility for the alleviation of the many different kinds of distress involved.

Turning to "Voluntary Aid," a survey made of the main activities of the major voluntary agencies makes abundantly clear that the task of relating one to the other and preventing any overlapping that may exist is one of extreme complexity. Each agency has been developed to meet a particular need—sometimes local, other times regional, and often national in scope—and is carried on by persons interested in, and prepared to provide the main support for that particular field of activity. In many of the larger centres, considerable progress has been made towards bringing into alignment the work of the different agencies, through the formation of central federations, such as Federated Charities, Councils of Social Agencies, Community Chests, etc., and, to be effective, it would appear to be along this line that any future development should be encouraged.

The remaining problem—that of co-ordinating voluntary effort with Aid, Assistance and Relief given by public authorities—is again one, which, because of its complexities and varying character, does not lend itself to any ready-made formula. The Commission would suggest, however, that State authorities, whether Dominion, Provincial or Municipal, should render every assistance to voluntary agencies by gathering and making available the fullest information on matters affecting Aid, Assistance or Relief. In addition, en-

couragement should be given to the use of standard record and report forms, common accounting procedures, etc., so as to facilitate compilation of data on a comparable basis.

Here, also, it is of primary importance for the mobilization of voluntary effort that public policy should be clearly enunciated; that the objectives, policies and procedures should be frankly stated; and that adequate, accurate and official information and statistics should be regularly available on the nature, extent and variety of different phases of dependency throughout the country, along with indications of efficiently developed programs for their amelioration.

Summarized, therefore, the Commission's suggestions include provision for:—

1. Conference and consultation first between Dominion and Provincial governments (and, through Provincial governments, with Provincial and Municipal authorities where practical necessity indicates such a course to be advisable) with a view to establishing definite lines of responsibility for differing types of distress, such discussions to be followed later by further conferences with voluntary agencies in order to develop practices most likely to lead to effective co-ordination of State and voluntary effort;
2. Adoption and use of common terms, record forms, common statistical records and reports, and common procedures in accounting;
3. Isolation and treatment along special lines of problems requiring differentiation in attack.

F. PUBLIC EXPENDITURES

There is sound economic ground for urging a policy under which public expenditures might be expanded and contracted to off-set fluctuations in private expenditures, but any such policy must be subject to the most careful management and good judgment lest it create more problems than it solves. Such a program is usually associated with public works, but this is only because expenditures on public works, in contrast with other expenditures, are probably more capable of being postponed and made in the proper economic circumstances without thereby reducing the value of the work. The fact, also, that unemployment bears very heavily on the unskilled workers, and on workers in the construction trades—i.e., those sections of the workers who feel the greatest force of depressed times—is a further reason why expenditures on public works are of particular importance. It should not be lost sight of, however, that the essential of any stabilizing policy of this sort is the expansion and contraction of *public expenditures* to the end that *total expenditures* (public and private) may be made more stable.

A policy of increasing public expenditures for works during a depression should not be confused with the provision of work for those drawing Aid, as has been discussed in the previous section. The mere provision of works of this second type, if not accompanied by an *expansion* of public expenditures, would not effect any improvement in the national income; it would merely distribute it in a different way. It would be a program of *relief* rather than of *recovery*.

It should be pointed out, also, that hastily conceived or impromptu programs of public works are dangerous and likely to be abortive. Such works are likely to be ill planned, their character and location is likely to be determined by immediate political considerations, and, if adequate financial preparation has not been made by the governments concerned, the credit position of the governmental unit in question may be jeopardized, thus reducing public confidence and promoting further contraction of private expenditures.

If governments are to undertake programs of increased expenditures during any future period of economic stress, they should make financial preparation by

curtailing and postponing expenditures during the previous period of prosperity, and by so reducing the public debt that they are in a position to increase expenditures during the period of depression without jeopardizing the financial position of the country.

It is of vital importance, also, that expansion of public expenditures should be so timed as to exercise the maximum beneficial effect. The early period of economic crisis and depression is one in which certain necessary readjustments must be made which will permit costs and prices, particularly those in the export trades, once more to come into profitable alignment. It is a period in which weak financial positions must be strengthened or liquidated, and misdirected investment abandoned. A proper program for meeting the problem of unemployment, particularly in a country dependent on export trade as is Canada, necessitates, therefore, that the initial burden of unemployment should be borne by Unemployment Insurance and Unemployment Aid. Only after an initial period during which the position of the export industries readjusts itself, or in severe cases is readjusted by appropriate governmental and banking policy, i.e., when the period of desirable liquidation has passed and low interest rates have been established, should a program of expansion of public expenditures be undertaken. It is sufficient in the initial period that governments should not violently contract expenditures, though this should not be understood to mean that governments should not continually strive for the most economical administration. Also, the case for expansion of public expenditures will be much stronger in Canada if expansion is already taking place in the large creditor countries, more particularly in the United States and Great Britain.

A program looking toward the expansion of public expenditure might include public works, the needs for which have been surveyed in advance and the engineering details of which have been fixed during the initial period of the depression. A preference may well be given to those works employing proportionately large amounts of direct and unskilled labour, and to those which can be curtailed readily as the volume of private expenditure rises during the recovery period. A relatively small place should be given to public buildings, which require in the main highly skilled trades, that is unless a supply of skilled labour is available. In the selection, timing, and location of public works, the greatest care should be exercised that public works do not compete with private employers for workers, this in view of the relatively high proportion which private expenditures must always bear to governmental expenditures.

Works undertaken in such programs should be those which have a definite value in promoting the competitive strength of Canadian industry, and in improving the conditions of life in the Dominion. They may properly include:—

- Building of highways to permit the development of mining, tourist and other resources;
- Development and preservation of tourist regions;
- Projects for the improvement and protection of public health and safety, (such as provision of Municipal pure water supply and sewage disposal projects, elimination of railway and highway grade crossings, etc.);
- Slum clearance and low rental housing schemes in urban areas;
- Forestry plans for extending and preserving forests;
- Reclamation and conservation projects;
- Land clearance and settlement projects where the conditions are clearly favourable to successful settlement.

It is important that the projects should be such as can be planned thoroughly in advance, as are capable of postponement, and as do not increase public expenditures *permanently* through heavy maintenance charges.

It is desirable that similar programs should be undertaken simultaneously by Dominion, Provincial and Municipal governments, but the Commission is of the opinion that while a co-ordinated program may well be developed, the work on any particular project should be financed and administered independently by each government. Having reviewed the experience of the past seven years, the Commission is of the opinion that works, jointly financed and jointly undertaken, have, with some important exceptions such as the construction of roads into new mining and tourist areas, been singularly ineffective in combatting unemployment.

To preparation of such a co-ordinated program may well be added educational effort to persuade large corporations, so far as is consistent with efficient operation, to follow the timing of the government program in making expenditures for maintenance and betterment of plants. The setting up of reserves by the railways to stabilize programs of maintenance work during periods of slack employment would contribute greatly.

To direct expenditures on public works it is all-important that there should be added measures for stimulating private expenditures, of which successful examples are to be found in the Dominion Housing Act and the Home Improvement Plan. There are inherent difficulties in subsidizing employment in private industry, but the expenditure of public funds to promote private expenditures in providing more suitable housing for the country is desirable. In the field of slum clearance and the development of low rental housing for those whose earning capacity does not enable them to live under conditions which are conducive to their own health and employability, or indeed to the public health, direct subsidizing of private and local initiative, whether by cash subsidy or by loan at less than commercial rates of interest, is desirable. This is only so, however, if adequate care is taken to ensure, first, that there is a supply of unemployed labour of the type required and, secondly, that the benefits of subsidization will go to the low income groups whose position it is desired to benefit.

The restrictive and harmful effects which increasing taxation has upon private expenditures in productive industry, and, therefore, upon employment, deserve special mention, especially since between one-fifth and one-quarter of the annual national income of Canada is already withdrawn by taxation. Unfortunately, the demands made upon governments under depressed economic conditions tend to increase this taxation burden at the very time that stimulation of private expenditures is so vital to the national interest. This serves to emphasize the important contribution which governmental bodies can make to national prosperity by a rigid control of their expenditures—and as a corollary by the achievement of a reduction in overhead debt charges—during periods of normal or abnormally good economic conditions, i.e., when private expenditures are capable of affording the necessary measure of employment.

Again, a taxation policy that discourages industry from building up reserves will leave industry too weak to cope with adverse conditions; will hasten the coming of another depression, and will throw the entire burden of unemployment on the shoulders of the government as soon as the depression appears.

The Commission desires to direct the attention of the Royal Commission on Dominion-Provincial Relations to the possibilities of granting some relief under the income tax for expenditures actually made in replacing obsolete industrial equipment. It suggests that a special allowance might be made under the income tax law for expenditures made in replacing obsolete plant and equipment. Such expenditures might be deducted from income before the income tax is computed but only to the extent of the value which had not yet been written off in depreciation and only if and when the asset be actually replaced. It would, of course, be necessary that such a privilege should be restricted to periods of depression and unemployment. Even though it were

administratively possible only to make such provision under the corporation income tax, the Commission is convinced that a significant effect in promoting capital expenditures at an earlier stage of recovery would be achieved. A further and important benefit, if this policy were effective, would be an improvement in the competitive position of industry in a country which is peculiarly dependent on the competitive strength of its position in export trade.

The Commission also recognizes the problem which exists because of the heavy burden of taxation placed upon land and buildings. It is of the opinion that this heavy burden, which has increased rather than decreased during the period in which property values have declined so drastically, has been a direct deterrent to the recovery of private expenditures in the field of building construction; and that such tax readjustment as is possible and equitable would have a beneficial effect in promoting more rapid recovery in these trades.

It should be emphasized that there is no mechanical formula on which programs of expansion and contraction of public expenditures can be operated. The Commission would reiterate, however, that the value of such programs depends on adequate financial provision through debt reduction having been made in times of prosperity, and upon wise selection and adequate planning of the types of works or expenditures to be undertaken. It would emphasize that the time to launch such a program is not at the onset of a crisis, but after necessary adjustments have been made, and before a secondary depression, based on fear, the prospect of further declines in prices and investment, and general panic, develops. It would emphasize, also, that such a program ought to be co-ordinated with the monetary policy followed by the government and the Bank of Canada, and should be accompanied by credit expansion. On the precise monetary problems involved the Commission does not venture to pass judgment.

G. EMPLOYMENT FACTORS IN PRODUCTION AND DISTRIBUTION

Two factors upon which public attention has been focussed during recent years are the extent to which the limiting of daily and weekly working schedules and the increasing use of labour saving devices affect employment in the production and distribution of goods or in the service trades. Both these, and particularly the limitations of hours of work, are of broad concern in the social and hygienic field—especially in so far as the employability of the worker is improved or, where leisure time is extended, new fields of employment so opened up indirectly affect the employment situation.

It is, however, only from the standpoint of the direct effect of the two factors in increasing employment opportunities that they are here dealt with.

The Commission's consideration of these matters has led it to the following conclusions:—

1. EFFECT ON EMPLOYMENT OF LIMITATION OF DAILY AND WEEKLY WORKING SCHEDULES

The Commission regards it as fundamental that employment in the production and distribution of goods or in services will not be increased by reductions in daily or weekly working schedules if the result of so doing is so to increase costs or reduce quality as to either decrease output or retard expansion of the market for such goods or services.

It is recognized that the above condition can only be met where reduction in working schedules without reduction of the wages paid for the longer schedule is offset, or more than offset, by increased efficiencies—not only in labour,

which is often the minor cost of production, but also in the many other factors which enter into costs. Where such conditions are not met, then either private or public expenditures can buy less, or the export industries can sell less, resulting in less employment.

The spreading of existing jobs amongst a larger number of employees, diminishing their wages proportionately to the reduction in the working schedule, does nothing to increase the aggregate purchasing power and nothing, therefore, to increase employment. It must indeed result in the standard of living of those already in employment being lowered.

It would seem evident from an examination of the answers which were received to the Employers' Questionnaire sent out by the Commission, that there is considerable opportunity for expanding employment by an active examination on the part of employers as to whether within their own industries the *minimum* number of working hours, consistent with the maximum efficiency in cost and quality of production and distribution, has been achieved. The efficiencies may come either from more advantageous use of expensive equipment installations, or from improved quality or greater production that flows directly out of the shorter working period, or indirectly out of the cumulative improvement in physical or mental condition of the employee arising from a greater leisure period. Even within one factory there may be varying processes, differing in the degree of strain imposed upon the worker, and, therefore, requiring differing work schedules to achieve the most favourable output conditions.

Large retail distributing establishments can also do much to assist in dissolving the remaining problems in connection with Unemployment Aid by co-operating, where within their power, in pursuing an even buying policy. Where orders are withheld for any protracted period, resulting in manufacturers having to close down their operations only to find themselves faced a few months later with a delayed demand which necessitates overtime working, inevitably there results, first, an unnecessary drain on the public purse in that workers frequently receive Unemployment Aid while the factories are closed down, and, second, unnecessarily high manufacturing costs, tending towards restricted demand because of higher selling prices.

The Commission brings these points to the attention of industry with a recommendation that a special program of overhauling factory operations and distributor buying policy be undertaken, having as its objectives the increasing of the numbers employed by reductions in working schedules and the maintenance of employment on a more even keel as a matter of public and private economy. There is little doubt that as yet these fields have been far from completely explored.

2. EFFECT ON EMPLOYMENT OF INCREASING USE OF LABOUR-SAVING DEVICES

Looked at broadly it is obvious that mechanization in both primary and secondary industries can be encouraged to the maximum where production of more or better quality goods results thereby, provided that a fair proportion of the extra economies resulting from these developments is expressed in the form of lower selling prices or better consumer value; and/or reduced hours of labour or higher wages for those involved. Still more should mechanization be encouraged where the result is the production of new types of goods or better service.

If Canada is to continue its development and to hold or better its trade position in competition with other countries of the world, and is to provide for its citizens an increasingly higher standard of living, the maximum adoption of new processes and new machinery must be encouraged. Unless this is done the burden will fall upon the export industries in the form of higher prices paid for goods made in Canada which are required in their operations. In other words, it must be borne in mind that the costs of producers of goods which bulk

large in Canada's export trade, e.g., wheat, pulp and paper, fishery products, minerals, etc., are affected materially by the prices such industries have to pay for equipment and implements, clothing, and such services as railways and elevators. Efficient performance in these industries is therefore of great importance. Particularly in a country which depends so much upon transportation as does Canada, is it necessary that careful study be given at all times to cost and efficiencies in railway transportation.

Should, therefore, Canada lag behind in achieving the advantages to be derived from technical improvements, the numbers of its workers engaged directly and indirectly in obtaining its proportionate share in the export markets would dwindle.

Unquestionably, however, the immediate effects of the introduction of labour saving devices in particular geographical areas or in particular industries are often such as to deprive specific groups of workers of their livelihood through no fault whatsoever of their own. The Commission's view in such cases is, that, in addition to any adjustment in working conditions which might be made by the employer where circumstances permit, a national responsibility thereupon ensues in the transition period towards new opportunities before such groups can again become self-supporting. This can partially be met by means of the protection afforded by Unemployment Insurance, to which the employers, of course, contribute, and, further, and more importantly, by special measures made effective in such cases to transfer workers to new fields of available employment, or to train them where necessary for different work from that to which they have been accustomed.

The instrument for effective work along this line would, of course, be a modernized Employment Service working under national direction, as has already been recommended.

H. REHABILITATION AND TRAINING MEASURES

An adequate supply of skilled or semi-skilled labour is an essential at all times for the efficient carrying on of commercial, industrial and agricultural or other primary activities. The number of unskilled workers that can be placed in employment depends, to a considerable extent, upon the adequacy with which this requirement for the more skilled worker can be met.

There are two main phases to the work of training which fall within the Commission's purview:—

1. Rehabilitation work arising out of the necessities of intermittent periods of economic stress;
2. Permanent training measures, e.g., apprenticeship and learnership, applicable at all times.

In both cases it would seem proper that the main responsibility (other than that which falls on industry itself) for providing adequate measures suitable to the varying conditions in the different Provinces should lie with the Province in question. It is not suggested by the Commission that jurisdiction in these matters should be assumed either in whole or in part by the Dominion, except that, when special need exists as at present, or as it may in similar future periods of economic stress, the Dominion might contribute towards the cost of particular rehabilitation or training projects.

Dealing first with rehabilitation: it was apparent that special steps would be necessary if advantage was to be taken of the prevailing recovery in employment to reduce to the fullest extent the numbers of those in receipt of Aid. It was to meet these special circumstances that, based on important measure upon a Dominion-wide survey undertaken by its Youth and Women's Employment Committees, recommendations for youth training and rehabilitation measures for older groups were submitted to the government. These recommendations are listed in the Interim Report and are referred to in Section I of this report.

Although the recommendations respecting rehabilitation of older groups have not yet been put into effect, the operation of the youth training schemes, while handicapped by the lack of an adequate administrative field organization, has demonstrated their value and provided some experience upon which permanent schemes for training and rehabilitation of unemployed workers can be framed.

It is important that schemes initiated under both categories be of a character suitable to the region in which they are established, and that they should be aimed to meet the probable future requirements of both primary and secondary industries. To this end the advice and co-operation of employers and employees and of educational authorities should be sought in the formative period—the best medium for this, in the opinion of the Commission, being Advisory Councils attached to the Employment Service.

In any future periods of extended unemployment, it will be of the greatest importance that the projects instituted to take care of the conditions herein outlined should come into existence sufficiently early to *prevent* necessitous young people from losing their morale, and to ensure as far as possible the *maintenance* of the skill, physique and morale of the older group. It is quite evident from the experience afforded by recent years that this would be a sounder and less expensive method of handling the problems that arise in such periods. The practical assumption would be that the Provinces, in co-operation with industry and with the aid of the Employment Service of Canada, would develop such plans and would pay the cost of equipment and administration, while, if the previously outlined re-allocation of Unemployment Aid administration were accepted, the maintenance of those engaged under approved plans would be provided by the system of Unemployment Aid.

The second and more permanent phase of the training work involves the provision of opportunities for youth to be fitted into industrial life. The National Employment Commission Act specifically called upon the Commission to make recommendations in respect to this. It is the view of the Commission, based again upon the extensive studies of the Youth and Women's Employment Committees, that apprenticeship and learnership courses should be available at all times to meet the requirements of industry. These are constantly changing as a result of differences in type of product and methods of production. The main financial burden of this training work should necessarily fall upon industry, and thereafter the field is peculiarly a Provincial one. Indeed many of the Provinces have already provided by legislation for permanent machinery in respect to apprenticeship.

The Commission feels, however, that the Dominion government could extend useful co-operation by establishing a division in the Department of Labour for the purpose of initiating and extending apprenticeship and learnership plans throughout the Dominion. While not exercising any administrative functions in respect to any such plans, this division would provide a co-ordinated service by collecting information and data concerning all of them—whether in operation or proposed and whether of a State or private nature. It would thereupon make the information and data so obtained available to any Province, Municipality, corporation or group of persons desiring to use the information as a means of establishing apprenticeship or learnership schemes. It would further conduct such publicity as would facilitate the initiation or extension of such schemes throughout the Dominion.

The Commission has recommended that the following provisions should be observed in the establishment of apprenticeship and learnership plans:—

1. Clear distinction as between "*apprenticeship*" and "*learnership*" plans. (Suggested distinctions are full apprenticeship training in industrial trades, specialized services or agricultural pursuits; shorter learnership training to broaden skill of worker—and prevent his being a "one job" man—in mass production operations.)

2. Definition of age and sex eligibility. (Suggested basis for both sexes, from school leaving age to 21 years for apprenticeship; to 35 for learnership.)
3. Qualifications for selection. (Limitation of apprentices to those qualified by education, physical condition and adaptability.)
4. Fixed period for apprenticeship courses. (Suggested shorter period, suitable to particular industry, for learnership.)
5. For apprenticeship only, a written indenture between apprentice, his parent or guardian and employer.
6. Compulsory government registration and supervision of all approved apprenticeship and learnership plans.
7. Maintenance of craft standards by definite schedules and standards of training—with periodic tests and granting of official diplomas.
8. Fixed period for class instruction of all apprentices and obligatory attendance thereat. (Suggested instruction period, eight weeks each year for apprenticeship, four weeks for learnership where feasible.)
9. In the case of apprenticeship definite ratio of apprentices to journeymen. (Periodically fixed according to changing conditions.)
10. Progressive wage scale to provide apprentice with regular income. (Wages for all production time to be paid by industry not by government.)
11. Plans to interlock with Provincial vocational education.
12. Establishment of Advisory Committees under Provincial supervision for each trade, where feasible, to work out methods most suitable for the application of plans in designated areas or for particular industries.
13. Appointment of vocational officers to co-operate with technical and secondary schools.
14. Employer and employee organizations to be given every facility to become familiar with the work of technical schools and with the Employment Service; permission to be granted by industries to senior students and teachers to visit and become acquainted with factory operations as far as may be practical.
15. Revision of school curricula from time to time to bring same into harmony with the practical requirements of industry.
16. Provision to be made in Minimum Wage Laws for exemption of accredited apprentices where their wages are regulated by approved apprenticeship schemes.

Forming part of this Section of the Report is the following:—

Appendix "F"—A study of "The Impact of the Depression on Various Groups in Canada."

SECTION III

The recommendations made in Sections I and II of this report inevitably raise the question as to what administrative machinery will be necessary if they are to be implemented in practice. A review of these recommendations will show that the work of implementing them falls naturally into the following divisions:—

1. Steps to carry out immediate Commission recommendations

Continuation of existing registration work (i.e., the compilation of statistical segregations of the various groups to whom Aid, Assistance or Relief is being given in various forms).

Publication on a factual basis of data relating to problems of employment and relief, with a view to maintaining public support for the measures necessary to implement the policies laid down.

Negotiations connected with recommendations for—

(a) Co-ordination of Dominion-Provincial-Municipal and welfare agency efforts in the relief of distress.

(b) Correlation of government works projects with governmental Aid provided in other forms, and evaluation of such projects in accord with the criteria established.

(c) Active development of the program for the rehabilitation and reconditioning of the necessitous unemployed, pending modernization of the Employment Services and running concurrently therewith.

(d) Co-ordination of activities of the various governmental departments (mainly Labour, Agriculture, Mines and Resources, and Fisheries) in achieving remedial types of attack on local employment and relief problems.

2. Steps to carry out long range Commission recommendations

Registration work as now being carried out in co-operation with the Provinces and Municipalities. (To the extent that the Dominion government assumes the administrative responsibility for, and control of, Unemployment Insurance and Unemployment and Occupational Aid, however, this work will be simplified. Co-ordination will then be necessary with Provincial and Municipal authorities to ensure the availability of a statistical record in connection with social assistance and relief measures, such as Old Age Pensions, Mothers' Allowances, care of indigents, etc., this in order that a complete record of all persons to whom Public Aid is granted may be available. This latter section of the work naturally lies with the Dominion Bureau of Statistics.)

Employment Service modernization and administration on a basis which will gradually develop a nationally directed and effective placement service to serve as a focal point for local attacks on employment and Aid problems.

Institution and organization of Unemployment Insurance and administration of Dominion Unemployment and Occupational Aid, if the Dominion government assumes the functional division of administrative responsibilities envisaged in Section II, Chapters C and D.

Co-ordination work as between Dominion-Provincial, and where found advisable and practicable, Municipal authorities in organizing Aid, Assistance and Relief and in co-ordinating them with Voluntary Aid.

Continuing examination of the level of public expenditures, private and governmental, with a view to recommendations for appropriate governmental action on public works programs as varying economic circumstances require.

As previously mentioned, the National Employment Commission has so far functioned almost entirely in an advisory capacity. It is now felt that the phase of its work represented by studies of matters affecting unemployment and Aid, Assistance and Relief, and recommendations based thereon, is substantially completed. Further, that the remaining purpose to be fulfilled, namely, the translating of its recommendations into practical effect, requires a different type of activity, administrative as distinct from advisory. For this reason it has been felt advisable to make a final report on the Commission's work to date and to indicate herein the type of administrative machinery which, in the Commission's view, would be best suited to the requirements of the new phase into which the work should now enter.

The complex nature of the work still involved, the considerable period required to produce effective results, entirely apart from the administration of such services as are permanent in nature (e.g., Unemployment Insurance as and when established) and the policy considerations and co-ordinating efforts required, make it quite evident that something more than the departmental machinery already existent will be required. In fact, to leave this work in the hands of officials already over-burdened with their regular duties is to ensure a failure to solve this most urgent phase of national problems.

Bearing in mind that the carrying out of the recommendations will require co-ordination of activities between departments of government, between Provincial and Dominion governments, as well as collaboration with industrial and labour organizations, it is recommended that the National Employment Commission be succeeded by a small administrative committee to be entrusted with the practical implementation of National Employment Commission recommendations as approved by the Dominion government. It is recommended that such an administrative committee be directly responsible to the Minister of Labour and be charged with the administration of such functions as Registration, Employment Service, Training and Rehabilitation Projects, Grants-in-Aid, Publicity, etc. As and when a national system of Unemployment Insurance is enacted, an independent commission to administer the plan would presumably be required and at that time the functions of related activities could be better co-ordinated under one administrative unit.

In addition to, and working in co-operation with, the administrative committee already recommended, the Commission, in connection with its recommendations on "Public Expenditures," has formed the view that desirable objects could be attained if there were in existence an inter-departmental committee of officials—upon which the administrative body recommended would also have representation—this inter-departmental committee to be charged with the duties:—

- (a) of examining from time to time and carrying on studies of economic changes likely to affect the volume of employment, and
- (b) of providing the government with factual analyses on which the government might base its decisions to expand or contract expenditures.

Such an inter-departmental committee might also be the medium through which plans could be developed in the appropriate departments for postponable public works to serve as a means of contraction and expansion of public expenditures.

The Commission does not feel competent to prescribe precisely the composition of such a body, nor to lay down rigidly its relations to other governmental machinery. Its experience has convinced it, however, of the importance of providing a basis of knowledge for the consideration of policies transcending the limitations of individual departments. It would be essential that such a body should be so constituted as to ensure the most careful consideration by the government of its findings. It may be that this could be best achieved by making such a committee responsible to a sub-committee of the Cabinet.

MEMORANDUM OF RESERVATIONS CONTAINING THE REASONS
FOR DISSENT

From Chapters C and D of Section II of the Final Report of the National Employment Commission and such other portions of the Report as suggest or infer the substitution of "Administrative Responsibility" by the Dominion for the relief of distress resulting from loss of income because of absence or loss of work, for that presently existing of leaving the primary responsibility for the relief of distress in this case arising from loss of income because of no work, with the Municipal authority and/or the Province, the Dominion contributing thereto only when, in its view, it is shown that a practical necessity exists because of the unusual nature or extent of the distress.

On page 15 of the Interim Report of the National Employment Commission of July, 1937, the Commission stated its recommendations regarding practical measures for ensuring efficiencies and economies in the administration of Aid. They were as follows:

"The Commission has given prolonged study to this phase of the duties assigned to it.

"As it is held that the division of authority under the British North America Act gives to Provincial governments exclusive jurisdiction in the field of civil rights, the prior obligation in meeting dependency rests primarily with the Province or, in turn, the Municipality. And while appreciating that changing conditions in economic life; the limited taxation powers of local units of government; and the fact that Dominion policies affect local opportunities has led to participation by the Dominion in meeting the cost of economic dependency, nevertheless the Commission strongly recommended that, *as long as the present constitutional basis exists*, the method introduced in 1934, of granting Aid on a temporary or emergency basis without definite or adequate control should be abandoned by the Dominion and the following basic principles accepted:—

1. That the primary responsibility for the relief of distress should remain with the Municipal authority and/or the Province;
2. That the Dominion should contribute thereto only when in its view it is shown that a practical necessity exists because of the *unusual* nature or extent of the distress;
3. That the Dominion should attach such conditions in the granting of such Aid as it deems necessary and proper with due regard to—
 - (a) careful co-ordination of effort and
 - (b) supervision through the designation of a proper Dominion authority."

Attention is drawn to these words "*as long as the present constitutional basis exists.*" Nothing has transpired in the interval to alter the then existing constitutional basis. To say, as the Final Report does on page 15, that in "The appointment of the Royal Commission on Dominion-Provincial Relations . . . An entirely new field of possibilities is thus opened up," has no bearing on anything the National Employment Commission is expected to do at this time and is to anticipate recommendations from the later Commission which can be at the moment only imaginative speculations. The National Employment Commission is an advisory instrument, created more than a year before the Royal Commission on Dominion-Provincial Relations. The reference of the National Employment Commission was specific and was defined in the Act which created it. That reference was of compelling urgency and emergent in character and extent.

In dissenting, the opinion is held that Chapters C and D of Section II are an unnecessary and gratuitous discussion of a subject outside the reference

of the National Employment Commission and should not have been included in the Final Report. The government's announcement that it was inviting the co-operation of the Provinces in bringing in a system of Dominion contributory Unemployment Insurance has made an examination and discussion of that matter by the National Employment Commission superfluous. To enable the Dominion to assume administration of Aid and so to relieve the Municipality and/or the Province of any of their primary responsibility for relief of distress would require, in this opinion, a similar constitutional amendment to that now being sought by the Dominion to enable it to enact Unemployment Insurance. The reference of any problem in the solution of which changes in the constitution might be involved was given to another Commission and is entirely outside the scope of the National Employment Commission.

In dissenting from Chapters C and D of Section II the Act establishing the National Employment Commission is interpreted to require the Commission's recommendations to be framed to apply within the presently existing constitutional jurisdiction. It is presumed that the National Employment Commission was not then and is not now expected to base its recommendations on some anticipated and hypothetical allocation of powers, responsibilities and finances as may or may not be recommended or suggested by some subsequently created Commission.

But since those Chapters are a part of the Final Report, and since they support a change of administrative responsibility that is not agreeable, a change which in effect would relieve the Municipality and/or Province of the primary responsibility for relief of distress resulting from unemployment and loss of occupation and instead make the Dominion solely responsible, it is necessary to dissent therefrom. Herewith the reasons for dissent are given.

To make clear the Final Report does favour a change of administrative responsibility for the relief of such distress as was referred to the National Employment Commission, the following quotations are made:—

On page 28 of the Final Report is this paragraph, to which attention is directed:—

"This Commission also recognizes that the establishment of a national system of Unemployment Insurance would necessitate a supplementary system of Unemployment Aid to meet those phases of unemployment need which experience abroad has shown cannot be covered by Unemployment Insurance. Such a supplementary system of Unemployment Aid would, in its opinion and for reasons stated later, be best administered by the Dominion."

On page 30 is the following:—

"Unless this is done it is certain that there will be continued pressure of public opinion to force extended benefit under the Insurance scheme even though these may not be actuarially sound."

Again on page 30:—

"It seems clear to the National Employment Commission therefore, that a system of Unemployment Insurance ultimately necessitates, in addition, a system of nationally administered Unemployment Aid for the purpose of caring for need arising from unemployment not covered by Insurance benefits."

On page 32 the position taken in the Final Report is summed up in this statement:—

"What is envisaged here therefore is a unified administration of Unemployment Insurance, Employment Service of Canada and, as a corollary, of Unemployment Aid through which financial and administrative provision could be made for dealing with unemployment, and with certain phases of loss of occupation, as they arise."

In the dissenting opinion it does not follow by any means that Dominion Unemployment Aid should become a "corollary" to Dominion Unemployment Insurance. The action of the government in seeking to initiate Unemployment Insurance is interpreted to indicate an acknowledgment by the Dominion of the heavy burdens the Municipalities and Provinces are bearing on account of relief and a willingness to assist them, in a specific and defined way, in meeting the costly responsibility that is primarily theirs. The Dominion has chosen to assist by relieving the primarily responsible governments of that portion of such burden as results from unemployment which the Dominion believes can be met by some scheme of Unemployment Insurance. The primary responsibility for relief of distress remains, as always, with the Municipality and/or the Province, and should remain there.

Neither does it follow, as the Final Report represents, that unless there is a system of Dominion Aid for the relief of other distress resulting from unemployment the Insurance Fund is liable to become actuarially unsound in a serious depression because continued pressure of public opinion may force extended benefits when Insurance Benefits have been exhausted or force on to the fund persons who should not be beneficiaries. That would be impossible under the Canadian federal system of allocations of jurisdictions and responsibilities between Dominion and Provinces, each with certain sovereign powers.

In England such an exigency did develop and it threatened the solvency of the Insurance Fund. But England, which is a unitary state, is not comparable to a federation of states such as Canada is and the reaction to similar legislation in the two countries will be very different. In this country, with responsibility for relief resting primarily and fundamentally with the unit of government nearest the individual, and that unit possessing its own taxing and administrative powers, such a danger does not exist. Dominion Unemployment Insurance will be for the exclusive care of the beneficiaries under the scheme, so long only as there are benefits to enjoy.

To represent that the Dominion should assume administration of the relief of distress resulting from unemployment and loss of occupation is to seek to destroy something that is fundamental in the spirit and pact of Confederation. It is to deprive Provinces of a responsibility and power that is their sovereign right. It is to add one more measureful to the volume of opinion already in existence in certain parts of Canada, which favours wider centralization of responsibility and power in the Dominion.

The fact that Municipalities and Provinces are at the moment distraught and harassed by their financial incapacity to meet their primary responsibilities is entirely beside the point. Indeed if relevancy can be claimed it should be to caution against the capitalizing of their distress and difficulties for the purpose of securing an assignment of any of their Provincial rights or powers to a central government.

Without entering into a discussion of the constitutional allocation of rights and powers, as between the Dominion and the Provinces, matters which have provided briefs for lawyers since Confederation, suffice it to say that, within their jurisdiction, Provinces legislate in respect to material resources, agriculture, mines, forests, factories, etc., and in respect to human resources in such matters as education, health, and labour, including hours of work, minimum wages, workmen's compensation, factory conditions, the health of workers, indigency, etc. Material resources and human resources are inextricably bound together in the economic structure. The material resources, and the human resources in the application of their minds and labour, whether to material resources, in trade, or in service, and all the ramifications of that relationship, constitute an indivisible oneness and consequently have been and should be governed in matters appertaining to that relationship within one jurisdiction. That status never has been successfully challenged.

That the allocation of that jurisdiction should be implicit in the sovereign rights of the Provinces is fundamental and perfectly logical. The first Dominion

of Canada was brought about by the union of four sovereign states, each of whom had enjoyed a full measure of autonomy. The union would never have been consummated had not their differences been frankly acknowledged and accepted as inevitable and inescapable. Consequently, with those fixations of differences, a federation of sovereign states was the only type of union that was possible of success. Canada, with her immense area, with her varied resources and her peculiar distribution of them, with her racial and religious minorities, with her separation of maritime and inland territories producing problems individual and peculiar to each and her very geography, necessitates a federation of states each enjoying fairly wide sovereign powers. In the allocation of powers then it becomes fundamental that the well-being of citizens, the conditions under which they live and work, that relationship of human and material resources, in a word their domestic or civil functions, so different in each section of the country, should be within the jurisdiction closest to the individual. To divide the jurisdiction that has been exclusively the Provinces' is to reduce the rights and powers of the Province. It is an unsporting attempt, because it is made at a time when the Provinces are under serious obligation to their creditors, to wrest some of their power from them; other powers would follow inevitably.

It is significant that the Provinces, weighed down by burdens beyond their capacity to carry, have made no representation to the National Employment Commission that they should be relieved of this responsibility. Because their legislative and administrative jurisdiction has been that surrounding civil functions and because they are conscious of its indivisibility, it can be presumed they are aware that any attempt to divide domestic jurisdiction between themselves and the Dominion is to invite for this child of the Provinces the method of partition once submitted by that very wise old legislator, Solomon.

Such a change of responsibility for administration of relief of distress as proposed in the Final Report is very unfair to the Dominion. In effect the National Employment Commission is asking the Dominion to assume only the burden of the distress of the human resources. If the Dominion is to be invited to assume such full responsibility instead of, as hitherto, to render financial assistance to the Provinces in the discharge of their proper responsibility then we might expect the Dominion to require in return the complete surrender by the Provinces of jurisdiction over the material resources, the agriculture, mines, forests, fisheries, factories, etc. The National Employment Commission cannot with consistency advise the former without also advising the latter. Provinces have argued, always in the end successfully, for the control of their material resources. Canadian history for the past seventy years confirms one in the belief that the Provinces can be expected to resist to their last autonomous and sovereign breath the surrender of those rights. Because of the nice interdependence of people and resources in the economic structure, both would be better supported within one jurisdiction. Consequently, it is submitted that the relief of distress must remain a primary responsibility of the Municipality and/or the Province, with the Dominion contributing when in its opinion it is shown that a practical necessity exists because of the unusual nature or extent of the distress.

Constitutionally, Unemployment Insurance belongs to the Provinces also. Its seeking of a constitutional amendment would indicate that the present Dominion government does not occupy any other position in respect to it. Honourable Ernest Lapointe, Minister of Justice, succinctly defined the status of the Dominion in relation to the proposed Dominion Unemployment Insurance measure, when he spoke at St. Flavien, Quebec, on the evening of December 19th, 1937. In that speech, he is reported to have said:

"Because operation of an Insurance scheme would affect property and civil rights, it was under the jurisdiction of the Provinces. Far from encroaching upon Provincial rights," he said, "*we are asking the Provinces, in order to yield to public request, that they should agree to an amendment giving jurisdiction to the Federal Parliament in this matter.*"

Plainly then, the Dominion is not seeking to assume primary or any degree of responsibility for the relief of distress. It is seeking constitutional provision

to enable it to assist the primarily responsible governments by assuming that portion of their burden which results from unemployment and which the Dominion believes can be met by Unemployment Insurance.

Under the rather complicated federal system by which Canada and her Province are governed (and it is complicated largely to the degree that it is misunderstood), successful government results from the widest, freest and most just use of power within the various jurisdictions, *but power based on responsibility*. Misfortune and vicissitude assail each branch of our resources at one time or another but one of the costs of power is the responsibility to meet adversity. Canada's Federation of autonomous Provinces, whatever may be said of its complexity and clumsiness, has been found to function under strain, whether that strain was from within or without. In times of abnormal strain the strength of the whole has been the support of the distressed. That has been amply demonstrated throughout the recent depression. As the Final Report states in respect to Unemployment Insurance, and it is equally true in respect to all Aid, the Dominion government, because of its more elastic and controllable revenues, is more capable of carrying the highly fluctuating burden necessarily involved, than are the Provinces. The fluctuations are less, averaged over the whole country, than they can be for individual regions or localities. As was developed in the preceding chapter of the Final Report, for debtor countries such as Canada, deriving a relatively high proportion of income from the sale of exports, economic fluctuations, including their depression phase, are largely external in origin and to a large degree uncontrollable. Any domestic responsibility or capacity to control certainly rests with the Dominion government and not with the Provinces. It is precisely for these reasons, and inversely, because the Provinces and Municipalities in their revenues are limited and fixed that the Dominion government has come with Grants-in-Aid to the assistance of the Provinces in meeting their primary responsibilities.

The least important reason for anything, although it may be the most compelling, is a constitutional reason. In this case there is a fundamental basis, that transcends in importance all others, for leaving the primary responsibility for the relief of distress arising from loss of income because of no work with the Municipal authority and/or the Province. It is that in a democratic government the individual has a more responsible attitude to and interest in government to which he pays his taxes directly and which he sees functioning for himself and his neighbours. The further removed and more centralized government becomes and the less direct its taxing powers, the less easily can the individual relate his own responsibilities to its functions. No matter which government is responsible for and administers relief of distress arising from loss of income because of absence of work, there will be constant pressure to increase the benefits and to enlarge the base of admittance to benefits. If responsibility and administration are centralized in the Dominion government, the important counter-pressure from local taxpayers will be eased.

Of most significant import too will be this situation, that the state will have added a fixation of permanency to the evils and abuses that are alleged to have grown up around relief and the mechanics of its administration. An admission of permanency is one that all governments have avoided. Such an admission would indicate that all hope of a great destiny for Canada had been abandoned. It would infer that the application of capital and the fine minds and labour of the Canadian people to the country's resources could not be made in such a way as to provide an ever more satisfying, self-supporting existence for every person capable of working. But when the Dominion accepts such responsibility and defines by statute the distress resulting from unemployment and loss of occupation which it will relieve, and sets up a machinery to administer such relief permanency becomes inevitable and fixed.

While the Dominion has neither the sole nor any of the primary responsibility for the relief of distress resulting from loss of income because of loss or absence of work, the Dominion is free to come, as it has come many times since Confederation, to the financial assistance of the over-burdened, primarily responsible governments to any extent it believes proper. Even more important, and this is especially so when endeavouring to avoid permanency, the Dominion is free to terminate such financial assistance when, in its opinion, it is shown that a practical necessity no longer exists. The constitutional allocation of responsibilities obtaining for the past seventy years has been responsible, mainly, for the avoidance of the blight of permanency. Local authorities, responsible to local taxpayers, have found it possible to limit, reduce and finally to dispense with relief as conditions known at first hand permitted it.

The system proposed in the Final Report has such far-reaching implications that, at the moment, they can be seen only as "through a glass darkly." Eventually the change, almost certainly, would result in the Dominion assuming the care of indigency resulting from unemployment, the debts of the Provinces on account of relief, and sole responsibility for training and re-training schemes for unemployed youth. The Dominion must be prepared to face the claim, which almost certainly would be made, that the acceptance of the new principle should obtain from the initiation of the distress and should be applicable to all the distress resulting from loss of employment and loss of occupation.

Possibly it is true that the system of Dominion contributions by Grants-in-Aid, to meet excessive distress resulting from loss of income through loss of work, has suffered abuses. It is submitted that such abuses as have come to the attention of the National Employment Commission are not the result of a wrong principle but rather are the result of failure to apply proper controls at the initiation of the Grants-in-Aid. Financial assistance to the primarily responsible governments, by means of Grants-in-Aid, was hastily given to meet an emergent situation. Through continuing emergency definite controls were lacking because recovery was believed to be "just around the corner." While it has become increasingly difficult at this late day to impose the proper controls and supervision, the case is far from hopeless. The aversion and impatience in the minds of local government officials against the incidence of their primary responsibility for relief of such distress as is discussed herein is the healthiest omen that, in the end, they will be impelled to apply the best administration to the problem, with a view to reducing it to a sound economic basis consonant with its humanitarian objectives.

In spite of errors in the practices surrounding the giving of Dominion financial assistance through Grants-in-Aid, the primary responsibility of the government closest to the applicant is fundamental. Although a change to a centralized system, where the Dominion assumes administrative responsibility, may have some advantages in the mechanics of its application, any new system designed to finance and administer so uneconomic a national burden as distress resulting from loss of income because of no work, is liable also to many abuses.

The responsibility is a costly one to the Municipalities and/or the Provinces even with the Dominion assisting, in such a depression as has been experienced during the past eight years. The solution, it is submitted, lies not in attempting to divide the field of civil rights and responsibilities herein referred to between the Dominion and the Provinces but in making such an adjustment of finances between the two that the enlarging and increasing responsibilities of both will be adequately met. To find that equitable adjustment is not the problem of the National Employment Commission.

In concluding it is submitted:

1. That Chapters C and D of Section II should not have been included in the Final Report of the National Employment Commission because the subject of their discussion is outside the Commission's reference;

- 2 That, having been included, it becomes necessary for the undersigned to dissent from the chapters, believing:
- (a) That it is fundamental that the primary responsibility for the relief of distress (in our reference distress resulting from unemployment or loss of occupation) should rest on the unit of government nearest the applicant, the Municipality and/or the Province, the Dominion contributing thereto when, in its view, a practical necessity exists because of the unusual nature or extent of the distress;
 - (b) That Dominion Aid or relief is not a "corollary" to Dominion Unemployment Insurance;
 - (c) That the present allocation of functions and responsibilities implicit in the British North America Act between the Dominion and the Provinces is a sufficient safeguard against possible bankruptcy of the Insurance Fund under a Dominion contributory Unemployment Insurance scheme.

It is a matter of regret that, after nineteen months of unanimity on other matters of major importance, there should be the necessity to disagree on a principle of such transcendent importance and significance as that discussed herein. The opportunity is taken to express appreciation of the generous attitude and encouragement accorded by fellow Commissioners to submit this dissent from Chapters C and D of Section II of the Final Report of the National Employment Commission.

All of which is respectfully submitted,

(Signed) MARY SUTHERLAND,
Commissioner.

APPENDICES TO FINAL REPORT OF THE NATIONAL EMPLOYMENT
COMMISSION

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Appendix

- "A" Interim Report of the Commission and Summary of Recommendations only.
- "B" Organization Details, etc., to December 22, 1937.
- "C" Relief Registration with Comparative Tables, September, 1936, and 1937.
- "D" Information Service Bulletins.
- "E" Low Rental Housing Plan.
- "F" A study of "The Impact of the Depression on Various Groups in Canada."

*FINAL REPORT***APPENDIX "A"****INTERIM REPORT OF THE NATIONAL EMPLOYMENT
COMMISSION**

June 1, 1936, to June 30, 1937.

OFFICE OF THE CHAIRMAN

NATIONAL EMPLOYMENT COMMISSION

OTTAWA, July 21, 1937.

The Hon. NORMAN McL. ROGERS, P.C., M.P.,
Minister of Labour,
Ottawa.

SIR,—As Chairman of the National Employment Commission, I have the honour to transmit an Interim Report unanimously approved by the Commission on the 15th of July, outlining its activities during a period of thirteen months, from the date of its inception to the 30th of June, 1937.

The report is divided into two parts, the first dealing with the Commission's powers, studies and recommendations, the second with its personnel, organization, expenses, etc., and containing a summary of its recommendations.

Yours faithfully,

(Sgd.) ARTHUR B. PURVIS,
Chairman.

PREFACE

This Interim Report submitted by the National Employment Commission is the first official report since its appointment in May, 1936.

It deals essentially with those matters which, in the opinion of the Commission, represent the more urgent phases of the problems with which it was charged.

The Commission, both in the conduct of its studies and in the formulation of its recommendations, has endeavoured to keep within the existing provisions of the British North America Act.

It recognizes, however, that questions of jurisdiction as between the Dominion and the Provinces may arise in the carrying out of its recommendations, particularly as most of its proposals were formulated prior to the Privy Council decisions handed down on January 28, 1937, and that action recommended to the Dominion government may in some cases therefore be found to be beyond its powers.

In the handling of the employment and Aid problems, it is vital that policies should be co-ordinated on fundamentally sound lines. The Commission therefore urges that all governmental bodies should immediately co-operate to overcome such difficulties of jurisdiction as may be found to exist.

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NATIONAL EMPLOYMENT COMMISSION

INTERIM REPORT

Under the National Employment Commission Act, 1936, the National Employment Commission was appointed by Order in Council on May 13, 1936. The duties assigned to it—all of them advisory except where otherwise decided upon by the Minister of Labour—fall into five main categories:—

- I. Securing data in order to determine the nature and extent of the problem;
- II. Formulation of recommendations regarding practical measures for increasing employment;
- III. Formulation of recommendations regarding practical measures for ensuring efficiency and economy in the administration of Aid;
- IV. Formulation of recommendations for the setting up of machinery to carry out Commission policies approved by the government;
- V. Formulation of long-range plans of national development for the purpose of ameliorating the effects of future depressions.

Machinery was also set up under the Act to ensure special consideration of the problems involved in so far as they apply to women and to youth, and additionally the Commission was required to co-operate with the Veterans' Assistance Commission.

It is intended in this Interim Report (which covers Commission activities during approximately the first year of its practical existence, i.e., to June 30, 1937), to summarize progress made in connection with the first four sections of the duties outlined above, and to indicate the direction, from the National Employment Commission viewpoint, which policies should take at this time. Long-range policies to be dealt with under Section V will be left for a report to be formulated later.

It should be noted first that in deciding upon the general direction of its investigations, the National Employment Commission accepted a certain background for its considerations. Its attack will be better appreciated if this background be kept in mind.

The economic depression which started in 1929-30, like all depressions, involved a sharp decline in national income, associated with idle means of production—whether of equipment or, more important, of labour. It expressed itself initially, in so far as Canada was concerned, in extraordinary contractions of

Exports of merchandise;
Imports of capital; and
Imports of merchandise.

Various stages usual to depressions (of which this, because of the dislocation resulting from a world-wide war and from mistaken post war policies, was the worst of recent times as regards both severity and length) had been passed before the National Employment Commission came into being. In fact, the stage was in considerable measure already set for recovery since

- Stocks of consumers' goods and raw materials had fallen to normal, or were well on the way to becoming normal;
- Community savings had again accumulated and capital was beginning to press for investment;

- Banking policy had resulted in low interest rates;
- Abandonment of the gold standard had put the Canadian dollar on a more or less comparable basis with that of its competitors in the production of goods for export;
- An increase in the price of gold and the discovery of new gold mining areas was proving a stimulus almost equivalent to that provided by an entirely new industry;
- An accumulation of obsolescence in plant and equipment was becoming increasingly evident.

One of the main effects of these readjustments had been the achievement of important progress in the realignment of prices for primary and secondary products by the more desirable course of increases in prices for the former, and the resultant rise in values of exports from Canada was already tending to enlarge the national income and to encourage fresh importations of capital.

Added to this there was every indication of a continuance of cheap money, coupled with the introduction of measures looking towards greater freedom of trade—the latter a particularly important factor at this stage.

It was recognized by the National Employment Commission that further recovery would be largely dependent upon the degree to which:—

- (a) Additional investment of private capital could be stimulated, whether to take up accumulated obsolescence in plant or equipment of old industries or to make ventures in fresh fields, and
- (b) Additional stimulation could be given to public consumption.

It was also recognized that in the achievement of these objectives it would be desirable to ensure as large a measure as possible of governmental co-operation with industry in order to avoid any further postponement of necessary investment, and to direct efforts towards bringing costs for secondary products into line with the selling prices which could be obtained for export products.

Against this background, we proceed to chronicle the work and recommendations of the National Employment Commission.

I. SECURING DATA IN ORDER TO DETERMINE THE NATURE AND EXTENT OF THE PROBLEM

Recognizing the very complex nature of the problem involved, the Commission's efforts under this section of its work have been predicated upon the demonstrated necessity of reversing the tendencies of recent years by breaking the problem down into all its component parts: this in order that remedial or alleviatory measures can be undertaken appropriate to each particular type of distress in question. Considerable difficulties have been met in this phase of the work, easy to understand when it is borne in mind that in the relief registration alone the co-operation of officials in all the Provinces and in over 1,800 local administrative units has been required. Much valuable data is now however becoming available, and it should gradually be possible to achieve a satisfactory running record of the facts underlying the situation, which record will become increasingly accurate as time goes on. In this connection it must be borne in mind that even in improved times it will be necessary to maintain a reliable record of all types of distressed persons to the assistance of whom the Dominion, the Provinces and the Municipalities contribute, if overlapping is to be avoided and the unintentional demoralization of individuals minimized.

A. REGISTRATION OF THOSE ON RELIEF

The national registration and classification of persons on relief to whose support the Dominion contributed, which the Commission was required to carry out under the provisions of the Act, was inaugurated for September, 1936.

Returns available bring out the following picture as at March, 1937, the latest month for which an accurate breakdown of the statistics is as yet available:—

Employable Persons in Receipt of Material Aid

These totalled in March, 1937, slightly under 260,000 men and women for the whole Dominion, made up of heads of families and their employable dependents over 16 years of age, and individual persons. (Two-thirds of these were in cities with a population of 25,000 and over). Based on preliminary Provincial telegraphic reports to the Dominion Commissioner of Unemployment Relief of the total number (including non-workers) receiving Aid to which the Dominion contributed, the equivalent figure for June, 1937, is estimated at something below 200,000.

This is the essence of the current employment problem, in so far as those in receipt of relief are concerned, in that it gives the outside figure of those on relief who are really in the labour market and, to the extent that this group is placed, the problem of their non-working dependents automatically disappears. Even here, however, certain deductions are necessary.

First: It must be borne in mind that this group includes not only those who previously were employed as wage-earners, but also those who were working "on their own" in such occupations as fishing, hunting, trapping, shop-keeping, etc., most of whom are naturally not available for employment in the sense of wage-earning because of geographical location, lack of appropriate work-experience, etc.

Second: There is reason to believe that an important number of persons of doubtful employability (for reasons of physical, mental or social handicap), is still included in these totals, especially in the large urban centres. As registration records become more precise the situation in this respect will become clearer.

Farm Resident Operators and Their Dependents in Receipt of Agricultural Aid

These totalled in March, 1937, just under 70,000 heads of families and individual cases, who with their dependents represented (at 331,000) approximately 28 per cent of all those receiving so-called "Unemployment Relief" to which the Dominion contributed at that date. These relief recipients are in no ordinary sense of the word "unemployed," but were in the position of awaiting the return of normal crop and crop selling price conditions. Bearing in mind the still further extent to which the 1937 prairie drought conditions will affect this situation (the registration indicates that even in March, 1937, 73 per cent of those receiving Agricultural Aid were in the Prairie Provinces and over two-thirds of this 73 per cent were in the recognized drought districts), it becomes increasingly evident that the problem here is one of subsistence allowances pending normal crop conditions, and/or re-settlement,—this as distinct from re-employment. As rehabilitation measures to meet these conditions are now handled by the Department of Agriculture, it is evident that those in this section should be dealt with on a different basis and eliminated from unemployment records, since the problem of aiding them has no direct bearing on the problem of re-employment. The separation of the two problems would bring about a better understanding of the underlying facts and therefore accelerate measures for taking care of the kinds of distress which are actually involved.

Unemployables or Persons of Doubtful Employability and Non-Working Dependents in Receipt of Material Aid

In March, 1937, unemployables and those of doubtful employability were reported as numbering 58,261 and non-worker type dependents 560,402, making a further total of 618,663 not available for employment in any ordinary sense of the word.

It will be seen, therefore, that out of a grand total of 1,208,902 persons of all ages receiving Aid to which the Dominion contributed in March, 1937, 260,000 was an outside figure for those, properly speaking, in the labour market. And while no comparable figures of those actually in the labour market are as yet available from the National Employment Commission registration for the months subsequent to March, 1937, out of the preliminary grand total estimate of 932,000 receiving Aid to which the Dominion contributed, as furnished by the Dominion Commissioner of Unemployment Relief for June, 1937, it is anticipated that later returns, when information available permits of accurate analysis, will show the equivalent June figure to be below 200,000.

The grand total preliminary estimate for June, 1937, at 932,000 compared with the final figure for June, 1936, at 1,071,000, and with a depression peak in April, 1933, of 1,572,000.

Arrangements are being made for a continued national registration of Aid recipients to take place in September, 1937, and advantage is being taken of the experience gained from the September, 1936, registration to make improvements in the breakdown achieved.

Veterans in Receipt of Aid

At the request of the Veterans' Assistance Commission, information was asked for on the registration form in respect to heads of families and individuals who had had war service, and further information as to the number of these in receipt of pensions: the data, so secured, was subsequently transmitted to that commission.

B. EMPLOYERS' QUESTIONNAIRE

In order to obtain a basis for co-operative measures with industry in the handling of employment problems, the National Employment Commission, with the assistance of the Dominion Bureau of Statistics, obtained from individual employers in the group used by the Bureau to compile its monthly employment index (covering, it is estimated, around half of all wage-earners), answers to a questionnaire covering the following main subjects:—

- Employment comparisons in relation to those obtaining in 1929 and 1933, and the causes of changes;
- The degree of seasonality in employment;
- Present practices in regard to weekly working schedules and their relation to schedules in force in 1929;
- Hiring practices, with particular reference to prescribed maximum age of entry and retirement age; methods of hiring, especially as regards use of the Provincial Employment Services; apprenticeship systems, etc.;
- The extent to which employee relations plans have been adopted, e.g., sick leave with pay; holidays with pay; pension plans; housing assistance; group insurance; stock subscription plans; savings plans, etc.;
- Amounts spent on plant modernization since 1929 and present requirements therefor.

Tables carrying information under these heads have now been almost completed and will provide an excellent background for employer contacts.

The value of the information obtained is so evident that it is proposed to conduct a similar canvass of the same group of employers again this autumn in order to give comparative returns and to clear up certain phases of employment conditions which were not obtainable from the answers to the original questionnaire.

C. TAXATION

The Commission realized that taxation policy of necessity has a considerable bearing on employment conditions, and that, for instance, some considera-

tion might well be given to utilizing taxation incidence as a means of accelerating the rate at which obsolescence, acknowledged as already existent to an important degree in the national productive plant and equipment, is met by renovation and re-building. With such thoughts in mind the Commission was successful, through private financial co-operation, in securing the opportunity of utilizing in due course an objective analysis of taxation conditions which is being prepared by an independent body. The study will be available in the near future. Pending examination of the results thereof no definite recommendations have been made by the Commission other than to call to the attention of the government the economies that might be achieved in relief expenditures by any remission of taxation which would tend to make it pay industry to catch up on the backlog of necessary renovation work.

It is realized also that the study will probably throw light on the extent to which taxation practices now in force are tending to hold back the normal functioning of real estate activities in the country's economy.

D. OTHER STUDIES

The co-operation of the Provinces and their Municipalities in securing breakdowns of estimated costs for the different kinds of Aid, Assistance and Relief afforded; of the Canadian Welfare Council in securing a compilation of relative schedules used as standards for relief in communities and areas covering approximately 80 per cent of those in receipt of Aid throughout the Dominion; of the Dominion Bureau of Statistics and other government departments, as also of labour and employer organizations, in collecting much other useful data, was obtained.

II. FORMULATION OF RECOMMENDATIONS REGARDING PRACTICAL MEASURES FOR INCREASING EMPLOYMENT

A great many proposals were filed with the National Employment Commission calling for government entry into the production field and/or the bonusing of private industry. Recognizing that employment was on the up-grade and realizing the necessity of avoiding action which would tend to check the natural improvement in process by putting an unnecessary drain on the country's financial resources, the National Employment Commission's policy has been opposed to such proposals.

However, examination showed that there were two fields in particular in which prompt action was most desirable:—

1. In the construction industry where employment was still at an abnormally low level and where the recovery was lagging badly all over the country in relation to that experienced in other industries;
2. In agriculture where, owing to low prices in previous years for farm products, and also to drought conditions, many farmers had for some time found themselves unable to continue to employ winter help, while on the other hand, large bodies of unemployed homeless persons were crowding into the cities (particularly in the Western Provinces) and proving fruitful ground for destructive and demoralizing propaganda.

A. PLANS TO MEET IMMEDIATE NEEDS

Home Improvement Plan

Farm Improvement and Employment Plan

The National Employment Commission decided these conditions justified some departure from its general policy and as a result recommended to the government a Home Improvement Plan to meet the first, and a Farm Improve-

ment and Employment Plan to meet the second, situation. The principle behind the first plan was a limited government guarantee to lending institutions where small loans for home repair and improvement work were made under terms laid down by the government. The principle behind the second plan was a grant during the winter months of a small monthly bonus to farmers to help in the boarding of employees, and the payment to suitable persons desiring to work on such farms of a small monthly wage, about equivalent to that prevailing in the area in question for winter work, which payment, added to what was received in the form of board and lodging, permitted of reasonable living conditions in home surroundings.

In the case of the Home Improvement Plan a model was provided by a similar plan successfully applied in the United States some two years previously, and this was adapted to Canadian conditions. In the case of the Farm Improvement and Employment Plan some experience had been obtained as a result of similar farm placement plans in previous years, and an extended measure was developed, with such changes in terms as that experience denoted would be wise.

Through the co-operation of the banks and of industry in providing a large promotion campaign fund, the Home Improvement Plan was launched by the National Employment Commission in the autumn of 1936 with approval of the government, and prior to the enactment of the Home Improvement Loan Guarantee Act 1937. In this effort the Commission has been greatly assisted by groups of community-minded citizens who have voluntarily given their services to act on local, district and Provincial committees throughout the Dominion, these committees having been formed to spread special knowledge of the plan and assist prospective borrowers in obtaining loans. Up to June 30, 1937, 18,103 loans for a total value of \$6,843,099 had been granted, but much more important, these loans and the publicity attending the plan had stimulated a very much larger body of expenditures by those who had resources available or could obtain bank loans without their coming under the Dominion government guarantee, with the result that employment of building trades workers has been greatly stimulated. This is illustrated by the fact that unemployment in trade unions in the building trades fell from 40.5 per cent in June, 1936, to 24.6 per cent in June, 1937. It has been difficult to obtain statistics of the extent of dollar expenditures made other than by guaranteed loans, but, based on the United States experience and on Canadian indications, the probability is that about four dollars has been spent for each dollar of guaranteed loans. In some cities it is understood the ratio has been as high as seven dollars to one. Additionally, a much needed renovation of the homes of the people of Canada is being achieved, and a stimulation to employment in the industries manufacturing and distributing building supplies, furnishings, etc., is being provided.

It is anticipated from United States experience, and from the Canadian experience so far available, that the cost to the government of the guarantee afforded will be, relatively speaking, negligible: this applies equally to expenses of administration, in that the more expensive promotion work is being carried out by funds supplied by industry.

As a result of a series of conferences with Provincial authorities, whose co-operation was in general most helpful, agreements were entered into under the Farm Improvement and Employment Plan with the Provinces of Alberta, British Columbia, Manitoba, New Brunswick, Prince Edward Island, Quebec and Saskatchewan, and the plan was launched in time to bring excellent results during the winter months. Placements rose to a total of 46,961 (consisting of 8,355 women and 38,606 men) during the early months of the year, as against a maximum total under previous placement plans of about 16,000.

Discussions with Provincial authorities in connection with the Farm Improvement and Employment Plan having shown that in some Provinces farm work proved an unsuitable medium for achieving the object in mind, the

Dominion government accepted the further recommendation of the National Employment Commission that Supplementary Plans should be worked out with these Provinces covering forest clearing, tourist road work, etc., i.e., work in connection with primary industries (the tourist industry being classed as a primary industry for this purpose). Under these Supplementary Plans, a total of some 6,800 persons were placed on projects at or about the prevailing rates of pay for similar work in the localities in question.

In the cases of the Farm Improvement and Employment Plan and of the Supplementary Plans worked out in connection with this policy, the Dominion and the Provinces co-operated financially on a basis of equal contribution to expenses other than those of administration, the cost of the latter resting with the Provinces.

A preliminary estimate of the total cost to the Dominion government in connection with the Farm Improvement and Employment Plan and Supplementary Plans is approximately \$3,000,000.

B. HOUSING CONSTRUCTION

The Commission recognized the desirability of a rounding out of governmental housing policy, particularly as regards accommodation for those unable themselves to afford an economic rent—often associated with slum clearance. Action in this field was considered necessary both from the view point of eliminating a social sore all too prevalent, especially in the larger cities, and because of its effect in stimulating employment in the construction field. This employment stimulus the Commission considered would be felt directly, and also indirectly through the impetus that would be given to the Home Improvement Plan and to the Dominion Housing Act. (The Dominion Housing Act in practice has supplied the needs of those able to own their own homes and legislation already existed in regard thereto prior to the Commission's formation.)

After making a study of methods used to meet the low rental housing problem in other countries, the Commission recommended an experimental plan based on co-operation of the Dominion, the Provinces and the Municipalities involved. The plan provided for assistance to housing corporations, whether of a private or public nature, subject to governmental restrictions on the type of accommodation provided; to proper zoning provisions, and to the setting up of a rent-reduction fund in order to ensure that rents could be adjusted to the abilities of tenants to pay without endangering the financial soundness of the corporations or offering unfair competition to private enterprise. The Dominion and, to a certain extent, the Provincial contributions have been recommended in the form of direct subsidies, or alternatively, of loans at less than commercial rates, leaving the Municipal contributions largely in the form of direct monthly payments roughly equivalent to, but not in the form of, tax remissions; this in the recognition that most Municipalities within whose jurisdiction action is desirable have not the financial background at this time which permits of, or justifies, their making large direct subsidy contributions. In making this recommendation the Commission was influenced by the fact that Canadian governmental bodies had expended some \$14,000,000 in 1936 to rent accommodation for relief recipients, and that in many instances such accommodation was unsanitary and unsuitable in the extreme. The Commission feels that such a situation should not be allowed to continue in that it breeds conditions tending to increase unemployment by decreasing the employability of numbers of workers, thus making it harder for them to secure employment.

The plan recommended by the Commission was put before the Minister some time after the opening of the parliamentary session of 1937, and it is understood action thereon has been held over. As the government stated on September 10, 1936, that it accepted certain general principles laid down by

the Commission to govern its intended attack on this important branch of the housing problem, it is hoped that action may shortly prove possible.

In connection with the stimulation of medium priced house construction for home owners (Dominion Housing Act 1935), the Commission recommended that every practicable means be taken to liberalize the regulations under which the Act is worked in order to encourage its more widespread application and to accelerate the employment features inherent therein.

C. PLANS TO INCREASE EMPLOYABILITY

As its work progressed in the autumn of 1936, the Commission became more and more aware of the necessity for action along the line of increasing the degree of employability of those receiving Unemployment Aid. It was evident this had a peculiar application to the youth section of the population, since many young people had, as a result of depression conditions, failed to experience the stabilizing influence of working in the early years following their school training, and as a result had lost in large measure the benefits of that school training without acquiring any work-experience to help them in earning a livelihood. On the other hand, it was also recognized that the difficulties arising from the severity and length of the depression were not confined to young men and women, but were spread over a broader section of the age-groups of those receiving Unemployment Aid. It was also recognized that in earlier periods reliance for the necessary "cadre" of skilled workers had been placed upon immigration, but that in recent years there has been a tendency towards an emigration from, rather than an immigration into, Canada of skilled workers. The Commission feels that such a condition, if allowed to continue without some counterbalancing steps, is bound to result in an increasing measure of permanent unemployment amongst the less skilled type of workers, the group in which there is still a widespread surplus of labour; the experience of this and other countries being that an adequate skilled group is required before the unskilled group can be successfully absorbed into industry.

In the light of the above situation and with the conviction that it represented the most important and crucial phase of a well-planned re-employment program, the Commission recommended to the Dominion government that a special sum, of which one-half would be allocated to youth measures, should be appropriated as a nucleus for the development of co-operative plans suitable to the various localities in question. These plans were to have as their purpose an increase in the employability of needy unemployed persons by improving their skill, physique and morale, and to be of the type that would qualify trainees for such work as is likely to be available in the locality of training, or, failing the likelihood of work in that location, in other centres where work is liable to be available. To this end, the Commission recommended the following as a basis upon which such plans should be framed:—

- Training projects of an occupational nature;
- Short-term learnership courses not exceeding one year in duration, devised to provide theoretical training concurrent with specific employment;
- Work projects incorporating re-conditioning, training, and conservation features, for the purposes of restoring morale and of conserving natural resources;
- Training projects of a physical nature to assist in the maintenance of health and morale pending employment.

As a result of special consideration of the problems of young men and women by the Women and Youth Committees, plans were developed for a National Volunteer Forest Service; for the establishment of young people's training centres in large urban areas; and, in the case of rural women, for

extension services as a means of teaching callings which would provide supplementary means of livelihood.

Presumably as a preliminary step towards giving effect to the above recommendations, during its last session Parliament appropriated \$1,000,000 to be spent in collaboration with the Provinces with particular reference to the needs of young men and women. The Commission is co-operating in the working out of local plans which are being suggested by Provincial governments in connection with this grant.

The Commission still feels that for the next year or two an important expansion in expenditures along these lines to secure the co-operation of Provincial and Municipal governments and of industry in increasing the employability of those needing re-conditioning, is essential if any substantial economy in Dominion, Provincial or Municipal expenditures for Unemployment Aid purposes is to be achieved. In fact, without a concerted effort along this line the Commission believes that even with improved economic conditions, all governmental bodies will be involved in a continued heavy drain for the granting of subsistence allowances because of the unsuitability of many receiving Aid for the requirements of primary and secondary industries.

As directed by the Act, special consideration was given by the National Employment Commission—with the aid of the Youth Employment Committee—to the question of apprenticeship and learnership (the latter term being used to designate relatively short training courses to help in broadening the work-experience of the mass-production worker in order to make him more than a "one job" man). A plan was recommended whereby standardization of effort along sound and uniform principles could be achieved by means of a minor financial contribution by the Dominion government and/or Provincial governments to the expenditures of industry.

D. PLANS FOR ASSISTED LAND SETTLEMENT

A study of the problem in regard to farmers and settlers receiving "Unemployment" Aid as disclosed by the Commission registration of relief recipients, indicated that, apart from the drought areas for which special consideration has already been arranged by the government, the bulk of the problem lies in the dependency created through direct unemployment relief having been accorded to families in the colonization areas, and during the off-season period in the tourist areas. The correction of this situation will depend in large measure on the policies which the Provinces in question wish to adopt to overcome the situation. The attention of the principal Provinces in question, i.e., Ontario and Quebec, has been called to the desirability of discussions with a view to formulating policies to meet the situation.

Many proposals made to the Commission in connection with land settlement schemes were rejected as containing similar elements of failure to those evident in connection with the schemes applying to the so-called "colonization" areas, i.e., that those afforded assistance would tend to go on relief as soon as the subsidies ceased.

As regards assisted land settlement as a means of placing in employment those at present receiving Unemployment Aid, the National Employment Commission recognized that there is a certain class of urban Aid recipient whom it will be difficult to place in any industrial wage-earning capacity, however good the industrial conditions. This difficulty arises partly from lack of a previous working record to provide an appropriate background of work-experience, partly from the more recent tendency in industry to adopt a prescribed age for hiring new employees, and partly from the fact that many recipients of Aid have, during the extended period of the depression, permanently lost their employability to a considerable degree. For some of these, measures whereby they will contribute

to their partial or entire support by working on the land undoubtedly have a special value. Such plans should originate locally, however, and will require careful thought and organization, since, otherwise, experience has shown the problem of Unemployment Aid is merely transferred from one locality to another.

E. PUBLIC WORKS PROGRAMS

In accordance with specific duties placed upon the Commission by the National Employment Commission Act 1936 "to investigate and report upon proposals for the carrying out of programs of public works and other projects to aid in providing employment" and to recommend methods for mobilizing and co-ordinating the activities of the Dominion, Provinces, Municipalities and other agencies, the Commission studied many varied proposals made to it for extensions in public works programs, as also the facts in so far as data were available as to the results achieved from previous public works programs from an employment angle.

With the rapid improvement taking place in employment conditions in private industry, the Commission decided to recommend that, *at this stage of the recovery*, not only should there be no expansion in public works programs, but that there should be a very substantial contraction in the total governmental expenditures for public works projects. It was felt that the further substantial growth anticipated in employment by private industry; the large railway equipment orders being placed this year; and the stimulation provided to the construction industry by the housing policy in so far as it already has been put into practical effect, fully justifies this recommendation. Further, that the restriction which would be placed upon the expansion of private industry by any important measure of government competition for the already diminishing supply of skilled workers should be avoided as far as possible.

The Commission also recommended that where public works, originated for the purpose of providing employment, were nevertheless contemplated, they should be subjected to an evaluation both by the governmental departments involved and by the National Employment Commission, based on the following criteria:—

1. Importance in stimulating increased non-governmental expenditures;
2. Economic importance in improving the competitive position of industry, particularly of export industries;
3. Value in absorbing a high proportion of the type of labour available in the district in question, while at the same time making but slight demands on those types of labour of which a scarcity is becoming increasingly apparent;
4. Low operating costs and low permanent overhead charges (e.g., interest, etc.) in order to permit of economies for governmental units as conditions improve;
5. Social value to the community.

The Commission still feels that, at this stage, in addition to the beneficial effects through the financial advantage to the country at large, the policy it has recommended would be most liable directly to help the employment situation.

The use of public works programs at other stages of a depression will be dealt with in the report on long-range policies.

III. FORMULATION OF RECOMMENDATIONS REGARDING PRACTICAL MEASURES FOR ENSURING EFFICIENCIES AND ECONOMIES IN THE ADMINISTRATION OF AID

The Commission has given prolonged study to this phase of the duties assigned to it.

As it is held that the division of authority under the British North America Act gives to Provincial governments exclusive jurisdiction in the field of civil rights, the prior obligation in meeting dependency rests primarily with the Municipality or, in turn, the Province. And while appreciating that changing conditions in economic life; the limited taxation powers of local units of government; and the fact that Dominion policies affect local employment opportunities, have led to participation by the Dominion in meeting the cost of economic dependency, nevertheless the Commission strongly recommended that, as long as the present constitutional basis exists, the method introduced in 1934, of granting Aid on a temporary or emergency basis without definite or adequate control should be abandoned by the Dominion and the following basic principles accepted:—

1. That the primary responsibility for the relief of distress should remain with the Municipal authority and/or the Province;
2. That the Dominion should contribute thereto only when in its view it is shown that a practical necessity exists because of the *unusual* nature or extent of the distress;
3. That the Dominion should attach such conditions in the granting of such Aid as it deems necessary and proper with due regard to—
 - (a) careful co-ordination of effort, and
 - (b) supervision through the designation of a proper Dominion authority.

In handling the question of Aid distribution it is in the opinion of the Commission of the utmost importance that great care should be taken to provide such Aid as is given under its proper name. In other words, it is considered that Unemployment Aid should only be given where it is demonstrated beyond doubt that unemployment is in question. Apart from the obvious financial advantage of such a course to the Province and Municipality through the effects on the cost of assistance to Aid recipients, the present method presents a danger even from the viewpoint of recipients of Aid themselves, in that if individuals who are unemployable or of doubtful employability are given Aid under the heading of Unemployment Aid, inevitably they are put in an anomalous and dangerous position and as a result may at any time find themselves cut off from the assistance they have been receiving, even though desperately in need. Similarly, where a family's need does not really arise from unemployment, then the Aid given should not be *Unemployment* Aid, for in that case unemployment is made a pre-requisite of assistance and a premium is placed on it.

The broad breakdown of the different types of Aid which it is proposed should therefore be used in future is as follows:—

1. Persons ordinarily "gainfully working" on a self-supporting basis, but requiring Aid due to economic causes (generally referred to as "unemployed" persons);
2. Persons requiring assistance or relief due to physical, mental or social handicap (generally referred to as "unemployable" persons).

As previously shown, Dominion Aid to Provinces and Municipalities has been restricted in intent and policy to the relief of those in the first main group, but in the unusual pressure of recent years, and largely attributable to the adoption in 1934 of the lump sum payments to Provinces, in practice

there has been a general tendency for Provinces and Municipalities to apply Dominion Aid to the relief of both types of distress.

The problem now is so to re-align the administration of Dominion Aid as to ensure that the Dominion shall contribute only for persons who are ordinarily self-supporting, which Aid would, therefore, diminish with improved economic and agricultural conditions.

These ordinarily self-supporting persons in the first group mentioned above would receive Aid under the following three classifications:—

- (a) "Unemployment Aid" for unemployed persons, i.e., those normally self-supporting as "wage-earners";
- (b) "Occupational Aid" for persons out of occupation, i.e., those normally self-supporting on other than a wage-earning basis;
- (c) "Agricultural Aid" for distressed agriculturists because of crop failure due to flood, pest, drought, etc.

The actual conditions which the Commission has recommended should be attached to further Dominion Grants-in-Aid to the Provinces are clearly indicated in the following program of practical steps which the Commission has further recommended should be taken in negotiating Grants-in-Aid agreements with the Provinces:—

1. A formal application to be required from each Province accompanied by:—
 - (a) Evidence showing the financial need of the Province, including its Municipalities;
 - (b) Evidence based on Provincial records, of the need for "Unemployment" "Occupational" and "Agricultural Aid" as shown by "Budgets" for the coming year, covering the probable extent of the need in each region or Municipality and in the Province as a whole.
2. The effectiveness of Provincial and Municipal provisions in limiting Dominion grants to the purposes for which they are intended, to be subjected to Dominion scrutiny:—
 - (a) By examination of administrative controls;
 - (b) By examination of schedules of allowances.
3. Allowance to be made for such financial grants as may have been given in other forms to the district in question, e.g., through works projects, retraining and re-conditioning schemes.
4. To the extent that the Dominion is satisfied with the case for assistance made by the Province and its Municipalities, as also with the willingness of these units to co-operate with the Dominion in effective administration of Aid to which the Dominion contributes and in practical plans for making it certain that those unemployed or out of occupation can and will move into employment as rapidly as employment opportunities offer; then Grants-in-Aid to be made under conditions which will include the following:—
 - (a) Restriction of Dominion Aid to those ordinarily self-supporting and to those areas for which Dominion Aid is given;
 - (b) Establishment by the Province of standards of eligibility and their enforcement by having Employment Service or Agricultural Service officials receive or pass on applications for Aid;
 - (c) Observance of the principle of maintenance of incentive to accept employment by relating the maximum Aid to actual earnings of unskilled labour in each centre or regional division, while preserving standards of health and decency;

- (d) Limitation of shelter allowances to a definite relationship with assessments and total shelter disbursements to a reasonable proportion of total cost of Aid granted;
 - (e) Requirement of "Cancellation of Aid" cards to provide running records of earnings permitting of prompt assessment of further need for Aid, this in order to facilitate the acceptance of casual employment;
 - (f) Requirement of periodic reports to show degree to which Province is complying with the above and other conditions. These to include among others:
 - (i) Schedules of allowances, costs of living and average earnings of unskilled workers;
 - (ii) Reports on cases in receipt of Aid continuously for 12 months or recurrently for parts of two years;
 - (iii) Other reports as required from time to time;
 - (g) Assurance of co-operation with the Dominion in carrying on the national registration of relief recipients; the pre-audit and an investigation of circumstances of individual relief recipients, as recommended;
 - (h) Assurance of co-operation in registration; establishment of residence and reciprocal maintenance for self-dependent persons and migrant families, as recommended.
5. A contribution in accord with the needs of each particular Province, as demonstrated by the data submitted, to be agreed upon.

The Minister has advised the Provinces of the necessity of complying in general terms with the above conditions, when filing applications for further Grants-in-Aid. The Commission also understands that machinery for a current audit in the field in connection with disbursements of Aid—also recommended earlier by the Commission as providing a better means of expenditure-control than the present post-audit in Ottawa—has been set up by the Dominion government.

The phase of the work dealt with above covers "the organization of Aid to persons in distress due to economic causes" to which the Dominion contributes. The Commission is now engaged in preparing its recommendations in regard to the second main division of those requiring relief, i.e., the "organization of Assistance and Relief to those suffering from mental, physical or social handicap," and additionally in connection with the co-ordination of Aid, Assistance and Relief measures, including voluntary relief. Recommendations to cover these further phases of the subject will be subsequently submitted.

IV. THE FORMULATION OF RECOMMENDATIONS FOR THE SETTING UP OF MACHINERY TO CARRY OUT COMMISSION POLICIES APPROVED BY THE GOVERNMENT

The work of the Commission under this section of its duties follows:—

A. EMPLOYMENT SERVICE OF CANADA

Early in the Commission's investigations it became evident that the first and most vital step necessary to the successful handling of employment, re-employment and Aid administration problems is the development of more efficient Employment Services throughout Canada. The present Provincial Employment Services are in practice unfitted to meet the exigencies of the situation. Divided responsibilities and diversity of aims between different Provinces; unequal development as regards numbers, types and functions of local offices; unsuitable locations of premises; defects in Provincial boundaries

when used as economic administrative units, etc., have all tended to result in the Provincial Employment Services not being utilized fully either by employer or by employee.

The provision of a proper link between employer and employee; of local advisory councils supplementary to local Employment Service offices in order to provide focal points for attacks on local problems; of means for gauging the relative degree of employability of those in receipt of Aid, are of pre-eminent importance if any real progress is to be achieved in handling unemployment problems. Indeed this is the experience of other countries also.

Bearing in mind the desirability of uniformity of practice where financial Aid for the Dominion is in question; of freedom from local pressure in administration; of a Dominion source of local information independent of Province or Municipality in respect to unemployment assistance, etc., the Commission recommended in August, 1936, that the Employment Service be administered nationally. In any case the situation requires increased and improved service which will cost more, but it is recognized that national administration in itself would not add anything to the total cost to the country as a whole. The Commission, however, believes the extra cost to the Dominion government of the transfer from the Provinces would be more than offset by efficiencies and, therefore, economies which would result.

B. CO-OPERATION WITH PROVINCES AND MUNICIPALITIES

Throughout the period of the Commission's operations various members of the Commission have had contacts with Provincial governments and Municipal bodies across Canada regarding a great many problems involved in the Commission's work. Particularly has this been the case where the carrying out of National Employment Commission programs approved by the Dominion government has been in question. Care has, however, been exercised not to discuss Commission policies with such bodies before Dominion government approval of policies has been given.

The Commission's advice has also been given to Municipal units on unemployment relief matters when requested, with due regard always to the protection of Provincial responsibility for Municipal actions.

C. PUBLICITY

The National Employment Commission Act, 1936, required the Commission to ensure such publicity as in its view was necessary to enable it effectively to discharge its powers and duties. The Commission's publicity has been confined to policies previously approved by the Dominion government.

The main work to date has been in connection with the promotion of the Home Improvement Plan, which the Commission was asked by the Dominion government to undertake and which promotion work was effected through the medium of funds supplied by industry and by community-minded citizens.

Preparations are well advanced for the issue (beginning in the immediate future) of a periodic bulletin to provide a running record of the salient points regarding unemployment and employment.

CONCLUSION

Employment conditions have shown a very material improvement during the period of the Commission's activities. The employment index, issued by the Dominion Bureau of Statistics, covering the group of individual employers having fifteen or more employees each (representing, it is estimated, nearly half of all wage-earning employees in Canada) has risen from 104·6 per cent on July 1, 1936, (1926=100) to 119·1 per cent at the end of June, 1937. Unemployment in trade unions reporting has fallen from 13·9 per cent to 10·4 per cent in the same period. Even allowing for growth in population and for the drift into wage-earning industry of those previously working on their own, this gives evidence of the marked way in which the employable unemployed are being absorbed into industry. There are evidences of further improvement ahead, and there are probabilities of a shortage in the supply of skilled workers in many centres in the relatively early future, should the improvement continue.

The decline in those on the relief rolls is less striking but appreciable, the total reduction from June, 1936, to June, 1937, being estimated at 12·75 per cent or, excluding the drought areas, 19·5 per cent. The lesser improvement in this index is in part due to the fact that many of the unemployed who have in the period named found their way back into industry had without doubt managed to avoid going "on relief," in part also to the fact that the relief lists include large numbers of persons who are in no real sense of the word "employable."

The National Employment Commission reiterates the extreme importance it attaches to early action along four particular lines:—

1. *Continued Registration of All Persons in Receipt of Aid.*

Improved conditions should not be allowed to interfere with the obtaining of an accurate running record of the circumstances of all those receiving Aid.

2. *Improvement in Efficiencies of the Employment Service of Canada.*

It is the Commission's conviction that prompt progress in this field is a pre-requisite of success in the handling of re-employment problems and in securing reliable local information and efficient control in the administration of Aid.

3. *The Establishment of Demonstrated Need as a Basis for Grants-in-Aid by the Dominion to the Provinces; by the Provinces to the Municipalities; and by the Municipalities to the Recipients of Aid.*

Emphasis is laid upon the necessity of a return to the original basis whereby Dominion Aid to the Provinces is restricted to cases where an abnormal unemployment burden is in question. Further, that before such grants are accorded—

- (a) Financial necessity of the Province in so far as the Dominion is concerned, and of the Municipality in so far as the Province is concerned, shall have been proved;
- (b) All applications shall be accompanied by estimates of costs of the different kinds of need for which Aid is being granted in all Municipal and territorial units;
- (c) Administrative practices shall be acceptable;
- (d) Standards of Aid shall be acceptable;
- (e) Co-operation shall be guaranteed to the Dominion in carrying out registration, pre-audit and other essential investigations.

The same principle, i.e., the proof of need, should carry through to the conditions made by Provinces to Municipalities, and by Municipalities to Aid recipients.

4. *The Provision of an Adequate Appropriation to be Used as a Nucleus for Developing Local Training, Reconditioning and Rehabilitation Projects.*

Without comprehensive action along this line the Commission considers no national economy commensurate with what it considers should result from improved economic conditions can be expected in the nation's financial relief burden.

This report has outlined in a general way the work and recommendations of the National Employment Commission up to June 30, 1937. In order to complete the record a further memorandum is attached covering details in regard to appointments, powers, and duties, organization, meetings, expenses, etc., of the Commission for the period under review, along with a summary of the Commission's recommendations and tables providing certain information obtained from the registration of relief recipients.

APPENDIX

SUMMARY OF COMMISSION RECOMMENDATIONS

(Other than those in connection with personnel)

Subject Matter	Recommended to Minister	Action taken
I. REGISTRATION		
For a national registration of relief recipients..	June 30, 1936.....	Approved July 4, 1936.
II. EMPLOYMENT SERVICE		
For the national administration of the Employment Service of Canada.	August 11, 1936	} No action.
For consideration of Commission recommendation without regard to cost to Dominion of transfer of expense from Provinces to Dominion, this in view of vital importance in handling employment and Aid problems.	January 29, 1937	
III. NATIONAL ADVISORY COMMITTEE		
For composition of, and personnel for, Committee.	August 25, 1936) October 18, 1936) December 7, 1936) Partially met by appointments made to Women's and Youth Employment Committees.
IV. HOMELESS ADULTS		
For a Dominion/Provincial co-operative policy in connection with winter employment of homeless adults and for a Farm Improvement and Employment Plan to carry out that policy.	August 27, 1936.....	Approved September 9, 1936.
For supplementary plans to carry out the policy in certain Provinces:—		
Manitoba.....	October 20, 1936.....	Approved.
Alberta.....	November 5, 1936.....	Approved.
British Columbia.....	November 5, 1936.....	Approved.
Saskatchewan.....	December 4, 1936.....	Rejected.
New Brunswick.....	December 17, 1936.....	Approved.
Ontario.....	January 23, 1937.....	Rejected.
For a national parkway in the Gatineau.....	September 2, 1936.....	No action.
For an extension to April 30th of the Farm Improvement and Employment Plan.	February 10, 1937.....	Approved April 15, 1937.

SUMMARY OF COMMISSION RECOMMENDATIONS—Continued
(Other than those in connection with personnel)

Subject Matter	Recommended to Minister	Action taken
V. HOUSING		
For a Dominion government housing policy including a detailed Home Improvement Plan, and basic principles to govern a low rental housing plan.	September 2, 1936.....	Approved September 9, 1936.
For a detailed low rental housing plan.....	February 10, 1937}.....	No action.
For draft legislation to embody the low rental housing plan.	March 25, 1937}	
VI. TRAINING AND RE-CONDITIONING		
For use of balances available under Technical Education Act for training girls in certain Western Provinces.	August 28, 1936.....	Approved August 29, 1936.
For co-operative Dominion/Provincial action in youth re-training plans:— (a) National Volunteer Forestry Service. (b) Young men's urban training centres.	December 3, 1936.....	Commission advised January 18, 1937, that in accordance with reference in Speech from the Throne, authorization had been given to Minister to confer with Provinces, but without regard to any definite sum. Appropriation for partial fulfilment of plans later provided under Vote 308.
For financial provision during fiscal year beginning April 1, 1937, for a definite program to increase by reconditioning measures the "employability" of relief recipients of all ages; this in substitution of the present practice of indiscriminate Grants-in-Aid.	February 18, 1937}..... February 24, 1937}	No action.
For a Dominion policy for apprenticeship and learnership including basic conditions to be embodied in plans therefor, and extent of suggested Dominion/Provincial participation therein.	February 23, 1937.....	No action.
For Dominion requirement that Provinces shape their suggestions for such Dominion/Provincial co-operative works projects as are developed for relief purposes along lines which would increase "employability" of relief recipients.	March 25, 1937.....	No action.
For training centres for urban, and extension courses for rural young women.	May 20, 1937.....	Partially met by provisions of Vote 308.
For the carrying out of training projects under Vote 308.	May 5, 1937} May 28, 1937} June 10, 1937} June 12, 1937}	Embodied in agreements with Provinces.
VII. PUBLIC WORKS		
For a basis to govern the Commission's duties in relation to the public works program and to public works projects for the coming fiscal year.	December 4, 1936.....	Approved December 15, 1936 but not put into practical operation.
For an over-all contraction in the 1937-38 public works program.	January 8, 1937.....	Action taken to extent indicated by estimates for new fiscal year.
For further consideration of Commission's previous recommendations in view of developments; along with a clarification and amplification of those recommendations.	February 9, 1937}..... February 18, 1937}	No action.
VIII. AGRICULTURAL RELIEF		
For Dominion/Provincial conferences with Provinces of Ontario and Quebec to develop the situation regarding so-called "farmers" on relief, including a detailed plan of action to be considered at such conferences.	December 8, 1936.....	Approved December 15, 1936. Conferences not yet held.

SUMMARY OF COMMISSION RECOMMENDATIONS—*Concluded*
(Other than those in connection with personnel)

Subject Matter	Recommended to Minister	Action taken
IX. AUDIT OF RELIEF EXPENDITURES		
For a current audit in the field to replace the present post-audit at Ottawa.	January 15, 1937.....	Approved April 15, 1937.
X. ORGANIZATION AND CO-ORDINATION OF AID		
For conditions to be attached to future Dominion Grants-in-Aid to the Provinces, including a complete plan for the better organization of Aid to which the Dominion contributes.	March 20, 1937}..... March 25, 1937}	Partially approved June 23, 1937; balance under consideration.

APPENDIX "B"

ORGANIZATION DETAILS, ETC., TO DECEMBER 22, 1937

Personnel of the National Employment Commission

Arthur B. Purvis, of the City of Montreal, Quebec, Chairman;
 Tom Moore, of the City of Ottawa, Ontario, Vice-Chairman;
 W. A. Mackintosh, of the City of Kingston, Ontario;
 A. Marois, of the City of Quebec, Quebec;
 A. N. McLean, of Blacks Harbour, New Brunswick;
 Mrs. Mary M. Sutherland, of Wells, British Columbia;
 E. J. Young, of Dummer, Saskatchewan.

Committees consisting of two or more members of the Commission

Housing and Home Improvement Plan
 Registration
 National Advisory Committee
 Grand River Conservation Commission
 Gatineau Park Proposal
 Public Works Policy
 Apprenticeship
 Employment Service
 Women's Problems
 Youth Training Projects
 Agricultural Rehabilitation
 Co-ordination of Aid

Personnel of the National Advisory Committee

Women's Employment Committee

Mrs. Walter Lindal, of the City of Winnipeg, Manitoba, Chairman;
 Madame Maurice Cormier, of the City of Montreal, Quebec;
 Mrs. A. J. Currie, of Govan, Saskatchewan;
 Mrs. L. G. Ferguson, of Westville, Nova Scotia;
 Miss Ruth Low, of the City of Kitchener, Ontario.
 This Committee submitted its final report on December 10, 1937.

Youth Employment Committee

Alan Chambers, of the City of Victoria, B.C., Chairman;
 Joseph McCulley, of Newmarket, Ontario;
 A. Montpetit, of the City of Montreal, Quebec;
 W. C. Nickerson, of the City of Halifax, Nova Scotia;
 R. F. Thompson, of the City of Toronto, Ontario. (Since resigned).

This Committee submitted its final report on February 1, 1937. Individual members of both of these Committees have been active for some time in connection with the Dominion-Provincial Youth Training and Reconditioning projects.

Staff

There are sixteen employees on the Commission's pay-roll, including the Director of Registration but excluding the staff of the registration section (see page 24) which has been carried on separately from the Secretariat.

COMMISSION MEETINGS

Twenty-nine regular meetings and one special meeting were held since June 1, 1936.

COMMISSION EXPENDITURES TO DECEMBER 22, 1937

	1936-37	1937-38 to date	Total
	\$ cts.	\$ cts.	\$ cts.
Appropriation.....	125,000 00	150,000 00	
Commissioners:—			
Compensation.....	14,036 25	12,565 00	
Living expenses.....	5,228 22	2,376 21	
Travelling expenses.....	3,350 06	1,613 06	
Total.....	22,612 52	16,554 27	39,166 79
Women's and Youth Employment Committees:—			
Living expenses.....	12,915 00	7,635 00	
Travelling expenses.....	2,851 88	1,666 76	
Total.....	15,766 88	9,301 76	25,068 64
Staff and Consultants:—			
Salaries.....	28,245 56	31,168 18	
Travelling expenses.....	1,692 53	485 97	
Total.....	29,938 09	31,654 15	61,592 24
Furniture, stationery, communications and all other office expenditures.....	20,649 44	7,675 15	28,324 59
Total.....		65,185 33	
Total Expenditures to Date.....	88,966 93		154,152 26

Note:—There are a number of outstanding liabilities as of December 22, such as Commissioners' and Committee members' current expenses claims, printing, stationery, telephone, telegraph and miscellaneous accounts which have not yet been rendered, estimated at..... \$ 2,800 00

REGISTRATION DIVISION

The expenditures on the Registration, from its inception to December 21, 1937, were \$128,304.10.*

The numbers of the staff engaged on the Registration have varied considerably from time to time, an average of slightly under 50 having been employed during most of the time. However, with the first Registration in September, 1936, and with the Re-registration in September, 1937, additional staff were required for a period of a few weeks, the peak number being reached in October, 1936, when the staff aggregated 80. As at December 31, 1937, the staff will number 52.

PROPOSALS

Five hundred proposals, filed with the Commission, were studied and appropriate action taken thereon.

* Accounts payable at December 21, 1937, chiefly for printing, amounted to approximately \$5,000.

APPENDIX "C"

REPORT ON REGISTRATION OF RECIPIENTS OF AID TO WHICH
THE DOMINION GOVERNMENT CONTRIBUTED

Registration Tables for September, 1937, with similar data from the
September, 1936, registration where available.

SEPTEMBER, 1937

(1) The tables in this report giving numbers of persons in receipt of aid to which the Dominion contributed do not include those employed on works projects undertaken as a substitute for Material Aid (Direct Relief) to alleviate unemployment, except Table E-I.

(2) Figures for the Province of New Brunswick are not included throughout the present tables as that Province reported having substituted, since April 1, for payment of Material Aid, works projects to which the Dominion contributed.

(3) In Tables A-III and D-II only cities of the class dealt with are included where they were distributing in September, 1937, Material Aid to which the Dominion contributed.

(4) August and September figures throughout the tables are complete apart from the figures for Saskatchewan which are subject to revision after final reports have been received from the Provincial government.

(5) Figures herein for July and earlier months are as finally revised.

(6) Figures for September, 1937, are from the second national registration carried out for the Commission.

NATIONAL EMPLOYMENT COMMISSION

**Report on Registration of Recipients of Aid to which the
Dominion Government Contributed**

September, 1937

SECTION A

**Relating to Fully Employable Persons of both Sexes Sixteen
Years of Age or over in Receipt of Material Aid**

Such persons may previously have been working as wage-earners or "on their own" in occupations, or otherwise may be presumed to be potential wage-earners.

Farm resident operators and their dependents who receive Agricultural Aid are *not* included.

A-1—FULLY EMPLOYABLE PERSONS OF BOTH SEXES IN RECEIPT OF MATERIAL AID TO WHICH THE DOMINION CONTRIBUTED

(Exclusive of Farm Resident Operators and their Dependents who receive Agricultural Aid)
 Month of September, 1937, compared with August, 1937, and September, 1936

DOMINION AND PROVINCIAL SUMMARY

	Heads of Families	Individual Persons	Dependents 16 years and over (other than wives) presumably available for work	Total September, 1937	Comparable Totals	
					August, 1937	September, 1936
DOMINION SUMMARY:—						
Cities over 25,000.....	54,864	11,456	17,849	84,169	101,709	145,246
Cities of 10,000 to 25,000.....	4,248	369	1,790	6,407	8,774	15,194
Towns of 1,000 to 10,000.....	8,839	1,025	3,660	13,524	18,433	26,161
Rest of Provinces.....	7,269	866	3,261	11,396	14,045	19,822
Total.....	75,220	13,716	26,560	115,496	142,961	206,423
DETAIL BY PROVINCES						
PRINCE EDWARD ISLAND:—						
Cities over 25,000.....	—	—	—	—	—	—
Cities of 10,000 to 25,000.....	5	1	29	35	43	37
Towns of 1,000 to 10,000.....	—	—	—	—	—	—
Rest of Province.....	26	1	27	54	154	99
Total.....	31	2	56	89	197	136
NOVA SCOTIA:—						
Cities over 25,000.....	902	123	220	1,245	1,310	1,975
Cities of 10,000 to 25,000.....	148	76	46	270	334	454
Towns of 1,000 to 10,000.....	287	69	153	509	1,233	1,642
Rest of Province.....	—	—	—	—	—	—
Total.....	1,337	268	419	2,024	2,877	4,071
NEW BRUNSWICK:—						
Cities over 25,000.....	—	—	—	—	—	—
Cities of 10,000 to 25,000.....	—	—	—	—	—	—
Towns of 1,000 to 10,000.....	—	—	—	—	—	—
Rest of Province.....	—	—	—	—	—	—
Total.....	—	—	No Registration.	—	—	—
QUEBEC:—						
Cities over 25,000.....	21,441	4,439	9,077	34,957	41,052	64,565
Cities of 10,000 to 25,000.....	597	12	475	1,084	1,832	5,446
Towns of 1,000 to 10,000.....	1,174	62	758	1,994	3,219	5,887
Rest of Province.....	495	15	558	1,068	1,564	7,258
Total.....	23,707	4,628	10,868	39,103	47,667	83,156
ONTARIO:—						
Cities over 25,000.....	17,139	3,092	4,891	25,122	30,432	45,806
Cities of 10,000 to 25,000.....	1,525	69	615	2,209	3,194	5,920
Towns of 1,000 to 10,000.....	4,721	287	1,743	6,751	8,950	13,454
Rest of Province.....	508	24	293	825	1,874	3,470
Total.....	23,893	3,472	7,542	34,907	44,450	68,650
MANITOBA:—						
Cities over 25,000.....	5,078	1,556	1,305	7,939	8,332	10,466
Cities of 10,000 to 25,000.....	769	36	203	1,008	1,150	1,296
Towns of 1,000 to 10,000.....	312	13	120	445	667	809
Rest of Province.....	1,271	57	437	1,765	2,531	2,665
Total.....	7,430	1,662	2,125	11,217	12,680	15,236
SASKATCHEWAN:—						
Cities over 25,000.....	2,381	191	747	3,319	3,830	3,476
Cities of 10,000 to 25,000.....	670	64	204	938	1,145	956
Towns of 1,000 to 10,000.....	1,228	92	458	1,778	1,780	1,350
Rest of Province.....	3,045	354	1,235	4,634	3,376	1,768
Total.....	7,324	701	2,644	10,669	10,131	7,548

• A-1—FULLY EMPLOYABLE PERSONS OF BOTH SEXES IN RECEIPT OF MATERIAL AID TO WHICH THE DOMINION CONTRIBUTED—*Concluded*

(Exclusive of Farm Resident Operators and their Dependents who receive Agricultural Aid)
 Month of September, 1937, compared with August, 1937, and September, 1936

DOMINION AND PROVINCIAL SUMMARY

	Heads of Families	In- dividual Persons	Dependents 16 years and over (other than wives) presumably available for work	Total Septem- ber, 1937	Comparable Totals	
					August, 1937	Septem- ber, 1936
ALBERTA:—						
Cities over 25,000.....	3,876	1,099	737	5,712	9,752	7,884
Cities of 10,000 to 25,000.....	332	18	104	454	717	667
Towns of 1,000 to 10,000.....	205	115	94	414	472	391
Rest of Province.....	945	90	313	1,348	2,115	1,543
Total.....	5,358	1,322	1,248	7,928	13,056	10,485
BRITISH COLUMBIA:—						
Cities over 25,000.....	4,047	956	872	5,875	7,001	11,074
Cities of 10,000 to 25,000.....	202	93	54	349	359	418
Towns of 1,000 to 10,000.....	912	387	334	1,633	2,112	2,628
Rest of Province.....	979	325	398	1,702	2,431	3,021
Total.....	6,140	1,761	1,658	9,559	11,903	17,141

A-II—FULLY EMPLOYABLE PERSONS IN RECEIPT OF MATERIAL AID TO WHICH THE DOMINION CONTRIBUTED

(Exclusive of Farm Resident Operators and their Dependents who receive Agricultural Aid)

Month of September, 1937

CLASSIFIED BY DOMESTIC STATUS AND SEX

	Heads of Families			Individual Persons			Dependents (other than wives)						Grand Total					
	Male	Female	Total	Male	Female	Total	Previously Gainfully Employed			Not Previously Gainfully Employed			Male	Female	Total			
							Male	Female	Total	Male	Female	Total						
DOMINION SUMMARY:—																		
Cities over 25,000.....	47,426	7,438	54,864	7,690	3,766	11,456	4,033	2,402	6,435	5,553	5,861	11,414	64,702	19,467	84,169			
Cities of 10,000 to 25,000.....	3,638	610	4,248	271	98	369	320	207	527	588	675	1,263	4,817	1,590	6,407			
Towns of 1,000 to 10,000.....	7,869	970	8,839	682	343	1,025	500	300	800	1,439	1,421	2,860	10,490	3,034	13,524			
Rest of Provinces.....	6,418	851	7,269	677	189	866	548	272	820	1,179	1,262	2,441	8,822	2,574	11,396			
Total.....	65,351	9,869	75,220	9,320	4,396	13,716	5,401	3,181	8,582	8,759	9,219	17,978	88,831	26,665	115,496			
DETAIL BY PROVINCES																		
PRINCE EDWARD ISLAND:—																		
Cities over 25,000.....	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-			
Cities of 10,000 to 25,000.....	1	4	5	-	1	1	-	-	-	19	10	29	20	15	35			
Towns of 1,000 to 10,000.....	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-			
Rest of Province.....	18	8	26	1	-	1	6	2	8	10	9	19	35	19	54			
Total.....	19	12	31	1	1	2	6	2	8	29	19	48	55	34	89			
NOVA SCOTIA:—																		
Cities over 25,000.....	739	163	902	79	44	123	56	45	101	60	59	119	934	311	1,245			
Cities of 10,000 to 25,000.....	125	23	148	73	3	76	2	3	5	29	12	41	229	41	270			
Towns of 1,000 to 10,000.....	247	40	287	57	12	69	17	3	20	70	63	133	391	118	509			
Rest of Province.....	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-			
Total.....	1,111	226	1,337	209	59	268	75	51	126	159	134	293	1,554	470	2,024			
NEW BRUNSWICK:—																		
Cities over 25,000.....							No Registration											
Cities of 10,000 to 25,000.....							No Registration											
Towns of 1,000 to 10,000.....							No Registration											
Rest of Province.....							No Registration											
Total.....																		

QUEBEC:—																
Cities over 25,000.....	19,005	2,436	21,441	3,410	1,029	4,439	2,309	1,196	3,505	2,573	2,999	5,572	27,297	7,660	34,957	
Cities of 10,000 to 25,000.....	578	19	597	8	4	12	84	41	125	149	201	350	819	265	1,084	
Towns of 1,000 to 10,000.....	1,066	108	1,174	38	24	62	72	38	110	316	332	648	1,402	502	1,904	
Rest of Province.....	430	65	495	11	4	15	81	18	99	221	238	459	743	325	1,068	
Total.....	21,079	2,628	23,707	3,467	1,061	4,528	2,546	1,293	3,839	3,259	3,770	7,029	30,351	8,752	39,103	
ONTARIO:—																
Cities over 25,000.....	13,901	3,238	17,139	1,175	1,917	3,092	1,154	691	1,845	1,582	1,464	3,046	17,812	7,310	25,122	
Cities of 10,000 to 25,000.....	1,248	277	1,525	31	38	69	131	75	206	192	217	409	1,602	607	2,209	
Towns of 1,000 to 10,000.....	4,237	484	4,721	156	131	287	289	158	447	667	629	1,296	5,349	1,402	6,751	
Rest of Province.....	416	92	508	10	14	24	35	18	53	124	116	240	585	240	825	
Total.....	19,802	4,091	23,893	1,372	2,100	3,472	1,609	942	2,551	2,565	2,426	4,991	25,348	9,559	34,907	
MANITOBA:—																
Cities over 25,000.....	4,292	786	5,078	1,147	409	1,556	257	256	513	404	388	792	6,100	1,839	7,939	
Cities of 10,000 to 25,000.....	654	115	769	19	17	36	50	59	109	69	85	154	792	276	1,068	
Towns of 1,000 to 10,000.....	265	47	312	3	10	13	18	25	43	36	41	77	322	123	445	
Rest of Province.....	1,049	222	1,271	22	35	57	100	89	195	98	144	242	1,275	490	1,765	
Total.....	6,260	1,170	7,430	1,191	471	1,662	431	429	860	607	658	1,265	8,489	2,728	11,217	
SASKATCHEWAN:—																
Cities over 25,000.....	2,268	113	2,381	167	24	101	78	54	132	322	293	615	2,835	484	3,319	
Cities of 10,000 to 25,000.....	550	120	670	45	19	64	32	16	48	71	85	156	698	240	938	
Towns of 1,000 to 10,000.....	1,082	146	1,228	56	36	92	52	37	89	189	189	369	1,370	408	1,778	
Rest of Province.....	2,826	219	3,045	300	54	354	223	98	321	420	494	914	3,769	865	4,634	
Total.....	6,726	598	7,324	568	133	701	385	205	590	993	1,061	2,054	8,672	1,997	10,669	
ALBERTA:—																
Cities over 25,000.....	3,600	276	3,876	942	157	1,099	122	102	224	266	247	513	4,930	782	5,712	
Cities of 10,000 to 25,000.....	322	10	332	14	4	18	13	7	20	44	40	84	393	61	454	
Towns of 1,000 to 10,000.....	169	36	205	102	13	115	18	8	26	33	35	68	322	92	414	
Rest of Province.....	806	139	945	52	38	90	58	30	88	133	92	225	1,049	299	1,348	
Total.....	4,897	461	5,358	1,110	212	1,322	211	147	358	476	414	890	6,694	1,234	7,928	
BRITISH COLUMBIA:—																
Cities over 25,000.....	3,621	426	4,047	770	186	956	57	58	115	346	411	757	4,794	1,081	5,875	
Cities of 10,000 to 25,000.....	160	42	202	81	12	93	8	6	14	15	25	40	264	85	349	
Towns of 1,000 to 10,000.....	803	109	912	270	117	387	34	31	65	137	132	269	1,244	369	1,633	
Rest of Province.....	873	106	979	281	44	325	39	17	56	173	169	342	1,366	336	1,702	
Total.....	5,457	683	6,140	1,402	359	1,761	138	112	250	671	737	1,408	7,668	1,891	9,559	

FINAL REPORT

A-III—FULLY EMPLOYABLE PERSONS OF BOTH SEXES IN RECEIPT OF MATERIAL AID
TO WHICH THE DOMINION CONTRIBUTED

(Exclusive of Farm Resident Operators and their Dependents who receive Agricultural Aid)

Month of September, 1937, compared with August, 1937, and September, 1936

SUMMARY FOR CITIES OF OVER 25,000 POPULATION*

City	Number of Persons Reported Fully Employable				
	September, 1937			August, 1937 Total	September, 1936 Total
	Male	Female	Total		
PRINCE EDWARD ISLAND.....	-	-	-	-	-
NOVA SCOTIA:—					
Halifax.....	934	311	1,245	1,310	1,975
QUEBEC:—					
Montreal.....	23,894	6,814	30,708	35,752	52,979
Quebec.....	2,509	562	3,071	3,301	5,493
Sherbrooke.....	62	42	104	120	465
Three Rivers.....	832	242	1,074	950	1,422
ONTARIO:—					
Brantford.....	413	74	487	681	1,220
Fort William.....	63	38	101	252	606
Hamilton.....	1,185	265	1,450	1,931	3,850
Kitchener.....	102	25	127	200	488
London.....	418	126	544	760	1,151
Ottawa.....	2,158	453	2,611	3,558	4,186
Toronto.....	11,713	5,912	17,625	20,126	28,801
Windsor.....	1,760	417	2,177	2,924	5,504
MANITOBA:—					
Winnipeg.....	6,100	1,839	7,939	8,332	10,466
SASKATCHEWAN:—					
Regina.....	1,804	361	2,165	2,525	2,384
Saskatoon.....	1,031	123	1,154	1,305	1,092
ALBERTA:—					
Calgary.....	2,981	493	3,474	5,743	4,558
Edmonton.....	1,949	289	2,238	4,009	3,326
BRITISH COLUMBIA:—					
Burnaby.....	1,051	250	1,301	1,283	1,503
Vancouver.....	3,379	763	4,142	5,100	8,802
Victoria.....	364	68	432	618	769

* Cities of over 25,000 population not distributing Material Aid in September are not included.

A-IV—FULLY EMPLOYABLE PERSONS SEPARATED BY INDUSTRY OF LAST NORMAL OR USUAL EMPLOYMENT IN RECEIPT OF MATERIAL AID TO WHICH THE DOMINION CONTRIBUTED

(Exclusive of Farm Resident Operators and their Dependents who receive Agricultural Aid)

Month of September, 1937

DOMINION AND PROVINCIAL SUMMARY

Note:—The following figures include all Classes of Fully Employable Persons as shown in Table A-I

Industry of Last Normal or Usual Employment	Numbers of Persons Reported Fully Employable											
	Dominion Summary			Prince Edward Island			Nova Scotia			New Brunswick		
	Male	Female	Total	Male	Female	Total	Male	Female	Total	Male	Female	Total
<i>In Primary Industries—</i>												
Farming.....	4,841	43	4,884	11	-	11	7	-	7			
Fishing.....	628	11	639	9	2	11	82	2	84			
Hunting.....	76	-	76	-	-	-	-	-	-			
Logging.....	771	9	780	-	-	-	2	-	2			
Mining.....	1,757	7	1,764	-	-	-	185	-	185			
Sub-Total.....	8,073	70	8,143	20	2	22	276	2	278			
<i>In Secondary Industries—</i>												
Communication.....	291	81	372	-	-	-	2	1	3		No	
Construction.....	18,893	38	18,931	2	-	2	131	11	142		Regis-	
Finance.....	579	39	618	-	-	-	6	-	6		tration	
General Labour.....	11,880	24	11,904	1	-	1	565	-	565			
Manufacturing.....	15,224	2,327	17,551	-	-	-	61	26	87			
Service.....	6,234	7,049	13,283	2	8	10	41	251	292			
Trade.....	10,323	1,379	11,702	-	1	1	70	33	103			
Transportation and Storage.....	8,156	46	8,202	-	-	-	190	-	190			
Sub-Total.....	71,580	10,983	82,563	5	9	14	1,066	322	1,388			
<i>All Industries—Total</i>	79,653	11,053	90,706	25	11	36	1,342	324	1,666			
Unclassified.....	419	6,393	6,812	1	4	5	53	12	65			
Never Gainfully Employed.....	8,759	9,219	17,978	29	19	48	159	134	293			
Sub-Total.....	9,178	15,612	24,790	30	23	53	212	146	358			
GRAND TOTAL	88,831	26,665	115,496	55	34	89	1,554	470	2,024			

A-IV—FULLY EMPLOYABLE PERSONS SEPARATED BY INDUSTRY OF LAST NORMAL OR USUAL EMPLOYMENT IN RECEIPT OF MATERIAL AID TO WHICH THE DOMINION CONTRIBUTED—*Continued*

34

Industry of Last Normal or Usual Employment	Numbers of Persons Reported Fully Employable								
	Quebec			Ontario			Manitoba		
	Male	Female	Total	Male	Female	Total	Male	Female	Total
<i>In Primary Industries—</i>									
Farming.....	277	1	278	786	5	791	443	11	454
Fishing.....	404	0	410	10	-	10	8	-	8
Hunting.....	9	-	9	5	-	5	10	-	10
Logging.....	230	2	232	114	2	116	33	-	33
Mining.....	108	4	112	131	-	131	38	-	38
Sub-Total.....	1,028	13	1,041	1,046	7	1,053	532	11	543
<i>In Secondary Industries—</i>									
Communication.....	53	26	79	84	33	117	32	7	39
Construction.....	8,974	11	8,985	5,020	9	5,029	1,279	3	1,282
Finance.....	177	6	183	234	23	257	33	-	33
General Labour.....	4,042	9	4,051	1,928	6	1,934	2,605	3	2,608
Manufacturing.....	4,738	1,113	5,851	7,013	873	7,886	775	176	951
Service.....	2,108	2,057	4,165	1,929	2,397	4,326	495	1,045	1,560
Trade.....	3,439	344	3,783	3,212	480	3,692	1,082	274	1,356
Transportation and Storage.....	2,456	16	2,472	2,214	14	2,228	919	5	924
Sub-Total.....	25,987	3,532	29,569	21,634	3,835	25,469	7,280	1,533	8,813
<i>All Industries—Total.....</i>	27,015	3,595	30,610	22,680	3,842	26,522	7,812	1,544	9,356
Unclassified.....	77	1,387	1,464	103	3,291	3,394	70	526	596
Never Gainfully Employed.....	3,259	3,770	7,029	2,565	2,426	4,991	607	658	1,265
Sub-Total.....	3,336	5,157	8,493	2,668	5,717	8,385	677	1,184	1,861
GRAND TOTAL.....	30,351	8,752	39,103	25,348	9,559	34,907	8,489	2,728	11,217

FINAL REPORT

**A-IV—FULLY EMPLOYABLE PERSONS SEPARATED BY INDUSTRY OF LAST NORMAL OR USUAL EMPLOYMENT IN RECEIPT
OF MATERIAL AID TO WHICH THE DOMINION CONTRIBUTED—Concluded**

Industry of Last Normal or Usual Employment	Numbers of Persons Reported Fully Employable								
	Saskatchewan			Alberta			British Columbia		
	Male	Female	Total	Male	Female	Total	Male	Female	Total
<i>In Primary Industries—</i>									
Farming.....	1,962	7	1,969	824	8	832	531	11	542
Fishing.....	-	-	-	5	-	5	110	1	111
Hunting.....	20	-	20	28	-	28	6	-	6
Logging.....	9	-	9	39	1	40	344	4	348
Mining.....	57	1	58	633	2	635	605	-	605
Sub-Total.....	2,048	8	2,056	1,527	11	1,538	1,596	16	1,612
<i>In Secondary Industries—</i>									
Communication.....	47	3	50	29	3	32	44	8	52
Construction.....	923	1	924	1,090	-	1,090	1,474	3	1,477
Finance.....	39	3	42	35	-	35	55	7	62
General Labour.....	1,445	4	1,449	910	2	912	324	-	324
Manufacturing.....	695	17	712	715	33	748	1,227	89	1,316
Service.....	596	337	933	498	446	944	505	488	1,053
Trade.....	1,063	49	1,112	716	79	795	741	119	860
Transportation and Storage.....	778	4	782	677	1	678	922	6	928
Sub-Total.....	5,586	418	6,004	4,670	564	5,234	5,852	720	6,072
<i>All Industries—Total.....</i>	7,634	426	8,060	6,197	575	6,772	6,948	736	7,684
Unclassified.....	45	510	555	21	245	266	49	418	467
Never Gainfully Employed.....	993	1,061	2,054	476	414	890	671	737	1,408
Sub-Total.....	1,038	1,571	2,609	497	659	1,156	720	1,155	1,875
GRAND TOTAL.....	8,672	1,997	10,669	6,694	1,234	7,928	7,668	1,891	9,559

NATIONAL EMPLOYMENT COMMISSION

**A-V—COMPARATIVE TABLE OF FULLY EMPLOYABLE PERSONS OF BOTH SEXES IN RECEIPT OF MATERIAL AID
TO WHICH THE DOMINION CONTRIBUTED**

(Exclusive of Farm Resident Operators and their Dependents who receive Agricultural Aid)

Months of September, 1936, to September, 1937

DOMINION AND PROVINCIAL SUMMARY

NOTE:—The following figures include all Classes of Fully Employable Persons

	Sept. 1936	Oct. 1936	Nov. 1936	Dec. 1936	Jan. 1937	Feb. 1937	Mar. 1937	April 1937	May 1937	June 1937	July 1937	Aug. 1937	Sept. 1937
DOMINION TOTAL	206,423	214,271	221,165	237,694	254,189	260,393	259,480	245,023	214,618	181,689	159,576	142,961	115,496
PRINCE EDWARD ISLAND	136	138	144	281	483	587	590	367	219	209	222	197	89
NOVA SCOTIA	4,071	4,249	4,292	4,649	4,736	4,889	4,847	4,674	4,148	3,698	3,450	2,877	2,024
NEW BRUNSWICK	-	-	-	-	1,785	1,851	1,806	-	-	-	-	-	-
QUEBEC	83,156	83,982	81,975	86,073	90,202	92,502	92,642	89,057	78,393	67,061	55,043	47,667	39,103
ONTARIO	68,650	70,884	74,408	81,082	86,535	87,332	85,214	79,199	66,781	54,137	48,681	44,450	34,907
MANITOBA	15,236	15,975	16,815	18,149	19,669	20,329	20,978	21,098	19,946	17,495	15,149	12,680	11,217
SASKATCHEWAN	7,548	8,730	9,742	10,704	11,478	11,814	11,889	11,582	10,837	10,143	10,164	10,131	10,669
ALBERTA	10,485	12,410	13,889	14,823	15,718	16,261	16,635	16,440	15,613	14,217	13,897	13,056	7,928
BRITISH COLUMBIA	17,141	17,903	19,900	21,933	23,583	24,828	24,870	22,606	18,681	14,729	12,970	11,903	9,559

SECTION B

Relating to Persons other than those Fully Employable in
Receipt of Material Aid

Such persons comprise:—

- (A) Partially employable, i.e., of doubtful employability;
- (B) Fully unemployable;
- (C) Non-worker type dependents consisting of:
 - (i) Wives;
 - (ii) Children under 16 years of age;
 - (iii) Others, 16 years and over, e.g., young people at school full time; unemployable dependent adults; and similar classes.

Farm Resident Operators and their Dependents who receive Agricultural Aid are *not* included.

B-1--PARTIALLY EMPLOYABLE AND FULLY UNEMPLOYABLE PERSONS (BOTH SEXES) IN RECEIPT OF MATERIAL AID TO WHICH THE DOMINION CONTRIBUTED

(Exclusive of Farm Resident Operators and their Dependents who receive Agricultural Aid)

Month of September, 1937

DOMINION AND PROVINCIAL CLASSIFICATION

	Partially Employable (of doubtful employability)				Fully Unemployable			Total
	Heads of families	In- dividual persons	De- pendents previously employed	Total	Heads of families	In- dividual persons	Total	
DOMINION SUMMARY:—								
Cities over 25,000.....	8,463	7,319	639	16,421	3,577	4,148	7,725	24,146
Cities of 10,000 to 25,000.....	1,360	453	78	1,891	1,218	669	1,887	3,778
Towns of 1,000 to 10,000.....	2,729	745	98	3,572	2,450	1,167	3,617	7,189
Rest of Provinces.....	2,441	1,149	50	3,640	2,103	1,541	3,644	7,284
Total.....	14,993	9,666	865	25,524	9,348	7,525	16,873	42,397
DETAIL BY PROVINCES								
PRINCE EDWARD ISLAND:—								
Cities over 25,000.....	-	-	-	-	-	-	-	-
Cities of 10,000 to 25,000.....	10	2	-	12	27	5	32	44
Towns of 1,000 to 10,000.....	-	-	-	-	-	-	-	-
Rest of Province.....	14	2	-	16	62	93	155	171
Total.....	24	4	-	28	89	98	187	215
NOVA SCOTIA:—								
Cities over 25,000.....	18	12	5	35	3	3	6	41
Cities of 10,000 to 25,000.....	26	12	4	42	1	-	1	43
Towns of 1,000 to 10,000.....	42	19	2	63	7	2	9	72
Rest of Province.....	-	-	-	-	-	-	-	-
Total.....	86	43	11	140	11	5	16	156
NEW BRUNSWICK:—								
Cities over 25,000.....	-	-	-	-	-	-	-	-
Cities of 10,000 to 25,000.....	-	-	-	-	-	-	-	-
Towns of 1,000 to 10,000.....	-	-	-	-	-	-	-	-
Rest of Province.....	-	-	-	-	-	-	-	-
Total.....	-	-	-	No Registration	-	-	-	-
QUEBEC:—								
Cities over 25,000.....	2,937	1,330	401	4,668	293	82	375	5,043
Cities of 10,000 to 25,000.....	240	8	30	278	51	2	53	331
Towns of 1,000 to 10,000.....	205	54	13	272	115	37	152	424
Rest of Province.....	193	30	7	230	270	143	413	643
Total.....	3,575	1,422	451	5,448	729	264	993	6,441
ONTARIO:—								
Cities over 25,000.....	2,743	1,765	135	4,643	2,139	1,986	4,125	8,768
Cities of 10,000 to 25,000.....	653	255	24	932	966	576	1,542	2,494
Towns of 1,000 to 10,000.....	1,806	358	65	2,229	1,923	868	2,726	4,955
Rest of Province.....	440	157	12	609	604	430	1,094	1,703
Total.....	5,642	2,535	236	8,413	5,712	3,795	9,507	17,920
MANITOBA:—								
Cities over 25,000.....	655	1,388	78	2,121	10	231	241	2,362
Cities of 10,000 to 25,000.....	150	49	12	211	10	2	12	223
Towns of 1,000 to 10,000.....	106	32	3	141	4	-	4	145
Rest of Province.....	449	158	11	618	7	3	10	628
Total.....	1,360	1,627	104	3,091	31	236	267	3,358
SASKATCHEWAN:—								
Cities over 25,000.....	442	183	4	629	636	378	1,012	1,641
Cities of 10,000 to 25,000.....	174	58	5	237	127	67	194	431
Towns of 1,000 to 10,000.....	207	44	6	257	218	95	313	570
Rest of Province.....	599	226	11	836	612	359	971	1,807
Total.....	1,422	511	26	1,959	1,593	897	2,490	4,449
ALBERTA:—								
Cities over 25,000.....	576	795	2	1,373	75	402	477	1,850
Cities of 10,000 to 25,000.....	70	18	-	88	10	-	10	98
Towns of 1,000 to 10,000.....	51	44	2	97	6	32	38	135
Rest of Province.....	321	121	7	449	132	62	194	643
Total.....	1,018	978	11	2,007	223	496	719	2,726
BRITISH COLUMBIA:—								
Cities over 25,000.....	1,092	1,846	14	2,952	421	1,068	1,489	4,441
Cities of 10,000 to 25,000.....	37	51	3	91	6	17	23	114
Towns of 1,000 to 10,000.....	312	194	7	513	177	108	285	888
Rest of Province.....	425	455	2	882	356	451	807	1,689
Total.....	1,866	2,546	26	4,438	900	1,724	2,624	7,132

B-II—NON-WORKER DEPENDENTS OF HEADS OF FAMILIES IN RECEIPT OF MATERIAL AID TO WHICH THE DOMINION CONTRIBUTED

(Exclusive of Dependents of Farm Resident Operators who receive Agricultural Aid)

Month of September, 1937

DOMINION AND PROVINCIAL CLASSIFICATION

	Wives	Children under 16 years	Dependents other than wives of non-worker type, over 16 years	Total
DOMINION SUMMARY:—				
Cities over 25,000.....	54,328	130,814	9,918	195,060
Cities of 10,000 to 25,000.....	5,351	13,183	1,517	20,051
Towns of 1,000 to 10,000.....	11,435	27,549	2,549	41,533
Rest of Provinces.....	9,474	24,651	2,292	36,417
Total.....	80,588	196,197	16,276	293,061
DETAIL BY PROVINCES				
PRINCE EDWARD ISLAND:—				
Cities over 25,000.....	—	—	—	—
Cities of 10,000 to 25,000.....	15	62	23	100
Towns of 1,000 to 10,000.....	—	—	—	—
Rest of Province.....	61	251	36	348
Total.....	76	313	59	448
NOVA SCOTIA:—				
Cities over 25,000.....	749	2,254	160	3,163
Cities of 10,000 to 25,000.....	143	356	28	527
Towns of 1,000 to 10,000.....	279	673	68	1,020
Rest of Province.....	—	—	—	—
Total.....	1,171	3,283	256	4,710
NEW BRUNSWICK:—				
Cities over 25,000.....		No Registration		
Cities of 10,000 to 25,000.....		No Registration		
Towns of 1,000 to 10,000.....		No Registration		
Rest of Province.....		No Registration		
Total.....				
QUEBEC:—				
Cities over 25,000.....	21,022	58,115	2,902	82,039
Cities of 10,000 to 25,000.....	807	2,236	186	3,229
Towns of 1,000 to 10,000.....	1,283	4,244	297	5,824
Rest of Province.....	755	2,657	185	3,597
Total.....	23,867	67,252	3,570	94,689
ONTARIO:—				
Cities over 25,000.....	16,596	39,672	3,098	59,366
Cities of 10,000 to 25,000.....	2,306	6,050	611	8,967
Towns of 1,000 to 10,000.....	6,825	16,040	1,452	24,317
Rest of Province.....	1,234	3,908	302	5,442
Total.....	26,961	65,668	5,463	98,092
MANITOBA:—				
Cities over 25,000.....	4,811	8,840	863	14,514
Cities of 10,000 to 25,000.....	784	1,804	245	2,923
Towns of 1,000 to 10,000.....	349	799	53	1,201
Rest of Province.....	1,400	3,291	264	4,955
Total.....	7,344	14,824	1,425	23,593

FINAL REPORT

B-II—NON-WORKER DEPENDENTS OF HEADS OF FAMILIES IN RECEIPT OF MATERIAL AID TO WHICH THE DOMINION CONTRIBUTED—*Concluded*

(Exclusive of Dependents of Farm Resident Operators who receive Agricultural Aid)

Month of September, 1937

DOMINION AND PROVINCIAL CLASSIFICATION

	Wives	Children under 16 years	Dependents other than wives of non-worker type, over 16 years	Total
SASKATCHEWAN:—				
Cities over 25,000.....	2,779	6,576	912	10,267
Cities of 10,000 to 25,000.....	736	1,497	290	2,523
Towns of 1,000 to 10,000.....	1,353	3,496	372	5,221
Rest of Province.....	3,515	8,783	976	13,274
Total.....	8,383	20,352	2,550	31,285
ALBERTA:—				
Cities over 25,000.....	3,824	7,892	981	12,697
Cities of 10,000 to 25,000.....	379	713	79	1,171
Towns of 1,000 to 10,000.....	201	530	79	810
Rest of Province.....	1,085	3,031	213	4,329
Total.....	5,489	12,166	1,352	19,007
BRITISH COLUMBIA:—				
Cities over 25,000.....	4,547	7,465	1,002	13,014
Cities of 10,000 to 25,000.....	181	375	55	611
Towns of 1,000 to 10,000.....	1,145	1,767	228	3,140
Rest of Province.....	1,424	2,732	316	4,472
Total.....	7,297	12,339	1,601	21,237

SECTION C

Relating to Farm Resident Operators and their Dependents in Receipt of Agricultural Aid

Persons who habitually work at wages for operating farmers, and persons who previously operated farms and have abandoned that occupation are not included.

Such classes are covered in Section A, if reported fully employable, and in Section B, if reported only partially employable or fully unemployable.

FINAL REPORT

**C-I—FARM RESIDENT OPERATORS AND THEIR DEPENDENTS (BOTH SEXES) IN
RECEIPT OF AGRICULTURAL AID FOR SUBSISTENCE
TO WHICH THE DOMINION CONTRIBUTED**

Month of September, 1937

DOMINION AND PROVINCIAL CLASSIFICATION BY DOMESTIC STATUS

Province	Total Persons	Heads of Families	Individual Persons	Dependents of Heads of Families	
				Wives	Others
<i>All Provinces</i>	303,885	59,640	8,408	54,455	181,382
PRINCE EDWARD ISLAND.....	126	23	1	19	83
NOVA SCOTIA.....	-	-	-	-	-
NEW BRUNSWICK.....	-	-	No Registration	-	-
QUEBEC.....	3,408	564	87	468	2,289
ONTARIO.....	5,773	977	234	863	3,699
MANITOBA.....	633	118	8	96	411
SASKATCHEWAN.....	269,601	53,165	7,245	48,545	160,646
ALBERTA.....	18,842	3,588	575	3,333	11,346
BRITISH COLUMBIA.....	5,502	1,205	258	1,131	2,908

**C-II—FARM RESIDENT OPERATORS AND THEIR DEPENDENTS (BOTH SEXES) IN
RECEIPT OF AGRICULTURAL AID FOR SUBSISTENCE
TO WHICH THE DOMINION CONTRIBUTED**

Month of September, 1937

SEPARATION FOR PRAIRIE PROVINCES ON BASIS OF DROUGHT AND NON-DROUGHT DISTRICTS

Province	Number of Persons on Agricultural Aid	Percentage of Provincial Agricultural Aid Total
SASKATCHEWAN:—		
In Drought Districts.....	169,000	62.7
In Non-Drought Districts.....	100,601	37.3
Total.....	269,601	100
ALBERTA:—		
In Drought Districts.....	12,719	67.5
In Non-Drought Districts.....	6,123	32.5
Total.....	18,842	100
TWO PROVINCES COMBINED:—		
In Drought Districts.....	181,719	63.0
In Non-Drought Districts.....	106,724	37.0
Total.....	288,443	100

SECTION D

**Recapitulation of all Persons included in Sections A, B and C
in Receipt of Material Aid**

1. Dominion summary and by Provinces.
2. Comparative statement for cities over 10,000 population.
3. Comparative statement by Provinces—September, 1936, to September, 1937.

**D-I—RECAPITULATION OF ALL PERSONS AND THEIR DEPENDENTS IN RECEIPT
OF MATERIAL OR AGRICULTURAL AID TO WHICH
THE DOMINION CONTRIBUTED**

Month of September, 1937

DOMINION AND PROVINCIAL CLASSIFICATION

	Total of fully employ- able persons (from Table A-I)	Total of partially employ- able and fully un- employ- able (from Table B-I)	Total of non- worker type de- pendents (from Table B-II)	Total of all persons in receipt of aid to which the Dominion contri- buted— exclusive of agri- cultural (Total of Tables A-I; B-I; and B-II)	Total of Farm Resident Operators and their de- pendents (from Table C-I)	Grand total of all persons in receipt of aid to which the Dominion contri- buted— whether agri- cultural or other (Total of Tables A-I; B-I; B-II; and C-I)
DOMINION SUMMARY:—						
Cities over 25,000.....	84,169	24,146	195,060	303,375		
Cities of 10,000 to 25,000.....	6,407	3,778	20,051	30,236		
Towns of 1,000 to 10,000.....	13,524	7,189	41,533	62,246		
Rest of Provinces.....	11,398	7,284	36,417	55,097		
Total.....	115,496	42,397	293,061	450,954	303,885	754,839
DETAIL BY PROVINCES						
PRINCE EDWARD ISLAND:—						
Cities over 25,000.....	-	-	-	-		
Cities of 10,000 to 25,000.....	35	44	100	179		
Towns of 1,000 to 10,000.....	-	-	-	-		
Rest of Province.....	54	171	348	573		
Total.....	89	215	448	752	126	878
NOVA SCOTIA:—						
Cities over 25,000.....	1,245	41	3,163	4,449		
Cities of 10,000 to 25,000.....	270	43	527	840		
Towns of 1,000 to 10,000.....	509	72	1,020	1,601		
Rest of Province.....	-	-	-	-		
Total.....	2,024	156	4,710	6,890	-	6,890
NEW BRUNSWICK:—						
Cities over 25,000.....						
Cities of 10,000 to 25,000.....						
Towns of 1,000 to 10,000.....						
Rest of Province.....						
Total.....			No Registration			
QUEBEC:—						
Cities over 25,000.....	34,957	5,043	82,039	122,039		
Cities of 10,000 to 25,000.....	1,084	331	3,229	4,644		
Towns of 1,000 to 10,000.....	1,994	424	5,824	8,242		
Rest of Province.....	1,068	643	3,597	5,308		
Total.....	39,103	6,441	94,689	140,233	3,408	143,641
ONTARIO:—						
Cities over 25,000.....	25,122	8,768	59,866	93,256		
Cities of 10,000 to 25,000.....	2,209	2,494	8,967	13,670		
Towns of 1,000 to 10,000.....	6,751	4,955	24,317	36,023		
Rest of Provinces.....	825	1,703	5,442	7,970		
Total.....	34,907	17,920	98,592	150,919	5,773	156,692

D-I—RECAPITULATION OF ALL PERSONS AND THEIR DEPENDENTS IN RECEIPT OF MATERIAL OR AGRICULTURAL AID TO WHICH THE DOMINION CONTRIBUTED—*Concluded*

Month of September, 1937

DOMINION AND PROVINCIAL CLASSIFICATION

	Total of fully employable persons (from Table A-I)	Total of partially employable and fully unemployable (from Table B-I)	Total of non-worker type dependents (from Table B-II)	Total of all persons in receipt of aid to which the Dominion contributed—exclusive of agricultural (Total of Tables A-I; B-I; and B-II)	Total of Farm Resident Operators and their dependents (from Table C-I)	Grand total of all persons in receipt of aid to which the Dominion contributed—whether agricultural or other (Total of Tables A-I; B-I; B-II; and C-I)
MANITOBA:—						
Cities over 25,000.....	7,939	2,362	14,514	24,815		
Cities of 10,000 to 25,000.....	1,068	223	2,923	4,214		
Towns of 1,000 to 10,000.....	445	145	1,201	1,791		
Rest of Province.....	1,765	628	4,955	7,348		
Total.....	11,217	3,358	23,593	38,168	633	38,801
SASKATCHEWAN:—						
Cities over 25,000.....	3,319	1,641	10,287	15,227		
Cities of 10,000 to 25,000.....	938	431	2,523	3,892		
Towns of 1,000 to 10,000.....	1,778	570	5,221	7,569		
Rest of Province.....	4,634	1,807	13,274	19,715		
Total.....	10,669	4,449	31,285	46,403	269,601	316,004
ALBERTA:—						
Cities over 25,000.....	5,712	1,850	12,697	20,259		
Cities of 10,000 to 25,000.....	454	98	1,171	1,723		
Towns of 1,000 to 10,000.....	414	135	810	1,359		
Rest of Province.....	1,348	643	4,329	6,320		
Total.....	7,928	2,726	19,007	29,661	18,842	48,503
BRITISH COLUMBIA:—						
Cities over 25,000.....	5,875	4,441	13,014	23,330		
Cities of 10,000 to 25,000.....	349	114	611	1,074		
Towns of 1,000 to 10,000.....	1,633	888	3,140	5,661		
Rest of Province.....	1,702	1,689	4,472	7,863		
Total.....	9,559	7,132	21,237	37,928	5,602	43,430

NOTE:—(1) 11,256 Dependents reported "at work" are uniformly excluded throughout these statistics.
 (2) Fully Employable Individual Persons, together with Fully Employable Family Heads and their dependents, account for 344,978 of the total shown in the fourth column of this table.

**D-II—COMPARATIVE TABLE OF ALL PERSONS AND THEIR DEPENDENTS IN RECEIPT
OF MATERIAL AID TO WHICH THE DOMINION CONTRIBUTED**

Months of September, 1936, and May to September, 1937 *

FOR CITIES OF OVER 10,000 POPULATION*

City	September, 1936	May, 1937	June, 1937	July, 1937	August, 1937	September, 1937
PRINCE EDWARD ISLAND:—						
Charlottetown.....	115	238	238	233	207	179
NOVA SCOTIA:—						
Glace Bay.....	758	730	693	640	570	433
Halifax.....	6,651	6,082	5,490	5,052	4,642	4,449
Sydney.....	615	569	479	457	437	407
QUEBEC:—						
Chicoutimi.....	6,874	6,855	5,986	5,088	4,448	3,062
Joliette.....	1,213	1,144	848	775	666	603
Montreal.....	158,325	147,349	128,877	118,888	112,898	106,036
Quebec.....	18,036	17,596	16,095	13,105	11,223	11,327
Sherbrooke.....	2,449	908	717	687	675	500
Sorel.....	1,373	1,429	1,523	1,381	1,095	979
Three Rivers.....	5,618	6,063	5,076	4,294	3,973	4,176
ONTARIO:—						
Belleville.....	744	809	598	491	477	394
Brantford.....	4,772	3,826	3,327	3,021	3,004	2,957
Chatham.....	670	903	742	384	305	269
Cornwall.....	591	473	418	354	361	315
Fort William.....	2,147	2,318	1,613	1,149	968	519
Galt.....	686	521	453	309	393	326
Guelph.....	2,225	1,887	1,704	1,566	1,456	1,161
Hamilton.....	16,306	12,847	11,032	9,939	9,188	8,219
Kingston.....	1,101	1,351	1,147	1,065	1,016	936
Kitchener.....	2,334	1,989	1,570	1,237	1,086	916
London.....	4,719	4,775	4,000	3,844	3,702	3,360
Niagara Falls.....	2,852	2,708	2,439	2,078	1,847	1,421
North Bay.....	865	1,612	1,138	734	577	448
Oshawa.....	3,447	1,941	1,606	1,542	1,805	1,970
Ottawa.....	16,883	18,698	16,793	15,625	15,059	13,544
Owen Sound.....	548	381	324	267	232	175
Peterborough.....	1,584	1,257	1,003	896	820	800
Port Arthur.....	1,113	1,559	1,285	1,144	938	686
St. Catharines.....	3,010	2,796	2,396	2,328	1,888	1,766
St. Thomas.....	766	849	651	534	449	356
Sarnia.....	392	519	355	263	215	154
Sault Ste. Marie.....	2,287	1,199	875	771	748	465
Stratford.....	1,135	1,390	1,141	941	816	781
Sudbury.....	682	938	573	479	431	315
Timmins.....	375	748	448	380	369	279
Toronto.....	73,853	71,561	63,212	59,549	57,368	51,718
Welland.....	544	602	576	524	510	460
Windsor.....	20,520	15,470	13,583	12,634	12,213	12,023
Woodstock.....	248	335	207	214	202	193
MANITOPA:—						
Brandon.....	2,189	2,648	2,362	2,152	2,035	1,949
St. Bonifacio.....	2,578	3,239	3,105	2,951	2,391	2,265
Winnipeg.....	30,568	35,251	32,435	29,062	26,564	24,816
SASKATCHEWAN:—						
Moose Jaw.....	3,694	4,763	4,509	4,389	4,374	3,892
Regina.....	9,714	10,760	10,308	10,267	10,053	9,511
Saskatoon.....	5,273	6,407	6,300	6,136	6,227	5,716
ALBERTA:—						
Calgary.....	12,954	15,532	14,311	13,803	13,522	11,033
Edmonton.....	11,208	13,474	12,656	12,458	11,511	9,226
Lethbridge.....	1,717	2,213	1,941	1,854	1,756	1,332
Medicine Hat.....	472	505	442	473	478	391
BRITISH COLUMBIA:—						
Burnaby.....	4,651	4,540	4,286	4,081	3,905	3,740
New Westminster.....	1,312	1,302	1,224	1,171	1,108	1,074
Vancouver.....	27,854	26,412	22,071	20,222	19,042	17,745
Victoria.....	2,732	2,752	2,526	2,284	2,120	1,845

* Cities of class indicated not distributing Material Aid in September, 1937, are not included.

D-III—COMPARATIVE TABLE OF ALL PERSONS AND THEIR DEPENDENTS IN RECEIPT OF MATERIAL OR AGRICULTURAL AID TO WHICH THE DOMINION CONTRIBUTED

Months of September, 1936, to September, 1937

DOMINION AND PROVINCIAL SUMMARY

81000-74

	Sept., 1936	Oct., 1936	Nov., 1936	Dec., 1936	Jan., 1937	Feb., 1937	March, 1937	April, 1937	May, 1937	June, 1937	July, 1937	August, 1937	Sept., 1937
A.—ALL PERSONS ON MATERIAL OR AGRICULTURAL AID (Total of B. and C. below)													
DOMINION TOTAL	955,620	1,008,796	1,046,367	1,115,309	1,178,231	1,207,459	1,208,902	1,159,667	1,037,900	900,786	793,271	744,234	754,639
Prince Edward Island.....	948	934	973	2,070	3,577	4,123	4,204	2,682	1,485	1,434	1,479	1,355	878
Nova Scotia.....	13,285	13,828	13,936	14,919	14,997	15,337	15,203	14,817	13,378	12,102	11,381	9,593	6,890
*New Brunswick.....	-	-	-	-	6,932	7,132	6,990	-	-	-	-	-	-
Quebec.....	329,789	330,176	318,534	330,972	343,054	350,183	352,090	347,292	305,193	252,129	188,809	164,746	143,641
Ontario.....	272,056	279,814	292,671	315,898	335,124	339,158	332,336	312,693	268,731	221,092	197,018	180,252	156,692
Manitoba.....	52,329	58,342	69,594	79,585	88,316	93,727	96,782	91,955	81,996	69,925	57,512	47,337	38,801
Saskatchewan.....	165,059	196,498	213,247	222,959	229,212	233,104	233,788	230,511	223,816	217,092	218,149	229,163	316,004
Alberta.....	57,622	63,661	68,504	75,142	78,798	82,552	84,657	82,732	75,731	69,190	67,110	63,216	48,503
British Columbia.....	64,532	65,543	68,858	73,704	78,221	82,133	82,552	76,985	67,570	57,821	51,815	48,553	43,430
B.—ALL PERSONS ON MATERIAL AID—													
DOMINION TOTAL	707,293	729,527	750,906	805,357	858,456	879,283	878,143	833,800	737,748	636,290	563,809	511,390	450,954
Prince Edward Island.....	780	789	817	1,756	3,119	3,617	3,682	2,469	1,299	1,257	1,302	1,178	782
Nova Scotia.....	13,285	13,828	13,936	14,919	14,997	15,337	15,203	14,817	13,378	12,102	11,381	9,593	6,890
*New Brunswick.....	-	-	-	-	6,932	7,132	6,990	-	-	-	-	-	-
Quebec.....	273,832	276,161	268,960	280,271	291,439	298,576	300,786	292,087	258,520	223,486	183,879	159,911	140,233
Ontario.....	244,755	252,269	264,657	288,100	307,072	310,724	304,715	286,083	245,550	203,506	185,287	171,642	150,919
Manitoba.....	49,151	51,587	56,892	63,379	68,821	71,272	72,612	71,970	67,368	59,331	51,884	44,104	38,168
Saskatchewan.....	34,665	39,493	43,827	47,732	50,617	51,912	52,233	51,061	48,162	45,138	44,940	44,503	46,403
Alberta.....	35,034	38,172	41,221	44,297	46,883	48,717	49,608	48,484	45,230	41,650	40,570	38,405	29,661
British Columbia.....	65,791	67,198	69,596	73,903	78,576	82,133	82,552	76,985	68,241	60,820	54,656	41,754	37,928
C.—ALL PERSONS ON AGRICULTURAL AID—													
DOMINION TOTAL	248,327	279,269	295,461	309,952	319,775	328,176	330,759	325,887	300,152	264,495	229,372	232,844	303,885
Prince Edward Island.....	168	145	156	314	458	506	522	213	186	177	177	177	126
Nova Scotia.....	-	-	-	-	-	-	-	-	-	-	-	-	-
*New Brunswick.....	-	-	-	-	-	-	-	-	-	-	-	-	-
Quebec.....	55,957	54,015	49,624	50,701	51,615	51,607	51,304	55,205	46,673	28,643	4,930	4,835	3,498
Ontario.....	27,301	27,515	28,014	27,798	28,052	28,444	27,621	26,610	23,181	17,586	11,729	8,610	5,773
Manitoba—Total.....	3,178	6,755	12,702	16,206	19,496	22,455	24,170	19,985	14,628	10,594	5,628	3,233	633
Drought.....	1,612	4,672	8,696	8,820	9,741	10,611	11,833	9,017	6,478	4,911	2,413	1,362	633
Non-drought.....	1,566	2,083	4,006	7,386	9,754	11,844	12,337	10,968	8,150	5,683	3,215	1,881	633
Saskatchewan—Total.....	189,394	157,005	169,420	175,227	178,595	181,192	181,555	179,450	175,654	171,954	173,209	184,380	269,801
Drought.....	99,373	122,238	129,286	131,761	133,261	134,524	134,610	133,663	131,642	129,248	130,998	139,703	169,000
Non-drought.....	31,021	34,767	40,134	43,466	45,334	46,668	46,945	45,787	44,012	42,706	42,211	44,677	100,801
Alberta—Total.....	22,588	25,489	27,283	30,845	31,915	33,835	35,349	34,248	30,501	27,540	26,540	24,810	18,842
Drought.....	7,769	11,306	13,385	14,233	14,991	15,528	16,800	16,498	14,038	12,959	13,039	13,062	12,719
Non-drought.....	14,819	14,183	13,898	16,612	16,924	18,307	18,549	17,750	16,463	14,581	13,501	11,743	6,123
British Columbia.....	8,741	8,345	8,262	8,861	9,645	10,137	10,238	10,156	9,329	8,001	7,159	6,799	5,502

* New Brunswick did not come under the registration in months left blank.

NOTE:—Dependents reported "at work" are uniformly excluded. These numbered 11,256 by September, 1937.

NATIONAL EMPLOYMENT COMMISSION

SECTION E

Relating to General Matters

This Section includes:—

- (a) A table relating to persons assisted through Works Projects or undertakings (other than Material or Agricultural Aid) to which the Dominion contributed, for the month of September, 1937.
- (b) Tables from the September, 1937, Registration, relating to persons receiving Material Aid (other than farm resident operators in receipt of Agricultural Aid), with similar data from the September, 1936, Registration where comparable.
- (c) Tables from the September, 1937, Registration relating to farm resident operators (farmers) in receipt of Agricultural Aid.

E-I—FULLY EMPLOYABLE PERSONS ON SPECIAL WORKS

STATEMENT OF PERSONS EMPLOYED ON SPECIAL WORKS PROJECTS AND ASSISTED THROUGH OTHER UNDERTAKINGS
TO WHICH THE DOMINION CONTRIBUTED FINANCIALLY

DURING THE MONTH OF SEPTEMBER, 1937

(As reported to the Dominion Commissioner of Unemployment Relief)

	Provincial Works (Not including Trans Canada Highway)		Trans-Canada Highway		Municipal Works		Employment Afforded to Transients		Totals on Works Projects		Relief (Land) Settle- ment
	Total number given relief work this month	Total number of man-days worked	Total number given relief work this month	Total number of man-days worked	Total number given relief work this month	Total number of man-days worked	Total number given relief work this month	Total number of man-days worked	Total number of persons	Total number of man-days	Total number
Prince Edward Island.....	-	-	-	-	-	-	-	-	-	-	-
Nova Scotia.....	464	6,251	1,060	15,831	-	-	-	-	1,524	22,082	1,411
New Brunswick.....	1,627	13,397	234	3,445	88	1,302	-	-	1,949	18,204	-
Quebec.....	3,695	85,920	-	-	-	-	-	-	3,695	85,920	7,763
Ontario.....	3,087	68,697	421	8,480	-	-	-	-	4,108	77,186	2,148
Manitoba.....	2,601	23,092	288	4,245	238	2,542	-	-	3,127	29,879	4,088
Saskatchewan.....	2,016	18,840	-	-	-	-	-	-	2,016	18,840	3,735
Alberta.....	677	10,428	-	-	-	-	-	-	677	10,428	2,163
British Columbia.....	966	14,809	91	1,560	10	53	-	-	1,067	16,422	183
Total, September, 1937.....	15,733	241,434	2,094	33,570	336	3,957	-	-	18,163	278,961	21,491
Total, August, 1937.....	17,376	263,763	2,842	46,869	360	4,681	-	-	20,597	315,313	19,121
Total, September, 1936.....	24,967	363,411	6,829	82,358	1,401	20,067	-	-	33,197	465,836	18,493

FINAL REPORT

NATIONAL EMPLOYMENT COMMISSION

E-II.—AGE GROUPS OF PERSONS * IN RECEIPT OF MATERIAL AID TO WHICH THE DOMINION CONTRIBUTED

(Exclusive of Farm Resident Operators who receive Agricultural Aid)

September, 1937, Registration

SUMMARY BY PROVINCES, BY REPORTED DEGREE OF EMPLOYABILITY

	Total Persons			Fully Employable Persons			Partially Employable Persons			Unemployable Persons		
	Male	Female	Total	Male	Female	Total	Male	Female	Total	Male	Female	Total
DOMINION:—												
16 to 25 years.....	10,920	4,874	15,794	10,382	4,115	14,497	431	479	910	107	280	387
26 to 45 years.....	47,575	11,351	58,926	42,169	7,802	49,971	3,887	2,102	5,989	1,519	1,447	2,966
46 to 65 years.....	42,914	10,504	53,418	25,795	5,071	30,866	12,186	2,787	14,973	4,933	2,646	7,579
66 to 69 years.....	6,777	1,967	8,744	1,498	402	1,900	2,576	480	3,058	2,703	1,085	3,788
70 and over.....	2,271	611	2,882	152	36	188	485	80	565	1,634	495	2,129
No information.....	99	52	151	76	20	96	13	18	31	10	14	24
Total.....	110,556	29,359	139,915	80,072	17,446	97,518	19,578	5,946	25,524	10,906	5,997	16,873
PRINCE EDWARD IS:—												
16 to 25 years.....	14	7	21	6	3	9	1	—	1	7	4	11
26 to 45 years.....	36	33	69	14	7	21	1	7	8	21	19	40
46 to 65 years.....	45	64	109	5	5	10	5	8	13	35	51	86
66 to 69 years.....	18	23	39	1	—	1	4	—	6	11	21	32
70 and over.....	7	9	16	—	—	—	—	—	2	7	9	16
No information.....	1	1	2	—	—	—	—	—	—	1	1	2
Total.....	119	137	256	26	15	41	11	17	28	82	105	187
NOVA SCOTIA:—												
16 to 25 years.....	298	81	379	296	80	376	2	1	3	—	—	—
26 to 45 years.....	697	158	855	659	147	806	34	11	45	4	—	4
46 to 65 years.....	421	107	528	377	93	470	40	12	52	4	2	6
66 to 69 years.....	78	20	98	53	15	68	23	4	27	2	1	3
70 and over.....	22	2	24	8	1	9	12	—	12	2	1	3
No information.....	2	1	3	2	—	2	—	1	1	—	—	—
Total.....	1,518	369	1,887	1,395	336	1,731	111	29	140	12	4	16
NEW BRUNSWICK:—												
No Registration												
QUEBEC:—												
16 to 25 years.....	3,704	1,381	5,085	3,600	1,260	4,860	94	112	206	10	9	19
26 to 45 years.....	16,552	2,927	19,479	15,659	2,400	18,059	737	444	1,181	156	83	239
46 to 65 years.....	10,446	2,110	12,556	7,528	1,290	8,818	2,595	704	3,299	323	116	439
66 to 69 years.....	1,078	154	1,232	279	28	307	613	82	696	188	44	230
70 and over.....	118	31	149	15	2	17	55	11	66	48	18	66
No information.....	11	3	14	11	2	13	—	1	1	—	—	—
Total.....	31,909	6,606	38,515	27,092	4,082	32,074	4,094	1,354	5,448	723	270	993
ONTARIO:—												
16 to 25 years.....	3,191	1,596	4,787	2,982	1,271	4,253	167	175	332	52	150	202
26 to 45 years.....	14,005	4,811	18,816	11,578	3,167	14,745	1,517	854	2,371	910	790	1,700
46 to 65 years.....	13,481	5,139	18,620	7,381	2,359	9,740	3,510	1,095	4,605	2,570	1,685	4,255
66 to 69 years.....	2,765	1,311	4,076	754	304	1,058	637	211	868	1,354	796	2,150
70 and over.....	1,082	427	1,509	72	28	100	173	52	225	837	347	1,184
No information.....	25	23	48	16	4	20	3	9	12	6	10	16
Total.....	34,529	13,307	47,836	22,763	7,133	29,916	6,017	2,396	8,413	5,729	3,778	9,507
MANITOBA:—												
16 to 25 years.....	1,340	742	2,082	1,268	696	1,964	70	42	112	2	4	6
26 to 45 years.....	4,375	989	5,364	3,956	847	4,803	409	131	540	10	11	21
46 to 65 years.....	4,311	755	5,066	2,577	511	3,088	1,620	241	1,861	114	3	117
66 to 69 years.....	579	80	659	72	12	84	434	64	498	73	4	77
70 and over.....	126	3	129	4	—	4	78	1	79	44	2	46
No information.....	6	4	10	5	4	9	1	—	1	—	—	—
Total.....	10,737	2,573	13,310	7,882	2,070	9,952	2,612	479	3,091	243	24	267
SASKATCHEWAN:—												
16 to 25 years.....	908	375	1,283	859	271	1,130	36	40	76	13	64	77
26 to 45 years.....	4,695	923	5,618	4,210	388	4,598	343	210	553	142	325	467
46 to 65 years.....	3,975	950	4,925	2,496	250	2,746	875	226	1,101	604	474	1,078
66 to 69 years.....	560	179	739	74	15	89	150	33	183	336	131	467
70 and over.....	353	104	457	19	4	23	31	7	38	303	93	396
No information.....	27	15	42	21	8	29	3	5	8	3	2	5
Total.....	10,518	2,546	13,064	7,679	936	8,615	1,438	521	1,959	1,401	1,089	2,490

FINAL REPORT

E-II—AGE GROUPS OF PERSONS* IN RECEIPT OF MATERIAL AID TO WHICH THE DOMINION CONTRIBUTED—*Continued*

(Exclusive of Farm Resident Operators who receive Agricultural Aid)

September, 1937, Registration

SUMMARY BY PROVINCE, BY REPORTED DEGREE OF EMPLOYABILITY

	Total Persons			Fully Employable Persons			Partially Employable Persons			Unemployable Persons		
	Male	Female	Total	Male	Female	Total	Male	Female	Total	Male	Female	Total
ALBERTA:—												
16 to 25 years.....	664	304	968	637	233	870	25	57	82	2	14	16
26 to 45 years.....	2,690	597	4,287	3,297	248	3,545	301	199	500	92	80	172
46 to 65 years.....	2,261	453	2,714	2,124	220	2,344	933	182	1,135	284	51	335
66 to 69 years.....	437	65	502	122	16	138	206	29	235	109	20	129
70 and over.....	153	13	166	18	1	19	47	4	51	88	8	96
No information.....	23	4	27	20	2	22	3	1	4	-	1	1
Total.....	8,328	1,436	9,764	6,218	820	7,038	1,535	472	2,007	575	144	719
BRITISH COLUMBIA:—												
16 to 25 years.....	801	388	1,189	734	301	1,035	46	52	98	21	35	56
26 to 45 years.....	2,525	912	4,438	3,796	498	4,294	545	246	791	184	169	353
46 to 65 years.....	6,894	926	7,820	3,307	243	3,550	2,588	319	2,907	999	264	1,263
66 to 69 years.....	1,254	125	1,379	143	12	155	489	55	544	632	68	700
70 and over.....	410	22	432	16	-	16	89	5	94	305	17	322
No information.....	4	1	5	1	-	1	3	1	4	-	-	-
Total.....	12,898	2,385	15,283	6,997	1,154	8,151	3,760	678	4,438	2,141	553	2,694

*Note:—Fully Employable, Partially Employable and Unemployable each include Heads of Families and Individual Persons.
Fully Employable and Partially Employable both also include dependents previously gainfully occupied (other than wives). Dependents Never Previously Gainfully Occupied but Available for Work, 16 to 25 years of age, are not included in this Table: this class numbered 17,978 in September, 1937.

E-III—AGE GROUPS OF FULLY EMPLOYABLE PERSONS* IN RECEIPT OF MATERIAL AID TO WHICH THE DOMINION CONTRIBUTED

(Exclusive of Farm Resident Operators who receive Agricultural Aid)

From September, 1937, Registration

SUMMARY BY PROVINCES, BY REPORTED DEGREE OF EMPLOYABILITY

	Total September		Percentage in Each Age Group			
	1937	1936	Male		Female	
			1937	1936	1937	1936
DOMINION:—						
16 to 25 years.....	14,497	23,294	13.0	14.8	23.6	27.5
26 to 45 years.....	49,971	87,408	52.6	53.4	44.7	43.3
46 to 65 years.....	30,866	49,585	32.2	29.9	29.1	26.9
66 years and over.....	2,088	3,364	2.1	1.9	2.5	2.2
Unspecified.....	96	79	0.1	0.0	0.1	0.1
Total.....	97,518	168,730	100.0	100.0	100.0	100.0
PRINCE EDWARD ISLAND:—						
16 to 25 years.....	9	6	23.1	15.0	20.0	2.6
26 to 45 years.....	21	42	53.8	67.5	46.7	48.7
46 to 65 years.....	10	24	19.2	17.5	33.3	46.1
66 years and over.....	1	1	3.9	—	—	2.6
Unspecified.....	—	—	—	—	—	—
Total.....	41	73	100.0	100.0	100.0	100.0
NOVA SCOTIA:—						
16 to 25 years.....	376	862	21.2	24.5	23.8	32.6
26 to 45 years.....	808	1,530	47.3	47.6	43.7	37.6
46 to 65 years.....	470	830	27.0	24.4	27.7	27.4
66 years and over.....	77	104	4.4	3.3	4.8	2.4
Unspecified.....	2	5	0.1	0.2	—	—
Total.....	1,731	3,331	100.0	100.0	100.0	100.0
NEW BRUNSWICK:—						
No Registration						
QUEBEC:—						
16 to 25 years.....	4,860	11,000	13.3	14.9	25.3	27.0
26 to 45 years.....	18,059	35,943	57.8	56.3	48.2	46.5
46 to 65 years.....	8,818	17,600	27.8	27.1	25.9	25.3
66 years and over.....	324	1,045	1.1	1.7	0.6	1.2
Unspecified.....	13	10	0.0	0.0	0.0	0.0
Total.....	32,074	65,598	100.0	100.0	100.0	100.0
ONTARIO:—						
16 to 25 years.....	4,253	9,402	13.1	15.1	17.8	24.7
26 to 45 years.....	14,745	27,827	50.8	51.8	44.4	41.2
46 to 65 years.....	9,740	17,088	32.4	30.6	33.1	30.3
66 years and over.....	1,158	1,491	3.6	2.4	4.7	3.7
Unspecified.....	20	44	0.1	0.1	0.0	0.1
Total.....	29,916	55,832	100.0	100.0	100.0	100.0
MANITOBA:—						
16 to 25 years.....	1,964	2,726	16.1	15.5	33.6	41.9
26 to 45 years.....	4,803	7,110	50.2	51.6	40.9	38.5
46 to 65 years.....	3,088	4,282	32.7	31.7	24.7	18.9
66 years and over.....	88	158	1.0	1.2	0.6	0.7
Unspecified.....	9	4	0.0	0.0	0.2	—
Total.....	9,952	14,280	100.0	100.0	100.0	100.0
SASKATCHEWAN:—						
16 to 25 years.....	1,130	810	11.2	12.5	28.9	20.7
26 to 45 years.....	4,598	3,228	54.8	57.1	41.5	46.8
46 to 65 years.....	2,746	1,679	32.5	28.6	26.7	29.6
66 years and over.....	112	110	1.2	1.7	2.0	2.7
Unspecified.....	29	5	0.3	0.1	0.9	0.2
Total.....	8,615	5,832	100.0	100.0	100.0	100.0

FINAL REPORT

E-III—AGE GROUPS OF FULLY EMPLOYABLE PERSONS* IN RECEIPT OF MATERIAL AID TO WHICH THE DOMINION CONTRIBUTED—*Concluded*

(Exclusive of Farm Resident Operators who receive Agricultural Aid)

From September, 1937, Registration

SUMMARY BY PROVINCES, BY REPORTED DEGREE OF EMPLOYABILITY

	Total September		Percentage in Each Age Group			
	1937	1936	Male		Female	
			1937	1936	1937	1936
ALBERTA:—						
16 to 25 years.....	870	1,247	10.1	11.1	28.6	32.5
26 to 45 years.....	3,645	5,012	53.0	55.6	42.1	45.0
46 to 65 years.....	2,344	2,786	34.3	31.5	27.0	21.0
66 years and over.....	157	155	2.3	1.7	2.1	1.4
Unspecified.....	22	9	0.3	0.1	0.2	0.1
Total.....	7,038	9,209	100.0	100.0	100.0	100.0
BRITISH COLUMBIA:—						
16 to 25 years.....	1,035	2,241	10.5	13.4	26.1	30.0
26 to 45 years.....	3,294	6,716	39.9	46.7	43.2	41.4
46 to 65 years.....	3,650	5,316	47.3	37.8	29.7	26.6
66 years and over.....	171	300	2.3	2.1	1.0	2.0
Unspecified.....	1	2	0.0	0.0	-	-
Total.....	8,151	14,575	100.0	100.0	100.0	100.0

*Note:—1. "Fully Employable Persons" refers to Heads of Families, Individuals without dependents, and unemployed dependents previously gainfully occupied, but does not include dependents available for work but never previously gainfully occupied: this latter class in September, 1937, numbered 17,978 from 16 to 29 years inclusive.

2. Of the 97,518 fully employable persons here dealt with in September, 1937, 80,072 were male and 17,446 were female; of the 168,730 for September, 1936, 142,223 were male and 26,507 were female. See also Table E-II.

NATIONAL EMPLOYMENT COMMISSION

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E-IV—YEAR OF LAST EMPLOYMENT AT USUAL OR NORMAL OCCUPATION OF FULLY EMPLOYABLE PERSONS IN RECEIPT OF MATERIAL AID TO WHICH THE DOMINION CONTRIBUTED

(Exclusive of Farm Resident Operators who receive Agricultural Aid)

From September, 1937, Registration

SUMMARY BY PROVINCES†

	Dominion Summary			Prince Edward Island			Nova Scotia		
	Male	Female	Total	Male	Female	Total	Male	Female	Total
At part time work.....	2,081	474	2,555	1	-	1	23	12	35
Last employed in 1937.....	17,193	2,902	20,095	12	2	14	813	168	981
Last employed in 1936.....	9,825	1,514	11,339	6	1	7	119	38	157
Last employed in 1935.....	6,905	1,125	8,030	3	1	4	52	15	67
Last employed in 1934.....	6,660	1,079	7,739	-	-	-	35	15	50
Last employed in 1933.....	7,709	947	8,656	1	1	2	40	8	48
Last employed in 1932.....	8,587	752	9,339	-	-	-	67	7	74
Last employed in 1931.....	6,423	440	6,863	-	-	-	40	7	47
1930 or previously.....	12,369	1,347	13,716	-	-	-	109	6	115
Unspecified.....	1,608	238	1,846	-	3	3	43	39	82
*Never gainfully employed	712	6,628	7,340	3	7	10	54	21	75
Total.....	80,072	17,446	97,518	26	15	41	1,395	336	1,731
	Quebec			Ontario			Manitoba		
At part time work.....	408	74	482	772	245	1,017	315	88	403
Last employed in 1937.....	3,745	575	4,320	5,186	1,058	6,244	2,885	628	3,513
Last employed in 1936.....	3,549	544	4,093	2,326	441	2,767	1,126	240	1,366
Last employed in 1935.....	2,691	452	3,143	1,731	379	2,110	599	125	724
Last employed in 1934.....	3,204	521	3,725	1,809	347	2,156	412	109	521
Last employed in 1933.....	4,186	404	4,650	1,839	306	2,145	405	88	493
Last employed in 1932.....	3,998	319	4,317	2,460	281	2,741	524	76	600
Last employed in 1931.....	2,156	171	2,327	2,072	145	2,217	463	57	520
1930 or previously.....	2,647	422	3,069	4,232	494	4,726	1,041	112	1,153
Unspecified.....	321	22	343	150	69	219	39	13	52
*Never gainfully employed	187	1,418	1,605	206	3,368	3,574	73	534	607
Total.....	27,092	4,982	32,074	22,783	7,133	29,916	7,882	2,070	9,952
	Saskatchewan			Alberta			British Columbia		
At part time work.....	307	32	439	120	11	131	46	12	57
Last employed in 1937.....	2,172	164	2,336	1,628	157	1,785	752	150	902
Last employed in 1936.....	1,033	44	1,077	837	99	936	829	107	936
Last employed in 1935.....	544	43	587	564	55	619	721	55	776
Last employed in 1934.....	329	18	347	370	21	391	501	48	549
Last employed in 1933.....	350	5	355	368	32	400	520	43	563
Last employed in 1932.....	413	8	421	427	22	449	698	39	737
Last employed in 1931.....	434	7	441	472	22	494	786	31	817
1930 or previously.....	1,087	21	1,108	1,211	73	1,284	2,042	219	2,261
Unspecified.....	897	26	923	114	55	169	44	11	55
*Never gainfully employed	23	568	591	107	273	380	59	439	498
Total.....	7,679	936	8,615	6,218	820	7,038	6,997	1,154	8,151

NOTE:—†New Brunswick is omitted as that Province was not distributing Material Aid in September.
 *"Never Gainfully Employed" as here used refers only to Heads of Families and Individual Persons on their own, so reported: the designation does not here include dependents of Heads of Families never gainfully occupied but available for work, which class (excluding wives) numbered 17,978 in September.

E-V—YEAR OF LAST EMPLOYMENT AT USUAL OR NORMAL OCCUPATION OF FULLY EMPLOYABLE PERSONS IN RECEIPT OF MATERIAL AID TO WHICH THE DOMINION CONTRIBUTED

(Exclusive of Farm Resident Operators who receive Agricultural Aid)

September, 1937, compared¹ to September, 1936

SUMMARY BY PROVINCES*

	Dominion Summary			Prince Edward Island			Nova Scotia		
	Male	Female	Total	Male	Female	Total	Male	Female	Total
<i>From the September, 1937, Registrations—</i>									
At part time work.....	2.6	2.7	2.6	3.8	-	2.4	1.6	3.6	2.0
Last employed in 1937.....	21.5	16.6	20.7	46.3	13.3	24.1	53.8	49.9	56.7
Last employed in 1936.....	12.3	8.7	11.6	23.1	6.7	17.1	8.6	11.3	9.1
Last employed in 1935.....	8.6	6.5	8.2	11.5	6.7	9.8	3.7	4.5	3.9
Last employed in 1934.....	8.3	6.2	7.9	-	-	-	2.5	4.5	2.9
Last employed in 1933.....	9.6	5.4	8.9	3.8	6.7	4.9	2.9	2.4	2.8
Last employed in 1932.....	10.7	4.3	9.6	-	-	-	4.8	2.1	4.8
Last employed in 1931.....	8.0	2.5	7.0	-	-	-	2.9	2.1	3.7
1930 or previously.....	15.5	7.7	14.1	-	-	-	7.8	1.8	6.6
Unspecified.....	2.0	1.4	1.9	-	20.0	7.3	3.1	11.5	4.7
*Never gainfully employed.....	0.9	38.0	7.5	11.5	46.6	24.4	3.9	6.3	4.3
Total—Per cent.....	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0
Number.....	80,072	17,446	97,518	26	15	41	1,398	336	1,731
<i>From the September, 1936, Registrations—</i>									
At part time work.....	0.9	2.4	1.2	2.9	-	1.4	2.9	12.9	4.6
Last employed in 1936.....	21.5	18.5	21.0	35.5	20.5	50.6	49.9	44.8	49.0
Last employed in 1935.....	14.3	12.0	13.9	3.9	5.1	4.1	13.1	12.0	12.9
Last employed in 1934.....	9.7	8.1	9.4	2.9	-	1.4	6.1	6.6	6.3
Last employed in 1933.....	10.6	7.5	10.1	2.9	7.7	5.5	5.3	3.5	5.0
Last employed in 1932.....	12.2	5.9	11.2	-	-	-	6.4	3.3	5.9
Last employed in 1931.....	9.8	3.5	8.9	-	-	-	3.8	0.5	3.3
1930 or previously.....	18.7	10.4	17.4	-	2.6	1.4	8.1	3.5	7.3
Unspecified.....	0.4	23.4	4.8	-	64.1	34.2	0.7	8.2	2.0
*Never gainfully employed.....	1.9	3.3	2.1	3.9	-	1.4	3.7	4.7	3.9
Total—Per cent.....	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0
Number.....	142,223	26,607	168,730	34	39	73	2,757	574	3,331
Quebec									
Ontario									
Manitoba									
<i>From the September, 1937, Registrations—</i>									
At part time work.....	1.5	1.5	1.5	3.4	3.4	3.4	4.0	4.3	4.0
Last employed in 1937.....	13.8	11.5	13.5	22.7	14.8	20.8	30.7	30.2	35.4
Last employed in 1936.....	13.1	10.9	12.8	10.2	0.2	9.2	14.3	11.6	13.7
Last employed in 1935.....	9.9	9.1	9.8	7.6	5.3	7.1	7.6	6.0	7.8
Last employed in 1934.....	11.8	10.5	11.5	7.9	4.9	7.2	5.2	5.3	5.2
Last employed in 1933.....	15.4	9.3	14.4	8.1	4.3	7.2	5.1	4.3	5.0
Last employed in 1932.....	14.8	6.4	13.4	10.8	3.9	9.2	6.6	3.7	6.0
Last employed in 1931.....	8.0	3.4	7.3	9.1	2.0	7.4	5.9	2.8	5.2
1930 or previously.....	9.8	8.5	9.6	18.6	6.9	15.8	13.2	5.4	11.6
Unspecified.....	1.2	0.4	1.1	0.7	1.0	0.7	0.5	0.6	0.6
*Never gainfully employed.....	0.7	23.5	5.0	0.9	47.3	13.0	0.9	25.8	6.1
Total—Per cent.....	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0
Number.....	27,092	4,982	32,074	22,763	7,133	29,916	7,832	2,070	9,952
<i>From the September, 1936, Registrations—</i>									
At part time work.....	0.3	0.7	0.4	2.1	3.9	2.4	0.2	0.4	0.3
Last employed in 1936.....	21.3	16.5	20.6	20.4	18.2	19.9	24.2	25.3	24.1
Last employed in 1935.....	14.2	12.8	13.9	12.6	10.2	12.1	21.7	21.9	21.8
Last employed in 1934.....	11.3	9.9	11.1	9.2	7.0	8.8	8.8	11.5	9.2
Last employed in 1933.....	14.3	10.1	13.6	9.0	5.5	8.4	7.9	11.3	8.4
Last employed in 1932.....	15.2	7.7	14.0	11.1	4.7	10.0	10.6	8.5	10.3
Last employed in 1931.....	9.0	4.1	8.8	10.3	3.0	9.0	10.1	6.1	9.6
1930 or previously.....	11.9	10.5	11.7	23.0	11.1	20.8	15.6	8.3	14.6
Unspecified.....	0.2	25.4	4.1	0.5	32.6	6.4	0.2	6.6	1.0
*Never gainfully employed.....	1.7	2.3	1.8	1.8	3.8	2.2	0.7	1.0	0.7
Total—Per cent.....	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0
Number.....	55,559	10,039	65,598	45,635	10,197	55,832	12,354	1,926	14,280
Saskatchewan									
Alberta									
British Columbia									
<i>From the September, 1937, Registrations—</i>									
At part time work.....	5.2	3.4	5.0	2.0	1.3	1.9	0.8	1.0	0.7
Last employed in 1937.....	28.2	17.5	27.1	25.7	19.3	25.0	10.7	18.0	11.1
Last employed in 1936.....	13.4	4.7	12.5	13.5	12.0	13.3	11.9	9.3	11.5
Last employed in 1935.....	7.1	4.6	6.8	9.1	6.7	8.8	10.3	4.8	9.5
Last employed in 1934.....	4.3	1.9	4.0	6.0	2.6	5.6	7.2	4.2	6.7
Last employed in 1933.....	4.6	0.5	4.1	6.0	3.6	5.7	7.4	3.7	6.9
Last employed in 1932.....	5.4	0.9	4.9	6.9	2.7	6.4	10.0	3.4	9.0
Last employed in 1931.....	5.7	0.7	5.1	7.7	2.7	7.1	11.2	2.7	10.0
1930 or previously.....	14.1	2.2	12.9	19.6	9.0	18.4	29.3	19.0	27.8
Unspecified.....	11.7	3.8	10.7	1.8	6.7	2.4	0.8	0.9	0.7
*Never gainfully employed.....	0.3	60.8	6.9	1.7	33.4	5.4	0.8	38.0	6.1
Total—Per cent.....	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0
Number.....	7,679	936	8,615	6,218	820	7,038	6,997	1,154	8,151

NATIONAL EMPLOYMENT COMMISSION

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E-V—YEAR OF LAST EMPLOYMENT AT USUAL OR NORMAL OCCUPATION OF FULLY EMPLOYABLE PERSONS IN RECEIPT OF MATERIAL AID TO WHICH THE DOMINION CONTRIBUTED—*Concluded*

(Exclusive of Farm Resident Operators who receive Agricultural Aid)

September, 1937, compared¹ to September, 1936

SUMMARY BY PROVINCES*

	Saskatchewan			Alberta			British Columbia		
	Male	Female	Total	Male	Female	Total	Male	Female	Total
<i>From the September, 1936, Registration—</i>									
At part time work.....	1.8	4.1	2.2	0.3	0.9	0.4	0.2	1.7	0.4
Last employed in 1936.....	25.9	13.1	23.7	23.4	23.9	23.5	14.6	16.1	14.8
Last employed in 1935.....	9.7	4.6	8.8	15.4	12.6	15.0	14.7	10.1	14.2
Last employed in 1934.....	6.5	2.2	5.8	7.8	6.7	7.7	8.9	5.1	8.5
Last employed in 1933.....	6.6	1.8	5.8	7.1	6.7	7.1	8.1	4.4	7.7
Last employed in 1932.....	8.5	0.9	7.2	8.0	3.7	7.5	9.4	4.3	8.3
Last employed in 1931.....	7.6	1.3	6.5	9.2	2.7	8.5	11.3	2.9	10.3
1930 or previously.....	23.8	2.8	19.5	26.5	12.2	24.8	31.4	14.6	29.3
Unspecified.....	1.0	62.8	11.4	0.2	22.0	2.7	0.4	37.3	4.7
*Never gainfully employed.....	9.6	6.4	9.1	2.1	3.6	2.8	1.0	3.5	1.3
Total—Per cent.....	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0
Number.....	4,853	979	5,832	8,151	1,058	9,209	12,880	1,695	14,575

NOTE:—¹ Year in which "Last Employed" in this table is, as indicated, in relation to two different times of registration, namely, September, 1937, and September, 1936; hence, in a particular province the percentage of the total reported in 1937 as last employed in 1937 is really comparable to the percentage reported in September, 1936, as last employed in the same year, i.e., 1936; similarly, "Last Employed in 1936" as reported in 1937, is comparable to "Last Employed in 1935" as reported in 1936; and so on.

* "Never Gainfully Employed" as here used refers only to Heads of Families and Individual Persons on their own, so reported; the designation does not here include dependents of Heads of Families never gainfully occupied but available for work, which class (excluding wives) numbered 17,978 in September.

*New Brunswick is omitted as that Province was not distributing Material Aid in September.

**E-VI—FULLY EMPLOYABLE PERSONS REPORTED AS PREVIOUSLY NON-WAGE EARNERS* IN
RECEIPT OF MATERIAL AID TO WHICH THE DOMINION CONTRIBUTED**

(Exclusive of Farm Resident Operators who receive Agricultural Aid)

From September, 1937, Registration

CLASSIFIED BY PROVINCES†, BY INDUSTRY IN WHICH LAST NORMALLY OCCUPIED

Industry of Last Normal or Usual Employment	Dominion Summary			Prince Edward Island			Nova Scotia		
	Male	Female	Total	Male	Female	Total	Male	Female	Total
In Primary Industries:—									
Farming.....	1,148	8	1,156	1	—	1	3	—	3
Fishing.....	375	4	379	5	—	5	63	—	63
Hunting.....	57	—	57	—	—	—	—	—	—
Logging.....	13	—	13	—	—	—	—	—	—
Mining.....	51	—	51	—	—	—	1	—	1
Sub-Total.....	1,644	12	1,656	6	—	6	67	—	67
In Secondary Industries:—									
Communication.....	10	—	10	—	—	—	—	—	—
Construction.....	914	—	914	—	—	—	7	—	7
Finance.....	95	4	99	—	—	—	—	—	—
General Labour.....	53	—	53	—	—	—	4	—	4
Manufacturing.....	551	133	684	—	—	—	6	6	12
Service.....	769	355	1,124	—	—	—	13	11	24
Trade.....	1,129	65	1,194	—	—	—	6	2	8
Transportation and Storage.....	357	1	358	—	—	—	5	—	5
Sub-Total.....	3,878	558	4,436	—	—	—	41	19	60
All Industries—Total.....	5,522	570	6,092	6	—	6	108	19	127
Unclassified.....	—	—	—	—	—	—	—	—	—
GRAND TOTAL.....	5,522	570	6,092	6	—	6	108	19	127
	Quebec			Ontario			Manitoba		
In Primary Industries:—									
Farming.....	90	—	90	137	—	137	101	1	102
Fishing.....	246	4	250	7	—	7	2	—	2
Hunting.....	5	—	5	4	—	4	9	—	9
Logging.....	4	—	4	—	—	—	1	—	1
Mining.....	4	—	4	2	—	2	2	—	2
Sub-Total.....	349	4	353	150	—	150	115	1	116
In Secondary Industries:—									
Communication.....	—	—	—	2	—	2	2	—	2
Construction.....	110	—	110	441	—	441	59	—	59
Finance.....	20	—	20	36	3	39	6	—	6
General Labour.....	6	—	6	26	—	26	—	—	—
Manufacturing.....	117	43	160	132	35	167	38	29	66
Service.....	153	93	246	229	125	354	56	41	97
Trade.....	276	18	294	403	27	430	110	7	117
Transportation and Storage.....	77	1	78	103	—	103	21	—	21
Sub-Total.....	759	165	924	1,372	190	1,562	292	76	368
All Industries—Total.....	1,108	169	1,277	1,522	190	1,712	407	77	484
Unclassified.....	—	—	—	—	—	—	—	—	—
GRAND TOTAL.....	1,108	169	1,277	1,522	190	1,712	407	77	484
	Saskatchewan			Alberta			British Columbia		
In Primary Industries:—									
Farming.....	421	2	423	174	1	175	221	4	225
Fishing.....	—	—	—	2	—	2	50	—	50
Hunting.....	7	—	7	26	—	26	6	—	6
Logging.....	1	—	1	1	—	1	6	—	6
Mining.....	8	—	8	3	—	3	31	—	31
Sub-Total.....	437	2	439	206	1	207	314	4	318
In Secondary Industries:—									
Communication.....	2	—	2	—	—	—	—	—	—
Construction.....	131	—	131	1	—	1	3	—	3
Finance.....	14	—	14	80	—	80	86	—	86
General Labour.....	9	—	9	6	—	6	13	1	14
Manufacturing.....	147	5	152	5	—	5	3	—	3
Service.....	179	20	199	45	9	54	66	7	73
Trade.....	169	—	169	69	26	95	70	39	109
Transportation and Storage.....	87	—	87	67	3	70	98	8	106
Sub-Total.....	738	25	763	307	38	345	369	55	424
All Industries—Total.....	1,175	27	1,202	513	39	552	683	59	742
Unclassified.....	—	—	—	—	—	—	—	—	—
GRAND TOTAL.....	1,175	27	1,202	513	39	552	683	59	742

Note:—* "Non-wage Earners" refers to persons previously "on their own," that is, previously in business or professional pursuits on their own account.

† New Brunswick is omitted as that Province was not distributing Material Aid in September.

NATIONAL EMPLOYMENT COMMISSION

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E-VII—TIME OF LAST CONTINUOUS SELF-DEPENDENCE

YEAR OF TERMINATION OF MOST RECENT TWELVE MONTHS CONTINUOUS SELF-SUPPORT, OF HEADS OF FAMILIES IN RECEIPT OF MATERIAL AID* TO WHICH THE DOMINION CONTRIBUTED

(Exclusive of Farm Resident Operators who receive Agricultural Aid)

From September, 1937, Registration

SUMMARY BY PROVINCES, BY REPORTED DEGREE OF EMPLOYABILITY

Heads of Families Only	Total	1937	1936	1935	1934	1933	1932	1931	1930 or Earlier	Never Self-Dependent	Un-specified
DOMINION—Total.....	99,561	3,262	8,576	9,581	10,318	13,592	16,617	14,359	17,411	1,734	4,111
Fully employable.....	75,220	2,773	7,003	7,504	8,038	10,563	12,813	10,866	12,116	1,171	2,373
Partially employable..	14,993	334	953	1,296	1,417	1,897	2,447	2,292	3,214	264	874
Unemployable.....	9,348	155	615	781	863	1,132	1,357	1,201	2,081	299	864
PRINCE EDWARD ISLAND—Total.....	144	-	4	9	9	49	7	2	4	4	56
Fully employable.....	31	-	2	2	4	12	2	-	-	2	7
Partially employable..	24	-	-	1	2	7	-	-	-	1	13
Unemployable.....	89	-	2	6	3	30	5	2	4	1	36
NOVA SCOTIA—Total.....	1,434	2	91	140	129	233	286	414	80	44	15
Fully employable.....	1,337	2	85	137	114	221	267	396	62	42	11
Partially employable..	86	-	5	2	14	11	16	17	16	2	3
Unemployable.....	11	-	1	1	1	1	3	1	2	-	1
NEW BRUNSWICK.....					No Registration						
QUEBEC—Total.....	28,011	616	1,902	2,476	3,204	4,985	6,153	3,706	3,883	193	893
Fully employable.....	23,707	562	1,735	2,193	2,842	4,346	5,251	3,119	2,935	168	556
Partially employable..	3,575	51	138	233	311	550	787	538	764	21	182
Unemployable.....	729	3	29	60	51	89	115	49	184	4	155
ONTARIO—Total.....	35,247	911	2,725	3,143	3,778	4,719	5,781	5,095	6,737	889	1,469
Fully employable.....	23,893	728	2,075	2,295	2,677	3,316	3,994	3,362	4,179	576	691
Partially employable..	5,642	94	310	414	531	705	889	902	1,308	144	345
Unemployable.....	5,712	89	340	434	570	698	898	831	1,250	169	433
MANITOBA—Total.....	8,821	504	842	838	826	1,020	1,307	1,603	1,675	143	63
Fully employable.....	7,430	459	756	701	694	865	1,059	1,333	1,384	134	45
Partially employable..	1,360	42	84	136	126	154	241	267	285	8	17
Unemployable.....	31	3	2	1	6	1	7	3	6	1	1
SASKATCHEWAN—Total...	10,339	408	1,341	1,090	816	992	1,138	1,127	2,182	74	1,171
Fully employable.....	7,324	340	1,052	707	572	673	804	776	1,516	38	786
Partially employable..	1,422	35	140	158	115	151	141	160	300	6	216
Unemployable.....	1,593	33	149	165	129	168	193	191	366	30	169
ALBERTA—Total.....	6,599	336	792	876	716	720	755	980	1,089	29	306
Fully employable.....	5,358	276	635	691	553	556	601	854	956	24	222
Partially employable..	1,018	57	123	166	137	134	125	107	109	3	62
Unemployable.....	223	3	29	39	26	30	29	19	24	2	22
BRITISH COLUMBIA—Total	8,966	485	879	1,009	840	874	1,190	1,432	1,761	358	138
Fully employable.....	6,140	406	663	728	582	574	835	1,026	1,084	187	55
Partially employable..	1,866	55	153	196	181	185	248	301	432	79	36
Unemployable.....	960	24	63	85	77	115	107	105	245	92	47

NOTE:—"Time of Last Continuous Self-Dependence" refers to year wherein last twelve months of self support independent of public aid terminated.

FINAL REPORT

**E-VIII—TIME OF LAST CONTINUOUS SELF-DEPENDENCE,
YEAR OF TERMINATION OF MOST RECENT TWELVE MONTHS CONTINUOUS SELF-SUPPORT, OF
INDIVIDUAL PERSONS IN RECEIPT OF MATERIAL AID* TO
WHICH THE DOMINION CONTRIBUTED**

(Exclusive of Farm Resident Operators who receive Agricultural Aid)

From September, 1937, Registration

SUMMARY BY PROVINCES, BY REPORTED DEGREE OF EMPLOYABILITY

Individual Persons Only	Total	1937	1936	1935	1934	1933	1932	1931	1930 or Earlier	Never Self- De- pendent	Un- spec- ified
DOMINION—Total.....	30,907	759	2,974	3,712	4,021	4,352	4,119	3,430	5,525	696	1,319
Fully employable.....	13,716	480	1,730	1,973	2,072	2,027	1,759	1,244	1,748	351	343
Partially employable..	9,066	193	761	1,041	1,142	1,370	1,421	1,248	2,032	107	251
Unemployable.....	7,525	86	483	698	807	955	940	933	1,745	238	625
PRINCE EDWARD ISLAND—Total.....	104	-	7	8	8	32	2	1	2	17	27
Fully employable.....	2	-	-	-	1	-	-	-	-	-	1
Partially employable..	4	-	-	-	-	2	-	-	-	-	2
Unemployable.....	98	-	7	8	7	30	2	1	2	17	24
NOVA SCOTIA—Total.....	316	-	16	33	39	47	64	41	46	20	11
Fully employable.....	268	-	16	28	35	42	56	36	32	18	6
Partially employable..	43	-	-	4	4	4	7	5	13	2	4
Unemployable.....	5	-	-	1	-	1	1	-	-	-	2
NEW BRUNSWICK.....					No Registration						
QUEBEC—Total.....	6,214	130	797	1,003	1,272	1,196	776	370	468	26	176
Fully employable.....	4,528	108	638	795	956	881	546	266	270	18	55
Partially employable..	1,422	21	138	185	290	284	203	95	101	10	24
Unemployable.....	264	1	21	22	26	31	27	9	37	8	87
ONTARIO—Total.....	9,602	229	833	1,063	1,298	1,378	1,373	1,054	1,731	312	541
Fully employable.....	3,472	150	448	485	565	500	463	281	378	110	93
Partially employable..	2,535	52	195	234	284	303	392	310	503	59	143
Unemployable.....	3,795	27	190	334	449	515	518	463	850	143	306
MANITOBA—Total.....	3,525	86	245	364	309	403	476	412	1,143	71	16
Fully employable.....	1,662	66	134	188	162	203	229	182	431	62	5
Partially employable..	1,627	17	104	162	142	185	216	200	584	9	8
Unemployable.....	236	3	7	14	5	15	31	30	128	-	3
SASKATCHEWAN—Total...	2,109	91	390	307	199	207	168	150	246	15	341
Fully employable.....	701	36	171	121	58	68	43	31	53	6	116
Partially employable..	511	24	74	74	55	53	47	37	52	1	91
Unemployable.....	897	31	145	112	85	86	78	82	141	8	134
ALBERTA—Total.....	2,796	56	187	352	310	318	323	336	796	12	111
Fully employable.....	1,322	47	111	159	132	139	159	162	359	9	45
Partially employable..	978	7	57	133	111	127	112	121	273	1	36
Unemployable.....	496	2	19	60	67	47	52	53	164	2	30
BRITISH COLUMBIA—Total	6,041	167	499	592	586	776	942	1,066	1,094	228	66
Fully employable.....	1,761	73	202	197	165	194	202	286	225	133	24
Partially employable..	2,546	72	193	248	253	352	444	480	446	25	33
Unemployable.....	1,734	22	104	147	168	230	236	300	423	65	39

Note:—"Time of Last Continuous Self-Dependence" refers to year wherein last twelve months of self-support independent of public aid terminated.

E-IX—CONTINUOUS TIME ON AID*

SEPARATION ON BASIS OF CONTINUOUS TIME IN RECEIPT OF MATERIAL AID TO WHICH THE DOMINION CONTRIBUTED

(Exclusive of Farm Resident Operators who receive Agricultural Aid)

From the September, 1937, Registration

SUMMARY BY PROVINCES, BY REPORTED DEGREE OF EMPLOYABILITY

	Heads of Families									Individual Persons								
	Total	1-6 Months	7-12 Months	1-2 Years	2-3 Years	3-4 Years	4-5 Years	Over 5 Years	Un-specified	Total	1-6 Months	7-12 Months	1-2 Years	2-3 Years	3-4 Years	4-5 Years	Over 5 Years	Un-specified
FULLY EMPLOYABLE—																		
DOMINION.....	75,220	15,394	9,786	10,105	7,761	7,730	9,230	13,163	2,051	13,716	2,962	1,843	2,557	1,814	1,699	1,229	1,110	502
PRINCE EDWARD ISLAND.....	31	9	3	9	3	2	-	-	5	2	-	1	-	-	-	-	-	1
NOVA SCOTIA.....	1,337	405	247	236	144	118	88	92	7	293	66	56	59	21	28	24	12	2
NEW BRUNSWICK.....				No Registration									No Registration					
QUEBEC.....	23,707	3,151	2,751	2,385	2,260	3,118	4,568	5,254	220	4,528	593	490	930	606	906	519	292	22
ONTARIO.....	23,893	5,751	2,812	3,273	2,894	2,602	2,852	3,245	664	3,472	745	510	744	513	383	288	237	52
MANITOBA.....	7,430	1,355	1,077	1,241	726	569	669	1,680	103	1,602	337	240	287	153	131	138	212	164
SASKATCHEWAN.....	7,324	2,022	1,158	1,078	512	408	401	950	789	701	245	103	105	43	35	22	37	111
ALBERTA.....	5,358	1,231	853	951	552	412	303	804	132	1,322	537	177	165	89	61	59	64	120
BRITISH COLUMBIA.....	6,140	1,490	885	932	670	501	489	1,072	131	1,761	419	266	267	189	155	179	256	30
PARTIALLY EMPLOYABLE—																		
DOMINION.....	14,993	1,874	1,711	1,947	1,771	1,764	2,167	3,397	362	9,666	1,444	1,179	1,479	1,292	1,294	1,152	1,568	258
PRINCE EDWARD ISLAND.....	24	3	1	5	2	3	-	-	10	4	-	1	-	-	1	-	-	2
NOVA SCOTIA.....	86	14	17	15	6	10	15	7	2	43	9	5	4	7	6	9	2	1
NEW BRUNSWICK.....				No Registration									No Registration					
QUEBEC.....	3,575	275	265	347	346	443	778	1,082	18	1,422	117	104	222	269	323	230	149	8
ONTARIO.....	5,642	751	631	680	749	739	823	1,128	141	2,535	426	317	383	351	342	333	329	54
MANITOBA.....	1,360	134	149	193	138	133	159	440	14	1,027	181	184	245	183	187	178	402	69
SASKATCHEWAN.....	1,422	265	248	223	131	133	83	214	124	511	149	90	60	40	38	32	49	47
ALBERTA.....	1,018	161	153	198	155	110	85	126	30	978	256	173	173	86	81	67	86	58
BRITISH COLUMBIA.....	1,866	270	226	286	244	193	224	400	23	2,546	306	305	386	350	310	305	551	21
UNEMPLOYABLE—																		
DOMINION.....	9,348	1,137	1,013	1,320	1,181	1,171	1,270	1,916	340	7,525	832	802	1,148	1,021	1,006	977	1,487	252
PRINCE EDWARD ISLAND.....	89	6	2	32	4	17	-	-	28	98	21	7	38	8	18	-	-	6
NOVA SCOTIA.....	11	3	2	1	1	2	1	1	-	5	2	1	2	-	-	-	-	-
NEW BRUNSWICK.....				No Registration									No Registration					
QUEBEC.....	729	87	112	134	120	53	82	157	4	264	42	45	63	48	24	19	22	1
ONTARIO.....	5,712	660	569	716	740	798	835	1,189	155	3,795	404	404	557	553	556	537	628	101
MANITOBA.....	31	6	4	3	2	2	5	9	-	238	17	15	19	19	24	37	100	5
SASKATCHEWAN.....	1,593	260	188	229	152	158	142	334	130	897	160	103	141	74	70	63	160	112
ALBERTA.....	223	25	34	52	26	30	21	24	11	490	51	61	86	75	51	40	111	21
BRITISH COLUMBIA.....	960	110	102	153	136	111	134	202	12	1,734	135	161	242	239	254	231	466	6

NATIONAL EMPLOYMENT COMMISSION

NOTE:—* "Continuous Time on Aid" refers to receipt of Aid during the period specified without any interruption of at least one calendar month.

E-X—CONTINUOUS TIME ON AID*
COMPARATIVE PERCENTAGES BY PERIODS OF CONTINUOUS TIME IN RECEIPT OF MATERIAL AID
TO WHICH THE DOMINION CONTRIBUTED

(Exclusive of Farm Resident Operators who receive Agricultural Aid)

September, 1937, compared to September, 1936

SUMMARY BY PROVINCES, BY REPORTED DEGREE OF EMPLOYABILITY

	Heads of Families—Percentage Distribution									Individual Persons—Percentage Distribution									
	Total	1-6 Months	7-12 Months	1-2 Years	2-3 Years	3-4 Years	4-5 Years	Over 5 Years	Un-specified	Total	1-6 Months	7-12 Months	1-2 Years	2-3 Years	3-4 Years	4-5 Years	Over 5 Years	Un-specified	
FULLY EMPLOYABLES—																			
DOMINION.... September, 1937	75,220	20.6	13.0	13.4	10.3	10.3	12.3	17.5	2.7	13,716	21.6	13.4	18.6	13.2	12.4	9.0	8.1	3.7	
September, 1936	120,685	23.8	15.4	15.0	13.8	13.3	9.3	6.9	1.6	23,872	36.3	19.3	17.1	11.3	7.4	3.9	2.7	2.0	
PRINCE ED- September, 1937	31	29.0	9.7	29.0	9.7	6.5	-	-	16.1	2	-	50.0	-	-	-	-	-	50.0	
WARD ISLAND. September, 1936	63	19.0	20.6	7.9	17.5	4.8	30.2	-	-	3	-	33.3	-	-	-	66.7	-	-	
NOVA SCOTIA. September, 1937	1,337	30.2	18.5	17.7	10.8	8.8	6.6	6.9	0.5	268	24.7	20.9	22.0	7.8	10.4	9.0	4.5	0.7	
September, 1936	2,484	42.2	17.0	12.0	11.4	9.2	6.7	0.7	0.8	485	44.7	12.8	11.3	12.4	12.2	3.5	0.6	2.5	
NEW BRUNSWICK.....				No Registration									No Registration						
QUEBEC..... September, 1937	23,707	13.3	11.6	10.1	9.5	13.2	10.3	22.1	0.9	4,528	12.4	10.8	20.6	17.3	20.0	11.5	8.4	0.5	
September, 1936	45,761	22.1	14.4	15.3	15.3	16.2	9.4	5.8	0.5	10,194	35.9	17.1	21.5	14.7	6.8	2.4	1.2	0.4	
ONTARIO..... September, 1937	23,893	24.1	11.8	13.7	12.1	10.9	11.1	13.6	2.7	3,472	21.4	14.7	21.4	14.8	11.1	8.3	6.8	1.5	
September, 1936	43,150	24.2	14.5	17.4	13.6	12.5	8.8	6.7	2.3	6,466	31.2	20.3	18.1	11.8	8.4	4.8	2.6	2.8	
MANITOBA..... September, 1937	7,430	18.4	14.5	16.7	9.8	7.7	9.0	22.5	1.4	1,662	20.3	14.4	17.3	9.2	7.9	8.3	12.7	9.9	
September, 1936	9,039	24.1	16.2	13.6	9.9	11.6	11.4	13.0	0.2	3,953	37.1	26.3	11.4	6.9	7.8	4.1	5.7	0.7	
SASKATCHE- September, 1937	7,324	27.5	15.8	14.7	7.0	5.6	5.5	13.1	10.8	701	35.0	14.7	15.0	6.1	5.0	3.1	5.3	15.8	
WAN..... September, 1936	5,050	19.7	16.7	12.5	11.1	10.4	9.1	12.2	5.3	272	32.3	19.2	12.9	10.3	9.2	4.0	4.8	7.3	
ALBERTA..... September, 1937	5,358	22.7	15.9	17.8	10.4	7.7	6.8	16.2	2.4	1,322	44.4	13.3	12.5	6.8	4.6	4.4	4.9	9.1	
September, 1936	6,074	28.6	21.4	14.2	9.6	8.2	8.9	7.0	2.1	2,634	47.6	18.5	8.0	5.7	4.2	2.7	2.8	10.5	
BRITISH September, 1937	5,140	23.7	14.4	15.2	10.9	8.2	8.0	17.5	2.1	1,791	23.8	15.1	15.2	10.7	8.8	10.2	14.5	1.7	
COLUMBIA... September, 1936	9,014	23.7	18.4	17.8	11.1	11.2	10.2	6.7	0.8	4,865	36.6	17.9	16.7	9.8	8.1	6.5	3.8	0.6	
PARTIALLY EMPLOYABLE—																			
DOMINION.... September, 1937	14,993	12.4	11.4	13.0	11.8	11.8	14.5	22.7	2.4	9,666	14.9	12.2	15.3	13.4	13.4	11.9	16.2	2.6	
September, 1936	19,658	15.7	14.6	16.7	13.8	14.6	11.3	10.2	3.1	10,342	21.5	15.8	18.0	14.8	11.8	8.1	6.8	3.2	
PRINCE ED- September, 1937	24	12.5	4.2	20.8	8.2	12.5	-	-	41.7	4	-	25.0	-	-	25.0	-	-	50.0	
WARD ISLAND. September, 1936	21	33.3	33.3	14.3	14.3	-	4.8	-	-	6	16.7	33.3	16.7	33.3	-	-	-	-	

NOVA SCOTIA..	September, 1937	86	16.3	19.8	17.4	7.0	11.6	17.5	8.1	2.3	43	20.9	11.6	9.3	16.3	14.0	20.9	4.7	2.3	
	September, 1936	242	36.8	14.9	15.7	12.8	11.6	6.6	0.4	1.2	102	62.0	15.7	10.8	10.8	2.9	4.9	-	2.9	
NEW BRUNSWICK.....					No Registration															
QUEBEC.....	September, 1937	3,575	7.7	8.0	9.7	9.7	12.4	21.8	30.2	0.5	1,422	8.2	7.3	No Registration						
	September, 1936	5,463	14.5	16.1	15.6	14.5	16.5	11.5	10.4	0.9	1,602	23.8	16.8	15.6	18.9	22.7	16.2	10.5	0.6	
ONTARIO.....	September, 1937	5,642	13.2	11.1	12.0	13.3	13.2	14.6	20.1	2.5	2,535	18.8	12.5	15.1	13.9	13.5	13.1	13.1	2.0	
	September, 1936	7,469	15.5	12.5	17.6	14.7	15.7	10.8	9.8	3.4	2,591	19.8	14.8	19.8	15.6	14.3	7.7	3.9	4.1	
MANITOBA....	September, 1937	1,360	9.9	11.0	14.2	10.1	9.8	11.7	32.3	1.0	1,627	11.1	11.3	15.1	11.2	11.5	10.8	24.8	4.2	
	September, 1936	1,313	13.9	12.7	15.5	14.0	15.2	14.9	13.4	0.4	1,471	17.3	16.5	13.8	13.0	12.4	9.6	16.5	0.9	
SASKATCHE- WAN.....	September, 1937	1,422	18.7	17.5	15.7	9.2	9.4	5.8	15.0	8.7	511	29.2	17.6	12.9	7.8	7.4	6.3	9.6	9.2	
	September, 1936	1,756	16.4	15.1	13.7	11.3	9.7	9.0	11.6	13.2	578	28.5	13.7	13.0	12.8	6.2	4.0	4.7	17.1	
ALBERTA.....	September, 1937	1,018	15.5	15.1	19.6	15.2	10.8	8.3	12.5	3.0	978	26.1	17.6	17.7	8.8	8.3	6.9	8.8	5.8	
	September, 1936	1,158	19.6	20.6	16.2	11.0	10.4	9.3	8.6	4.3	945	30.2	22.6	14.2	9.2	6.3	5.0	5.7	8.8	
BRITISH COLUMBIA...	September, 1937	1,866	14.5	12.1	15.3	13.1	10.3	12.0	21.5	1.2	2,546	12.0	12.0	15.2	14.0	12.4	12.0	21.6	0.8	
	September, 1936	2,237	15.6	15.1	19.6	12.2	12.6	14.3	9.8	0.8	2,747	18.4	14.1	18.2	16.1	13.2	11.5	7.6	0.9	
UNEMPLOYABLE:-																				
DOMINION....	September, 1937	9,348	12.1	10.8	14.1	12.6	12.5	13.6	20.8	3.7	7,525	11.1	10.6	15.2	13.5	12.4	13.0	19.9	3.3	
	September, 1936	10,455	13.3	12.8	16.6	14.4	15.5	12.5	11.8	3.1	8,343	14.6	12.1	17.0	15.7	15.8	10.9	11.6	2.3	
PRINCE ED- WARD ISLAND	September, 1937	89	6.7	2.2	36.0	4.5	19.1	-	-	31.5	98	21.4	7.1	39.8	8.2	18.4	-	-	6.1	
	September, 1936	60	33.3	8.3	11.7	30.0	-	16.7	-	-	95	32.6	16.9	12.6	26.3	-	12.6	-	-	
NOVA SCOTIA..	September, 1937	11	27.2	18.2	9.1	9.1	18.2	9.1	9.1	-	5	40.0	20.0	40.0	-	-	-	-	-	
	September, 1936	53	34.0	9.4	11.3	18.9	11.3	9.4	1.9	3.8	23	21.7	21.7	40.0	-	-	-	-	4.4	
NEW BRUNSWICK.....					No Registration															
QUEBEC.....	September, 1937	729	9.2	15.4	18.4	16.5	7.3	11.2	21.5	0.5	264	15.9	17.0	No Registration						
	September, 1936	2,099	12.3	16.1	17.7	12.5	16.9	11.8	11.2	1.5	683	19.0	20.2	23.9	18.2	9.1	7.2	8.3	0.4	
ONTARIO.....	September, 1937	5,712	11.4	9.9	12.5	13.0	13.9	15.5	21.0	2.8	3,795	10.6	10.6	14.7	14.6	14.7	15.5	16.7	2.6	
	September, 1936	5,551	12.3	12.0	16.4	16.0	16.3	12.5	11.2	3.3	3,328	15.2	12.0	18.2	16.3	18.0	10.0	7.6	2.5	
MANITOBA....	September, 1937	31	19.3	12.9	9.7	6.5	6.5	16.1	29.0	-	236	7.2	6.4	8.0	8.0	10.2	15.7	42.4	2.1	
	September, 1936	340	10.9	12.3	17.3	11.2	12.1	15.9	19.7	0.6	763	10.2	11.0	9.8	11.2	11.9	11.8	32.9	1.2	
SASKATCHE- WAN.....	September, 1937	1,593	16.3	11.8	14.4	9.5	9.9	8.9	21.0	8.2	897	17.9	12.0	15.7	8.2	8.8	7.0	17.9	12.5	
	September, 1936	851	19.0	13.3	14.2	10.3	9.8	10.9	13.9	8.6	480	19.6	11.7	13.5	18.1	13.8	7.5	8.5	7.3	
ALBERTA.....	September, 1937	223	11.6	14.9	23.7	11.6	12.6	9.8	10.7	5.1	496	10.2	11.8	17.5	15.1	10.4	8.1	22.6	4.3	
	September, 1936	324	17.3	13.0	16.4	13.9	11.4	12.0	12.0	4.0	535	14.6	18.5	14.8	13.0	10.3	9.5	13.1	5.6	
BRITISH COLUMBIA...	September, 1937	900	11.5	10.6	15.9	14.2	11.6	13.9	21.0	1.3	1,734	7.8	9.3	14.0	13.8	14.6	13.3	20.9	0.3	
	September, 1936	1,187	13.2	10.9	17.5	13.1	16.2	14.5	13.1	1.4	2,436	12.2	9.0	17.3	16.6	17.3	13.7	12.9	1.0	

NOTE:-* "Continuous Time on Aid" refers to receipt of Aid during the period specified without any interruption of at least one calendar month.

**E-XI—CAUSES OF UNEMPLOYABILITY OF UNEMPLOYABLE PERSONS IN RECEIPT OF MATERIAL AID
TO WHICH THE DOMINION CONTRIBUTED**

(Exclusive of Farm Resident Operators and their Dependents who receive Agricultural Aid)

From the September, 1937, Registration

DOMINION AND PROVINCIAL SUMMARY

	Total	Chronic Disease	Physical Defect	Age	Mental Disease	Mental Defect	Broken Home	Un-married Mother	Addiction to Drugs or Alcohol	Other	No Information
HEADS OF FAMILIES ONLY											
DOMINION:—											
Male.....	6,402	2,099	1,549	2,366	90	53	18	-	10	87	130
Female.....	2,946	453	311	630	27	30	1,049	87	6	200	153
Total.....	9,348	2,552	1,860	2,996	117	83	1,067	87	16	287	283
PRINCE EDWARD ISLAND:—											
Male.....	42	14	25	2	1	-	-	-	-	-	-
Female.....	47	9	11	11	2	2	9	-	-	3	-
Total.....	89	23	36	13	3	2	9	-	-	3	-
NOVA SCOTIA:—											
Male.....	10	3	3	4	-	-	-	-	-	-	-
Female.....	1	1	-	-	-	-	-	-	-	-	-
Total.....	11	4	3	4	-	-	-	-	-	-	-
NEW BRUNSWICK.....											
No Registration											
QUEBEC:—											
Male.....	559	184	125	197	20	9	-	-	5	5	14
Female.....	170	25	19	39	3	1	61	4	-	3	15
Total.....	729	209	144	236	23	10	61	4	5	8	29
ONTARIO:—											
Male.....	4,050	1,445	1,042	1,340	59	39	10	-	4	48	63
Female.....	1,662	267	208	398	18	23	517	38	5	97	91
Total.....	5,712	1,712	1,250	1,738	77	62	527	38	9	145	154

MANITOBA:—											
Male.....	14	3	2	9	-	-	-	-	-	-	-
Female.....	17	-	1	2	-	-	13	1	-	-	-
Total.....	31	3	3	11	-	-	13	1	-	-	-
SASKATCHEWAN:—											
Male.....	932	196	187	481	4	2	5	-	1	9	47
Female.....	661	94	45	119	3	3	293	28	1	40	35
Total.....	1,593	290	232	600	7	5	298	28	2	49	82
ALBERTA:—											
Male.....	140	47	38	47	4	1	-	-	-	1	2
Female.....	83	12	6	12	-	1	36	6	-	6	4
Total.....	223	59	44	59	4	2	36	6	-	7	6
BRITISH COLUMBIA:—											
Male.....	655	207	127	286	2	2	3	-	-	24	4
Female.....	305	45	21	49	1	-	120	10	-	51	8
Total.....	960	252	148	335	3	2	123	10	-	75	12
INDIVIDUAL PERSONS ONLY											
DOMINION:—											
Male.....	4,602	1,263	1,080	1,899	72	70	6	-	7	46	59
Female.....	3,023	714	423	1,604	48	40	51	3	4	76	60
Total.....	7,625	1,977	1,503	3,503	120	110	57	3	11	122	119
PRINCE EDWARD ISLAND:—											
Male.....	40	5	20	3	4	8	-	-	-	-	-
Female.....	58	9	26	16	3	2	2	-	-	-	-
Total.....	98	14	46	19	7	10	2	-	-	-	-
NOVA SCOTIA:—											
Male.....	3	1	1	1	-	-	-	-	-	-	-
Female.....	2	-	-	2	-	-	-	-	-	-	-
Total.....	5	1	1	3	-	-	-	-	-	-	-
NEW BRUNSWICK.....											
No Registration											
QUEBEC:—											
Male.....	164	33	50	61	9	3	-	-	-	-	8
Female.....	100	18	12	59	2	1	2	1	-	-	5
Total.....	264	51	62	120	11	4	2	1	-	-	13

**E-XI—CAUSES OF UNEMPLOYABILITY OF UNEMPLOYABLE PERSONS IN RECEIPT OF MATERIAL AID
TO WHICH THE DOMINION CONTRIBUTED—Concluded.**

(Exclusive of Farm Resident Operators and their Dependents who receive Agricultural Aid)

From the September, 1937, Registration

DOMINION AND PROVINCIAL SUMMARY

	Total	Chronic Disease	Physical Defect	Age	Mental Disease	Mental Defect	Broken Home	Un- married Mother	Addiction to Drugs or Alcohol	Other	No Infor- mation
ONTARIO:—											
Male.....	1,676	506	413	636	33	37	5	-	7	12	27
Female.....	2,119	515	313	1,106	38	33	27	1	3	49	34
Total.....	3,795	1,021	726	1,742	71	70	32	1	10	61	61
MANITOBA:—											
Male.....	229	9	40	175	3	2	-	-	-	-	-
Female.....	7	2	-	5	-	-	-	-	-	-	-
Total.....	236	11	40	180	3	2	-	-	-	-	-
SASKATCHEWAN:—											
Male.....	469	132	107	203	6	2	-	-	-	2	17
Female.....	428	89	50	248	2	-	14	1	-	4	20
Total.....	897	221	157	451	8	2	14	1	-	6	37
ALBERTA:—											
Male.....	435	132	116	167	3	4	1	-	-	7	5
Female.....	61	13	4	38	-	2	2	-	-	1	1
Total.....	496	145	120	205	3	6	3	-	-	8	6
BRITISH COLUMBIA:—											
Male.....	1,456	445	333	653	14	14	-	-	-	25	2
Female.....	248	68	18	130	3	2	4	-	1	22	-
Total.....	1,734	513	351	783	17	16	4	-	1	47	2

NATIONAL EMPLOYMENT COMMISSION

E-XII—MARITAL STATUS OF FEMALE HEADS OF FAMILIES IN RECEIPT OF MATERIAL AID TO WHICH THE DOMINION CONTRIBUTED

(Exclusive of Farm Resident Operators who receive Agricultural Aid)

From September, 1937, Registration

SUMMARY BY PROVINCES AND BY DEGREE OF EMPLOYABILITY

	Total	Single	Married	Widowed	Common Law	Separated	Deserted	Divorced	Unspecified
DOMINION—Total	16,240	1,636	2,398	5,523	104	3,584	2,608	333	54
Fully employable.....	9,869	1,144	1,415	3,023	62	2,458	1,526	209	32
Partially employable.....	3,427	299	511	1,284	30	618	596	79	10
Unemployable.....	2,944	193	472	1,216	12	508	486	45	12
PRINCE EDWARD ISLAND—Total	73	4	4	61	—	2	1	—	1
Fully employable.....	12	1	1	9	—	—	—	—	1
Partially employable.....	14	—	—	13	—	—	1	—	—
Unemployable.....	47	3	3	39	—	2	—	—	—
NOVA SCOTIA—Total	247	44	62	69	4	61	5	1	1
Fully employable.....	226	43	60	56	1	59	5	1	1
Partially employable.....	20	1	2	12	3	2	—	—	—
Unemployable.....	1	—	—	1	—	—	—	—	—
NEW BRUNSWICK					No Registration				
QUEBEC—Total	3,497	496	531	1,670	12	453	325	4	6
Fully employable.....	2,628	389	402	1,207	12	357	252	4	5
Partially employable.....	699	91	100	362	—	76	69	—	1
Unemployable.....	170	16	29	101	—	20	4	—	—
ONTARIO—Total	7,108	539	913	2,095	48	2,003	1,394	88	28
Fully employable.....	4,091	350	429	975	30	1,408	832	55	13
Partially employable.....	1,355	84	238	443	9	297	258	20	6
Unemployable.....	1,662	105	247	677	9	298	304	13	9
MANITOBA—Total	1,392	211	284	355	7	296	179	55	5
Fully employable.....	1,170	186	247	281	6	254	140	52	4
Partially employable.....	205	24	30	73	1	38	35	3	1
Unemployable.....	17	1	7	1	—	4	4	—	—
SASKATCHEWAN—Total	1,653	92	252	736	3	302	237	28	8
Fully employable.....	598	37	106	247	—	119	80	8	1
Partially employable.....	396	15	56	183	2	69	66	5	—
Unemployable.....	659	40	90	306	1	114	91	15	2
ALBERTA—Total	901	96	89	230	14	186	220	57	9
Fully employable.....	461	48	52	162	6	105	108	33	7
Partially employable.....	357	41	21	107	8	68	89	23	2
Unemployable.....	83	7	16	21	—	15	23	1	—
BRITISH COLUMBIA—Total	1,369	154	263	307	16	281	247	100	1
Fully employable.....	683	90	119	146	7	156	109	56	—
Partially employable.....	381	43	64	91	7	70	76	28	—
Unemployable.....	306	21	80	70	2	55	60	16	1

E-XIII—HOUSING
COMPARATIVE INFORMATION ON FAMILIES IN RECEIPT OF MATERIAL AID TO
WHICH THE DOMINION CONTRIBUTED

September, 1937, compared to September, 1936

By Cities of Over 25,000 Population¹, by Number of Rooms Occupied

		Total Families	1 Room	2 Rooms	3 Rooms	4 Rooms	5 Rooms	6 Rooms	7 Rooms	8 Rooms	9 or more Rooms	Unspecified
NOVA SCOTIA—												
Halifax.....	September, 1937	923	11.5	32.7	27.1	19.7	5.6	2.6	—	—	0.1	0.7
	September, 1936	1,414	13.3	29.3	27.1	19.8	6.7	2.3	0.9	0.3	0.1	0.2
QUEBEC—												
Montreal.....	September, 1937	21,633	5.7	4.5	18.8	37.1	18.7	10.3	2.7	0.0	0.1	1.5
	September, 1936	32,025	6.9	4.6	18.1	36.8	18.7	10.9	2.9	0.7	0.1	0.3
Quebec.....	September, 1937	2,137	10.5	6.5	17.6	37.2	15.1	7.0	2.1	0.7	0.4	2.9
	September, 1936	3,438	9.5	6.1	17.5	38.1	16.8	7.8	2.6	1.0	0.3	0.3
Sherbrooke.....	September, 1937	104	1.0	9.6	19.2	37.5	22.1	10.6	—	—	—	—
	September, 1936	491	3.0	6.1	27.7	35.3	19.8	7.5	1.0	0.6	—	—
Three Rivers.....	September, 1937	797	1.5	4.4	16.7	31.7	21.8	11.8	3.6	0.5	0.3	7.7
	September, 1936	1,077	7.0	4.9	10.6	31.8	23.8	11.6	4.9	2.2	0.7	2.5
ONTARIO—												
Brantford.....	September, 1937	702	2.6	9.0	12.1	17.3	15.7	28.7	9.3	3.3	1.1	0.9
	September, 1936	1,100	3.7	8.6	10.6	17.4	17.6	27.0	10.9	2.5	1.4	0.3
Fort William.....	September, 1937	102	5.9	12.7	22.6	22.6	12.7	17.6	2.9	2.0	—	1.0
	September, 1936	428	5.4	8.4	18.0	24.1	24.3	14.7	4.0	0.9	0.2	—
Hamilton.....	September, 1937	1,959	5.2	12.7	13.8	14.8	24.1	21.6	5.2	1.6	0.2	0.8
	September, 1936	3,830	2.8	9.5	13.8	13.6	20.9	22.8	11.4	3.8	1.1	0.3
Kitchener.....	September, 1937	210	6.7	16.2	24.7	10.6	15.7	13.3	4.8	1.0	—	1.0
	September, 1936	506	4.0	15.8	28.6	17.6	13.6	15.6	4.0	0.4	0.2	0.2
London.....	September, 1937	794	7.1	12.7	13.0	12.1	26.6	21.4	5.3	0.9	0.6	0.3
	September, 1936	1,093	6.8	13.5	14.4	13.9	22.3	21.0	5.4	1.2	0.4	1.1
Ottawa.....	September, 1937	3,036	7.9	18.6	23.8	17.4	10.9	11.3	3.8	0.6	0.3	5.4
	September, 1936	3,815	10.2	18.0	22.6	17.5	13.0	12.9	8.6	0.9	0.4	0.9
Toronto.....	September, 1937	12,605	9.7	19.2	18.0	10.2	9.8	22.7	4.0	4.0	1.3	1.1
	September, 1936	18,024	10.0	18.1	16.4	10.2	10.1	23.0	4.7	4.8	1.8	0.9
Windsor.....	September, 1937	2,813	3.4	6.2	9.4	14.0	26.0	22.7	8.5	2.8	1.1	5.9
	September, 1936	4,526	2.6	6.7	8.7	14.1	27.9	23.7	9.1	4.0	1.4	1.8

MANITOBA:—												
Winnipeg.....	September, 1937	5,743	13.1	26.2	21.1	10.7	15.3	8.6	3.0	0.9	0.3	0.8
	September, 1936	6,556	15.1	25.9	20.7	10.8	14.3	8.5	3.5	0.9	0.3	-
SASKATCHEWAN:—												
Regina.....	September, 1937	2,223	11.4	23.9	14.6	22.1	14.8	8.3	2.6	0.8	0.2	1.3
	September, 1936	2,229	10.0	23.0	15.6	22.6	15.1	9.0	3.4	0.9	0.3	0.1
Saskatoon.....	September, 1937	1,236	4.9	12.8	11.7	26.4	18.6	13.4	4.2	1.8	0.5	5.7
	September, 1936	1,154	6.0	14.8	13.1	27.2	18.1	12.7	5.0	1.4	0.8	0.9
ALBERTA:—												
Calgary.....	September, 1937	2,496	11.9	25.9	18.9	17.4	13.5	5.5	1.4	0.6	0.2	4.7
	September, 1936	2,767	12.3	27.6	19.5	17.5	14.0	6.2	1.6	0.7	0.3	0.3
Edmonton.....	September, 1937	2,031	16.2	21.1	14.7	20.4	13.8	8.1	2.7	0.8	0.1	2.1
	September, 1936	2,433	17.8	21.3	13.6	20.9	14.0	8.1	2.5	0.8	0.2	0.8
BRITISH COLUMBIA:—												
Burnaby.....	September, 1937	979	4.0	13.3	22.1	39.7	13.9	5.3	1.2	0.2	0.1	0.2
	September, 1936	1,159	2.2	13.1	20.0	41.8	14.6	5.9	1.6	0.5	0.1	0.2
Vancouver.....	September, 1937	4,105	15.9	18.8	17.9	22.4	12.3	8.4	2.5	0.6	0.1	1.1
	September, 1936	5,905	13.3	16.4	17.0	25.0	14.4	10.0	2.5	0.8	0.3	0.3
Victoria.....	September, 1937	476	4.6	9.2	13.4	18.2	24.0	14.9	6.3	2.1	0.8	6.5
	September, 1936	691	6.0	7.7	11.3	20.1	24.3	18.4	6.7	3.5	1.0	1.0

¹ Cities of over 25,000 population not distributing Material Aid in September are not included.

FINAL REPORT

E-XIV—HOUSING

COMPARATIVE INFORMATION ON FAMILIES IN RECEIPT OF MATERIAL AID TO WHICH THE DOMINION CONTRIBUTED

September, 1937, compared to September, 1936

BY CITIES OF OVER 25,000 POPULATION,¹ BY TYPE OF TENURE

	Total Number of Families	Occupying Own Premises		Occupying Rented Premises			Un- speci- fied	
		Owned and not Mortgaged	Owned but Mortgaged	House	Flat	Rooms		
NOVA SCOTIA:—								
Halifax.....	September, 1937	923	2.8	0.1	10.5	7.8	77.3	1.5
	September, 1936	1,414	3.3	0.6	8.9	18.5	68.4	0.3
QUEBEC:—								
Montreal.....	September, 1937	21,633	0.5	0.3	2.0	78.5	17.1	1.6
	September, 1936	32,025	0.6	0.6	12.1	77.9	8.6	0.2
Quebec.....	September, 1937	2,137	0.3	0.2	1.1	76.4	17.8	4.2
	September, 1936	3,438	0.1	0.2	0.3	88.2	10.9	0.3
Sherbrooke..	September, 1937	104	—	5.8	94.2	—	—	—
	September, 1936	491	—	2.4	93.8	1.6	2.2	—
Three Rivers.....	September, 1937	797	1.0	2.9	88.8	—	5.9	1.4
	September, 1936	1,077	1.2	1.9	87.8	1.3	7.4	0.4
ONTARIO:—								
Brantford....	September, 1937	702	7.7	6.7	70.6	4.0	10.3	0.7
	September, 1936	1,100	9.1	6.5	56.9	8.6	18.6	0.3
Fort William....	September, 1937	102	21.6	8.8	63.7	—	5.9	—
	September, 1936	428	28.5	4.9	60.8	4.2	1.6	—
Hamilton....	September, 1937	1,959	2.8	4.9	55.8	13.3	22.2	1.0
	September, 1936	5,830	2.6	5.5	58.3	13.1	20.3	0.2
Kitchener... September, 1937	210	1.9	2.9	80.0	0.5	13.3	1.4	—
	September, 1936	506	1.4	5.5	58.2	12.6	21.9	0.4
London..... September, 1937	794	3.3	4.7	47.4	0.8	43.7	0.1	—
	September, 1936	1,093	3.6	6.4	57.4	4.6	27.5	0.5
Ottawa..... September, 1937	3,036	2.4	0.8	52.9	4.8	33.4	5.7	—
	September, 1936	3,815	2.0	1.7	42.0	24.1	29.4	0.8
Toronto..... September, 1937	12,605	2.4	4.5	46.2	4.1	41.6	1.2	—
	September, 1936	18,024	3.0	6.1	45.1	10.8	34.2	0.8
Windsor..... September, 1937	2,613	5.0	2.7	56.7	6.3	23.0	6.3	—
	September, 1936	4,526	6.2	4.8	56.6	20.8	9.7	1.9
MANITOBA:—								
Winnipeg.....	September, 1937	5,743	3.9	4.7	31.6	3.3	55.3	1.2
	September, 1936	6,556	4.1	5.1	30.8	2.8	57.1	0.1
SASKATCHEWAN:—								
Regina.....	September, 1937	2,223	10.9	6.4	50.5	2.7	29.3	0.2
	September, 1936	2,229	10.8	7.9	50.6	4.5	26.0	0.2
Saskatoon... September, 1937	1,236	15.9	5.7	58.7	0.5	17.4	1.8	—
	September, 1936	1,154	15.1	7.8	57.2	5.3	14.2	0.4
ALBERTA:—								
Calgary.....	September, 1937	2,406	8.8	2.7	22.9	1.5	59.0	5.1
	September, 1936	2,767	9.3	4.1	32.5	6.8	47.1	0.2
Edmonton... September, 1937	2,031	12.1	1.6	50.2	0.7	33.4	2.0	—
	September, 1936	2,433	11.7	2.9	47.4	4.0	33.5	0.5
BRITISH COLUMBIA:—								
Burnaby.....	September, 1937	979	37.7	8.8	48.7	0.5	4.1	0.2
	September, 1936	1,159	41.7	7.9	43.7	0.7	5.8	0.2
Vancouver... September, 1937	4,105	7.5	3.2	37.4	0.1	50.5	1.3	—
	September, 1936	5,905	11.5	5.6	47.8	9.0	25.9	0.2
Victoria..... September, 1937	476	2.5	2.8	23.7	0.4	67.1	4.0	—
	September, 1936	691	8.4	4.9	70.7	4.5	10.6	0.9

¹ Cities of over 25,000 population not distributing Material Aid in September are not included.

E-XV—TIME OF LAST CONTINUOUS SELF-DEPENDENCE FROM PRESENT FARM

YEAR OF TERMINATION OF MOST RECENT TWELVE MONTHS CONTINUOUS SELF-SUPPORT OF FARM RESIDENT OPERATORS (FARMERS) IN RECEIPT OF AGRICULTURAL AID¹ TO WHICH THE DOMINION CONTRIBUTED

FROM THE SEPTEMBER, 1937, REGISTRATION

	Total	Percentage Reported Under Each Year									
		1937	1936	1935	1934	1933	1932	1931 or Earlier	Year not Given but Previously Self-Dependent	Never Self-Dependent	No Information
Heads of Families Only:—											
DOMINION.....	59,630	3.0	23.0	14.1	6.4	7.6	9.7	12.0	1.5	15.7	6.4
PRINCE EDWARD ISLAND.....	23	-	-	26.1	4.3	43.6	4.3	4.3	-	17.4	-
¹ NOVA SCOTIA.....	-	-	-	-	-	-	-	-	-	-	-
² NEW BRUNSWICK.....	-	-	-	-	-	-	-	-	-	-	-
QUEBEC.....	564	-	1.4	2.0	3.2	3.0	1.4	1.2	0.2	55.0	32.0
ONTARIO.....	977	0.2	2.9	4.0	9.0	5.8	10.3	13.2	1.0	46.2	7.4
MANITOBA.....	118	-	5.1	19.5	12.7	14.4	15.3	20.4	0.8	11.0	0.8
SASKATCHEWAN.....	53,165	3.3	26.0	14.2	5.6	7.5	9.7	13.8	1.7	11.7	6.5
ALBERTA.....	3,548	2.8	13.5	23.0	14.6	12.3	12.0	4.0	0.8	14.6	2.4
BRITISH COLUMBIA.....	1,205	0.2	2.9	1.7	2.5	3.4	4.9	8.5	0.2	75.3	0.4
Separation of Drought and Non-drought Districts:—											
SASKATCHEWAN—DROUGHT.....	33,334	3.0	18.9	14.7	6.3	9.2	12.6	18.2	1.0	8.1	7.1
NON-DROUGHT.....	19,831	4.0	46.6	12.9	3.7	2.4	1.2	1.5	1.0	21.9	4.8
ALBERTA—DROUGHT.....	2,467	3.2	15.5	26.9	15.2	14.9	14.3	1.4	0.9	5.3	2.4
NON-DROUGHT.....	1,121	1.4	8.7	13.0	14.0	6.4	7.0	9.5	0.7	36.9	2.4
Individual Persons Only:—											
DOMINION.....	8,408	3.3	21.4	15.1	6.6	8.1	9.4	12.4	2.2	13.1	8.4
PRINCE EDWARD ISLAND.....	1	-	-	-	-	-	-	-	-	100.0	-
¹ NOVA SCOTIA.....	-	-	-	-	-	-	-	-	-	-	-
² NEW BRUNSWICK.....	-	-	-	-	-	-	-	-	-	-	-
QUEBEC.....	87	-	-	2.3	4.6	4.6	2.3	-	-	54.0	32.2
ONTARIO.....	234	-	4.3	3.5	8.7	7.8	8.7	13.4	0.9	44.9	7.8
MANITOBA.....	8	-	12.5	-	25.0	12.5	25.0	-	-	-	-
SASKATCHEWAN.....	7,245	3.7	25.1	16.4	5.3	7.5	8.7	13.9	2.5	7.9	9.0
ALBERTA.....	575	4.2	15.0	18.1	17.5	14.1	16.2	1.0	1.7	8.2	4.0
BRITISH COLUMBIA.....	258	0.4	1.2	2.7	2.7	5.4	9.7	15.8	-	61.7	0.4
Separation of Drought and Non-drought Districts:—											
SASKATCHEWAN—DROUGHT.....	4,543	3.3	21.5	16.7	5.4	8.4	9.8	15.0	2.8	6.6	9.6
NON-DROUGHT.....	2,702	6.2	46.2	14.8	4.7	2.1	2.1	1.9	1.1	15.5	5.4
ALBERTA—DROUGHT.....	467	4.5	17.4	19.8	18.8	15.0	16.0	0.8	1.3	3.0	3.4
NON-DROUGHT.....	108	5.5	7.4	14.8	13.9	9.2	10.2	0.9	3.9	29.6	4.6

NOTE:—¹ "Time of Last Continuous Self-Dependence" refers to year where in last twelve months of self-support from present farm, independent of public aid, terminated.

² Nova Scotia reported no farmers on Aid; New Brunswick was not distributing Material Aid.

FINAL REPORT

E-XIV—HOUSING

COMPARATIVE INFORMATION ON FAMILIES IN RECEIPT OF MATERIAL AID TO WHICH THE DOMINION CONTRIBUTED

September, 1937, compared to September, 1936

BY CITIES OF OVER 25,000 POPULATION,¹ BY TYPE OF TENURE

	Total Number of Families	Occupying Own Premises		Occupying Rented Premises			Un-specified	
		Owned and not Mortgaged	Owned but Mortgaged	House	Flat	Rooms		
NOVA SCOTIA:—								
Halifax.....	September, 1937	923	2.8	0.1	10.5	7.8	77.3	1.5
	September, 1936	1,414	3.3	0.6	8.9	18.5	68.4	0.3
QUEBEC:—								
Montreal.....	September, 1937	21,633	0.5	0.3	2.0	78.5	17.1	1.6
	September, 1936	32,025	0.6	0.6	12.1	77.9	8.6	0.2
Quebec.....	September, 1937	2,137	0.3	0.2	1.1	76.4	17.8	4.2
	September, 1936	3,438	0.1	0.2	0.3	88.2	10.9	0.3
Sherbrooke..	September, 1937	104	—	5.8	94.2	—	—	—
	September, 1936	491	—	2.4	93.8	1.6	2.2	—
Three Rivers....	September, 1937	797	1.0	2.9	88.8	—	5.9	1.4
	September, 1936	1,077	1.2	1.9	87.8	1.3	7.4	0.4
ONTARIO:—								
Brantford....	September, 1937	702	7.7	6.7	70.6	4.0	10.3	0.7
	September, 1936	1,100	9.1	6.5	56.9	8.6	18.6	0.3
Fort William....	September, 1937	102	21.6	8.8	63.7	—	5.9	—
	September, 1936	428	28.5	4.9	60.8	4.2	1.6	—
Hamilton....	September, 1937	1,959	2.8	4.9	55.8	13.3	22.2	1.0
	September, 1936	3,830	2.6	5.5	58.3	13.1	20.3	0.2
Kitchener....	September, 1937	210	1.9	2.9	80.0	0.5	13.3	1.4
	September, 1936	506	1.4	5.5	58.2	12.6	21.9	0.4
London.....	September, 1937	794	3.3	4.7	47.4	0.8	43.7	0.1
	September, 1936	1,093	3.8	6.4	57.4	4.6	27.5	0.5
Ottawa.....	September, 1937	3,036	2.4	0.8	52.9	4.8	33.4	5.7
	September, 1936	3,815	2.0	1.7	42.0	24.1	29.4	0.8
Toronto.....	September, 1937	12,605	2.4	4.5	46.2	4.1	41.6	1.2
	September, 1936	18,024	3.0	6.1	45.1	10.8	34.2	0.8
Windsor.....	September, 1937	2,613	5.0	2.7	56.7	6.3	23.0	6.3
	September, 1936	4,526	6.2	4.8	56.6	20.8	9.7	1.9
MANITOBA:—								
Winnipeg.....	September, 1937	5,743	3.9	4.7	31.6	3.3	55.3	1.2
	September, 1936	6,556	4.1	5.1	30.8	2.8	57.1	0.1
SASKATCHEWAN:—								
Regina.....	September, 1937	2,223	10.9	6.4	50.5	2.7	29.3	0.2
	September, 1936	2,229	10.8	7.9	50.6	4.5	26.0	0.2
Saskatoon...	September, 1937	1,236	15.9	5.7	58.7	0.5	17.4	1.8
	September, 1936	1,154	15.1	7.8	57.2	5.3	14.2	0.4
ALBERTA:—								
Calgary.....	September, 1937	2,496	8.8	2.7	22.9	1.5	59.0	5.1
	September, 1936	2,767	9.3	4.1	32.5	6.8	47.1	0.2
Edmonton...	September, 1937	2,031	12.1	1.6	50.2	0.7	33.4	3.0
	September, 1936	2,433	11.7	2.9	47.4	4.0	33.5	0.5
BRITISH COLUMBIA:—								
Burnaby....	September, 1937	979	37.7	8.8	48.7	0.5	4.1	0.2
	September, 1936	1,159	41.7	7.9	43.7	0.7	5.8	0.2
Vancouver...	September, 1937	4,105	7.5	3.2	37.4	0.1	50.5	1.3
	September, 1936	5,905	11.5	5.6	47.8	9.0	25.9	0.2
Victoria....	September, 1937	476	2.5	2.3	23.7	0.4	67.1	4.0
	September, 1936	691	8.4	4.9	70.7	4.5	10.6	0.9

¹ Cities of over 25,000 population not distributing Material Aid in September are not included.

E-XV—TIME OF LAST CONTINUOUS SELF-DEPENDENCE FROM PRESENT FARM

YEAR OF TERMINATION OF MOST RECENT TWELVE MONTHS CONTINUOUS SELF-SUPPORT OF FARM RESIDENT OPERATORS (FARMERS) IN RECEIPT OF AGRICULTURAL AID* TO WHICH THE DOMINION CONTRIBUTED FROM THE SEPTEMBER, 1937, REGISTRATION

	Total	Percentage Reported Under Each Year									
		1937	1936	1935	1934	1933	1932	1931 or Earlier	Year not Given but Previously Self-Dependent	Never Self-Dependent	No Information
Heads of Families Only—											
DOMINION.....	59,640	3.0	23.0	14.1	6.4	7.6	9.7	12.6	1.5	15.7	6.4
PRINCE EDWARD ISLAND.....	23	-	-	26.1	4.3	43.6	4.3	4.3	-	17.4	-
*NOVA SCOTIA.....	-	-	-	-	-	-	-	-	-	-	-
*NEW BRUNSWICK.....	-	-	-	-	-	-	-	-	-	-	-
QUEBEC.....	564	-	1.4	2.0	3.2	3.0	1.4	1.2	0.2	55.0	32.0
ONTARIO.....	977	0.2	2.9	4.0	9.0	5.8	10.3	13.2	1.0	46.2	7.4
MANITOBA.....	118	-	5.1	19.5	12.7	14.4	15.3	20.4	0.8	11.0	0.8
SASKATCHEWAN.....	53,165	3.3	28.0	14.2	5.6	7.5	9.7	13.8	1.7	11.7	6.5
ALBERTA.....	3,588	2.8	13.5	23.0	14.6	12.3	12.0	4.0	0.8	14.6	2.4
BRITISH COLUMBIA.....	1,205	0.2	2.9	1.7	2.5	3.4	4.9	8.5	0.2	75.3	0.4
Separation of Drought and Non-drought Districts—											
SASKATCHEWAN—DROUGHT.....	33,334	3.0	18.9	14.7	6.3	9.2	12.6	18.2	1.9	8.1	7.1
NON-DROUGHT.....	19,831	4.0	46.6	12.9	3.7	2.4	1.2	1.5	1.0	21.9	4.8
ALBERTA—DROUGHT.....	2,467	3.2	15.5	26.9	15.2	14.9	14.3	1.4	0.9	5.3	2.4
NON-DROUGHT.....	1,121	1.4	8.7	13.0	14.0	6.4	7.0	9.5	0.7	36.9	2.4
Individual Persons Only—											
DOMINION.....	8,408	3.3	21.4	15.1	6.6	8.1	9.4	12.4	2.2	13.1	8.4
PRINCE EDWARD ISLAND.....	1	-	-	-	-	-	-	-	-	100.0	-
*NOVA SCOTIA.....	-	-	-	-	-	-	-	-	-	-	-
*NEW BRUNSWICK.....	-	-	-	-	-	-	-	-	-	-	-
QUEBEC.....	87	-	-	2.3	4.6	4.6	2.3	-	-	54.0	32.2
ONTARIO.....	234	-	4.3	3.5	8.7	7.8	8.7	13.4	-	44.9	7.8
MANITOBA.....	8	-	12.5	-	25.0	25.0	12.5	25.0	-	-	-
SASKATCHEWAN.....	7,245	3.7	25.1	16.4	5.3	7.5	8.7	13.9	2.5	7.9	9.0
ALBERTA.....	575	4.2	15.0	18.1	17.5	14.1	16.2	1.0	1.7	8.2	4.0
BRITISH COLUMBIA.....	258	0.4	1.2	2.7	2.7	5.4	9.7	15.8	-	61.7	0.4
Separation of Drought and Non-drought Districts—											
SASKATCHEWAN—DROUGHT.....	4,543	3.3	21.5	16.7	5.4	8.4	9.8	15.9	2.8	6.6	9.6
NON-DROUGHT.....	2,702	6.2	46.2	14.8	4.7	2.1	2.1	1.9	1.1	15.5	5.4
ALBERTA—DROUGHT.....	467	4.5	17.4	19.8	18.8	15.0	16.0	0.8	1.3	3.0	3.4
NON-DROUGHT.....	108	5.5	7.4	14.8	13.9	9.2	10.2	0.9	3.9	29.6	4.6

NOTE:—1 "Time of Last Continuous Self-Dependence" refers to year where in last twelve months of self-support from present farm, independent of public aid, terminated.

* Nova Scotia reported no farmers on Aid; New Brunswick was not distributing Material Aid.

E-XVI—CONTINUOUS TIME ON AID¹
FARM RESIDENT OPERATORS BY PERIODS OF CONTINUOUS TIME IN RECEIPT OF
AGRICULTURAL AID TO WHICH THE DOMINION CONTRIBUTED

From the September, 1937, Registration

	Total	Percentage Reported Under Each Period							
		1-6 Months	7-12 Months	1-2 Years	2-3 Years	3-4 Years	4-5 Years	Over 5 Years	Un-specified
Heads of Families Only:—									
DOMINION.....	59,640	27.3	20.9	16.8	6.5	4.7	3.2	4.1	16.5
PRINCE EDWARD ISLAND.....	23	4.3	8.7	52.2	21.7	13.1	-	-	-
¹ NOVA SCOTIA.....	-	-	-	-	-	-	-	-	-
² NEW BRUNSWICK.....	-	-	-	-	-	-	-	-	-
QUEBEC.....	564	21.5	23.9	24.3	28.2	-	0.2	0.2	1.6
ONTARIO.....	977	28.4	14.3	13.6	12.6	6.5	6.6	7.0	11.0
MANITOBA.....	118	30.5	19.5	23.7	7.6	7.6	2.6	1.7	6.8
SASKATCHEWAN.....	53,165	27.9	20.5	16.8	5.7	4.2	3.1	3.8	18.0
ALBERTA.....	3,588	25.9	29.0	13.9	6.3	7.7	2.3	2.2	12.7
BRITISH COLUMBIA.....	1,205	17.6	15.1	21.6	12.0	9.3	7.4	16.0	1.0
Separation of Drought and Non-drought Districts:—									
SASKATCHEWAN—DROUGHT.....	33,334	20.1	23.8	20.9	4.9	4.3	4.0	4.9	17.3
NON-DROUGHT.....	19,831	50.3	11.7	5.1	8.0	3.7	0.7	0.6	19.9
ALBERTA— DROUGHT.....	2,467	24.6	29.6	13.5	5.4	9.3	1.8	0.5	15.3
NON-DROUGHT.....	1,121	28.9	27.4	14.9	8.2	4.3	3.4	5.9	7.0
Individual Persons Only:—									
DOMINION.....	8,408	25.5	19.2	18.3	7.5	4.3	3.2	3.9	18.1
PRINCE EDWARD ISLAND.....	1	-	-	100.0	-	-	-	-	-
¹ NOVA SCOTIA.....	-	-	-	-	-	-	-	-	-
² NEW BRUNSWICK.....	-	-	-	-	-	-	-	-	-
QUEBEC.....	87	20.7	13.8	24.1	40.3	-	-	-	1.1
ONTARIO.....	234	18.2	13.4	15.6	17.7	10.0	9.1	6.5	9.5
MANITOBA.....	8	12.5	-	25.0	37.5	12.5	-	-	-
SASKATCHEWAN.....	7,245	27.3	19.5	18.1	5.0	2.9	2.7	3.8	20.7
ALBERTA.....	575	22.8	23.8	16.5	8.9	9.9	2.7	0.7	13.7
BRITISH COLUMBIA.....	258	8.9	10.8	25.6	21.3	10.5	8.5	13.2	1.2
Separation of Drought and Non-drought Districts:—									
SASKATCHEWAN—DROUGHT.....	4,543	24.1	20.3	20.0	5.1	3.0	2.9	4.4	20.2
NON-DROUGHT.....	2,702	46.7	14.9	6.3	5.1	2.5	1.1	0.2	23.2
ALBERTA— DROUGHT.....	467	20.8	25.2	16.5	9.0	11.0	3.2	0.2	15.1
NON-DROUGHT.....	108	36.4	17.8	16.8	8.4	5.6	4.7	2.8	7.5

NOTE:—¹ "Continuous Time on Aid" refers to receipt of Aid during the period specified without any interruption of at least one calendar month.
² Nova Scotia reported no farmers on Aid; New Brunswick was not distributing Material Aid.

**E-XVII—CAUSES OF BEING ON AID
IN CASE OF FARM RESIDENT OPERATORS (FARMERS) IN RECEIPT
OF AGRICULTURAL AID TO WHICH THE DOMINION CONTRIBUTED**

From the September, 1937, Registration

HEADS OF FAMILIES AND INDIVIDUALS COMBINED

By Provinces	Total Number	Percentage Reported Under Each Cause											
		Drought	Hail	Frost	Rust	Insect Pests	Personal Illness	Loss of Stock by Disease	In-sufficient Acreage Cleared	In-sufficient Acreage in Farm	Not long Enough Estab-lished	Other Cause	No Infor-mation
DOMINION.....	68,048	84.8	0.2	0.2	0.0	0.2	3.8	0.1	5.6	0.8	1.4	1.1	1.8
PRINCE EDWARD IS- LAND.....	24	-	-	-	-	-	70.9	-	20.8	-	-	8.3	-
*NOVA SCOTIA.....	-	-	-	-	-	-	-	-	-	-	-	-	-
*NEW BRUNSWICK.....	-	-	-	-	-	-	-	-	-	-	-	-	-
QUEBEC.....	551	0.2	0.8	2.8	-	0.2	64.4	0.3	12.6	2.8	2.8	9.4	3.7
ONTARIO.....	1,211	6.3	-	1.3	0.7	0.1	45.9	0.5	22.9	5.3	4.1	7.6	5.3
MANITOBA.....	120	12.7	-	-	0.8	-	27.8	-	35.7	6.3	7.9	5.6	3.2
SASKATCHEWAN.....	60,410	93.6	0.1	0.0	0.0	0.3	0.6	0.0	2.4	0.1	0.9	0.2	1.8
ALBERTA.....	4,163	72.6	1.0	0.5	-	-	2.4	0.2	10.4	0.9	2.1	1.7	8.2
BRITISH COLUMBIA.....	1,463	2.9	-	1.1	-	0.2	17.4	1.3	43.8	12.2	8.1	12.5	0.5
<i>Separation of Drought and Non-drought Districts</i>													
<i>SASKATCHEWAN—</i>													
DROUGHT.....	37,877	100.0	-	-	-	-	-	-	-	-	-	-	-
NON-DROUGHT.....	22,533	73.7	0.5	0.1	0.0	1.1	2.3	0.1	9.8	0.5	3.8	0.9	7.2
<i>ALBERTA—</i>													
DROUGHT.....	2,934	100.0	-	-	-	-	-	-	-	-	-	-	-
NON-DROUGHT.....	1,229	36.5	2.8	1.4	-	-	7.6	0.4	35.1	2.7	6.3	4.5	2.7

NOTE:—* Nova Scotia reported no farmers on Aid; New Brunswick was not distributing Material Aid.

APPENDIX D

Periodical Information Service

Due to the demand for information regarding the studies and work of the Commission, it was decided to issue a bulletin at periodic intervals containing short articles on different aspects of the Commission's policy.

The subject matter of the six issues already made from July, 1937, is reported in this appendix.

NATIONAL EMPLOYMENT COMMISSION
(Advisory to the Minister of Labour)

INFORMATION SERVICE

July, 1937.

UNSCRAMBLING THIS BUSINESS OF "RELIEF"

In June, 1936, there were in the Dominion of Canada 1,065,000 persons reported as being in receipt of direct "relief" provided jointly by the Dominion, the Provinces, and the Municipalities. For June, 1937, the authoritative estimate made by the Dominion Department of Labour with the co-operation of the Provincial governments is 932,000 persons in receipt of relief. The reduction during the year is encouraging, but the total figure of 932,000 persons is not of much help in solving the critical problem of returning people to a self-supporting basis.

Are there 932,000 persons unemployed and in receipt of relief? By no means—not

**Who are
Unemployed?**

unless one is willing to speak of infants, school children, wives, farmers working from sunrise to sunset, and many groups incapable of employment as being *unemployed*. Certainly no one is going to attempt to find jobs for these groups. Under reasonable interpretation of the word, *unemployed*, only a small fraction of the 932,000 is to be so classed.

On the basis of analysis made during the year by the National Employment Commission, 27 per cent of the total was made up of farmers and their dependents (about two-thirds being dependents); 46 per cent were dependents of non-worker types, *i.e.*, housewives, children under sixteen, and aged persons; 5 per cent were reported as unemployable or of doubtful employability (an ultra-conservative figure); and only 22 per cent as employable persons. It is only the last group who can be classed as *unemployed*; they are the only ones in the total for whom jobs are to be found, probably at present less than 200,000. Even in this group there is a substantial number who are not strictly to be classed as unemployed since they have not previously supported themselves as wage-earners but have been workers "on their own"—fishermen, trappers, shopkeepers, operators of boarding houses, and others. We do not know, as yet, precisely how many there are in this group, but we know that of the total of 932,000 persons on "relief," distinctly less than 22 per cent are really unemployed.

To this problem, if to anything, the rule "divide and conquer," applies. It is high time we started calling

Calling Things things by their right names. **By Their Right** Of course, one does not **Names** change a condition by calling it by another name, but

one cannot start to change it until different things are called by different names.

Let us reserve the term "*relief*" for its original meaning in this country, the help given by Municipalities, with or without the assistance of the Province, or by private agencies, to the indigent poor and unfortunate. Let us apply the term, *assistance*, to help given under pre-determined conditions to particular groups by separate statutes, such as Mothers' Allowances and Old Age Pensions. The term, *AID*, should be used to describe the type of help to which the Dominion contributes. If we are to see the divisions and the magnitude of the problem before us, we must further divide *AID* into *Unemployment AID* for those who are unemployed, *Occupational AID* for workers "on their own" who have lost their occupation or their earnings from it, and *Agricultural AID* for farmers who still have their farms and their occupation but, because of drought or other misfortune, are without income. It is desirable to indicate clearly whether the *AID* is *material*, *i.e.*, food, clothing, shelter, etc., or *work AID*, the provision of special work, or *special projects AID*, training, reconditioning, and special rehabilitation help. The efforts of private philanthropy might well be given the term of *Voluntary Aid* which would clearly indicate their purpose is help of any form toward the alleviation of distress provided by a privately organized and administered charitable or benevolent organization.

Thus, what is now called indiscriminately and confusingly "relief" should be classified as follows:—

1. Public Aid—
(Unemployment) (Material Aid),
(Occupational), (Work Aid),
(Agricultural), (Special Projects Aid).
2. Public Assistance—*e.g.*, Mothers' Allowances, Old Age Pensions.

3. Public Relief.

4. Voluntary Aid—Help of any kind provided by a privately organized service supported by voluntary contributions.

Distress may be alleviated by extending help to a person in his own home or ordinary place of abode in which case it can be described as "outdoor" or this help may be given by way of custodial or institutional care in which case it is designated as "indoor."

If we are content to pay out "relief" unintelligently without caring about the results, and without hope of its reduction, then there is no objection to mixing everything together into one unclassified mass and presenting the monotonously recurring bills, meticulously divided between Municipalities, Provinces, and Dominion, to the same set of taxpayers. But if we think that the answer to "relief" is the rehabilitation of people on a self-supporting basis, then we must divide our categories so that we may know to what ends our efforts must be directed.

Popularly "relief" is conceived to be "Unemployment Relief." Legally it is for the relief of "unemployment and agricultural distress." But **Unemployment AID** that part which is paid because of unemployment is not limited to the unemployed. It is made to conform by rough standards to the need of the family. It is desirable that a community should help its unfortunate according to their need, but such *AID* as is given by reason of *unemployment* should be such as will make employment at normal wages for unskilled workers the more advantageous alternative. In nearly all communities "relief" allowances are varied with the size of the family. The result is that for large families above a certain size "relief" allowances are higher than prevailing wages. It is doubtless desirable that the needs of the large family should be met, but unemployment should not be made the medium of achieving such a condition. It is the simplest of common sense that Unemployment Aid should not be

used as an alternative to decent wages, but its payment should be limited to those genuinely unable to secure work. It should be fairly calculated so that it will be to the advantage of the unemployed to seek and accept employment. Aid to meet other conditions may be necessary but it should conform to some other basis.

There is another compelling reason for differentiating the groups to whom *AID* is being paid. Constructive

Rehabilitation policy requires that a major objective in the programs of all governments shall be *rehabilitation* of those now "on relief" in employment or gainful occupation. We need not delude ourselves with the comfortable theory that with the current rapid increase in employment, the unemployed are going to float back into employment as a beached boat might float on a rising tide; the boat is firmly stuck in the mud. The employability of those who were formerly employed has declined seriously during the depression. They have lost some of their skill, some of their morale, some of their physique, and most important for some of them, some of their youth. They are less desirable as employees than they were. There are others who have become of employable age since the depression began and are without training, experience or discipline. We face rising employment with a working force less skilled, more unskilled than previously. What surplus labour we have is, with few exceptions, unskilled, and a good many are not to a high degree employable. A small beginning toward tackling this critical situation is the appropriation of \$1,000,000 by the Dominion Parliament for youth training projects. Even this amount can be made the nucleus of an important co-operative effort on the part of governments, industry, labour organizations, and welfare associations. But the beginning of all fruitful efforts at rehabilitation of those now "on relief" is the unscrambling of the "relief" business and the calling of things by their right names.

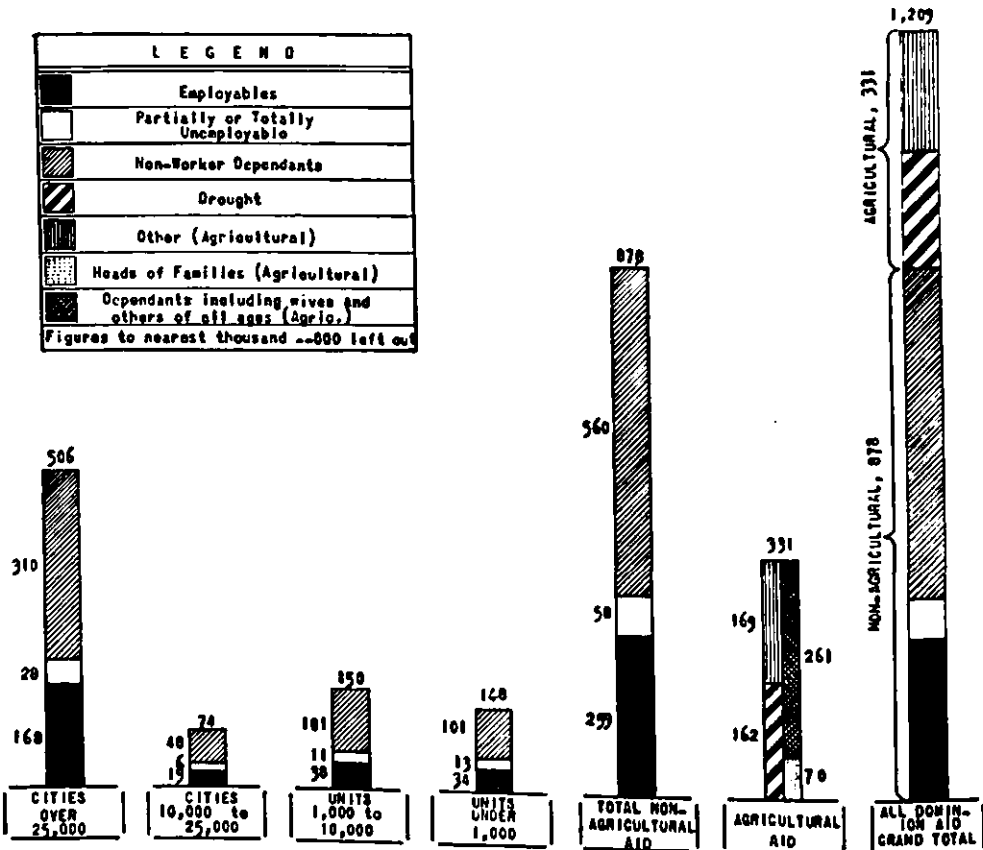
DISTRIBUTION OF PERSONS ON DOMINION AID, BY WORKER STATUS, AND TYPE OF LOCALITY

The chart below is based on registration figures for March, 1937. While the total of all persons including dependents receiving Aid had, according to preliminary estimates, fallen by June to 932,000 the distribution as shown in the chart had not greatly changed, except that a higher proportion is now in the drought area.

In March, of 100 persons in receipt of Aid 27 were on farms (6 were farm operators, 21 were dependents); 22 were fully employable persons; 5 were reported as either unemployable or of doubtful employability; and 46 were dependents of the non-worker type. The important point is that if the 22 employable persons become self-supporting by getting jobs, their dependents would also disappear from the "relief" rolls.

Looking at the chart another way, of 100 employable persons (non-agricultural group) receiving Aid, 65 were in cities of 25,000 or over (23 in Montreal, 13 in Toronto, 5 in Vancouver, 4 in Winnipeg, 2 in Quebec City, 2 in Ottawa); 7 were in cities from 10,000 to 25,000; 15 in towns and villages from 1,000 to 10,000 and 13 in smaller communities.

Of 100 persons (including dependents) drawing Agricultural Aid, in round figures, 49 were in the prairie drought areas, 24 in the non-drought areas of the Prairie Provinces; 16 in Quebec; 8 in Ontario; 3 in British Columbia. None were reported from New Brunswick or Nova Scotia and only a fraction of one per cent from Prince Edward Island. Of those in Quebec, Ontario and British Columbia the greatest number were in colonization areas.



NATIONAL EMPLOYMENT COMMISSION

(Advisory to the Minister of Labour)

INFORMATION SERVICE

NUMBER 2

August, 1937.

WHY REGISTRATION?

Last September the National Employment Commission undertook a country-wide registration of all those receiving Aid to which the Dominion contributed, commonly referred to as "relief."

Why was this done?

Because the Commission found very little accurate detailed information about relief recipients in existence; because any aggressive attack on unemployment to be real and constructive must be based on known facts; and finally because the Commission had as one of its statutory functions to advise the government in respect to the expenditure of the millions of dollars appropriated annually to aid the Provinces and Municipalities in meeting the cost of "relief."

Before presuming to advise on spending such large sums of money it was necessary to know everything that was practically ascertainable about the subject. Registration was simply switching on the light so that the problem could be looked at a bit more closely.

Starting from scratch, registration, the mere mechanics of it, was no small task. Questionnaires in the most simple form had to be devised. This was done. Staff and machinery to extract the required information was necessary. It was organized. Co-operation of nine Provincial governments and nearly 2,000 local relief officers was obtained. As the months go by initial difficulties have been overcome enabling the machine to operate more efficiently and thus reducing the "time lag" in getting returns to the Commission. The re-registration arranged for next month will, therefore, be a swifter, smoother business than that of last September. By its annual comparable data will be provided on work experience, employability, type of dependents, etc., all of which was obtained by the first registration but which cannot be recorded from the reports of "ons" and "offs" which have been furnished the Commission each subsequent month. All other information sought by the first registration will be brought up to date.

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Are we gaining anything from the registration? Most decidedly, yes. Among other things, standardization of

What Do We Gain?

returns has assisted local officers in keeping their lists clear of those not entitled

to public Aid. Others, shown to be definitely unemployable, have been transferred to more appropriate and permanent types of assistance and social care. In short, registration has made possible a much clearer analysis of the whole problem of dependency.

What are some of the things which have been revealed? Why are they valuable?

What Registration Revealed

Both fair questions. In addition to reducing the total of persons referred to vaguely as being "on relief" to classes which can be understood readily, registration furnished facts essential in the practical handling of the problem. It showed how much of the problem was attributable to agricultural distress and what proportion was really affected by unemployment. Again, it disclosed how many in the non-agricultural group receiving Aid, were employable—could actually work if given jobs. It told the number of wives, children, old people and others dependent upon employable persons. The type of work which these employables had done before running on the rocks of unemployment was discovered and noted, and the numbers of youths who had never had the chance to work. Isn't it important to know what a man or woman has been trained to do as the basis on which to plan to find them jobs?

Geographically speaking, national registration made known where unemployment was greatest and where lightest. It gave knowledge of the exact extent of the concentration of employable unemployed and their dependents in great cities. Treatment of such a problem obviously necessitated a different technique than if they were scattered evenly across the country.

Location and Age

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FINAL REPORT

Then there was the important question of age and sex classification. The problem of dealing with the unemployed young man or woman aged sixteen to twenty-five is far different from that of handling the next age group from twenty-six to forty-five. From the registration the Commission has established five age classifications into which the employable persons are divided; each of which demands different treatment. For those between the ages of sixteen and twenty-five, youth training plans, now sponsored by the Dominion government and adopted in many Provinces, were recommended. Registration provided the information as to the numbers in each group and their sex, and other essential information on which the Commission's recommendations have been based.

Registration is not designed for the mere purpose of gathering statistics for reference purposes. It is a practical means of finding out what is best to be done to meet varying requirements of those in need. Without such information public money cannot be efficiently expended to give the greatest benefit. Neither can plans be developed to restore those capable of employment, or re-employment, to a self-supporting basis.

Registration, therefore, is not an end in itself, but merely the essential machinery to accomplish the desired object of reducing the taxpayer's burden, while at the same time meeting the legitimate needs of those requiring Aid from public funds.

INTERIM REPORT

An Interim Report covering activities of the National Employment Commission since its appointment in June, 1936, was issued on August 18. It sets forth the situation as the Commission saw it on taking office, and recommendations made for dealing with immediate and urgent problems.

The Commission Saw

A vigorous increase in Canadian employment soundly based on expanding exports at improved prices and on renewed investment of capital.

Certain "spots" in which recovery lagged badly or was absent altogether, viz.: in agriculture, by reason of persistent drought, and in the construction industry where capital was particularly timid.

Agencies of re-employment, such as the Employment Service, unco-ordinated, dealing chiefly with relief labour, and ill-equipped to serve the general body of employers and employees.

A system of Aid, to which the Dominion contributed, which had developed without adequate regard for the causes of the distress relieved and with insufficient safeguards, and which in consequence tended to discourage rather than to encourage re-employment.

A fluctuating and expensive policy of public works for providing employment.

A progressive deterioration in the employability of those in the receipt of Aid and a growing concentration of the problem in terms of the larger urban centres, the unskilled workers, and the older age groups.

An emergency winter problem of single homeless adults for whom seasonal employment had not improved sufficiently and who tended to concentrate in urban areas.

The Commission Recommended

A comprehensive housing policy, embracing the Home Improvement Plan and assistance to low-rental housing to stimulate employment in the field in which it lagged most.

Thorough re-organization and extension of the Employment Service, under unified Dominion administration, to increase the efficiency of placement.

A revision of the system of Dominion Grants-in-Aid with the object of ensuring that Aid was not given haphazardly but in terms of the causes of distress and as part of a co-operative Dominion-Provincial-Municipal program for moving people back to a self-supporting basis.

A Dominion-Provincial program of reconditioning, training, and re-training of needy persons, both by public schemes and in co-operation with industry, so that the morale, skill and general employability of workers of all ages might be increased.

A curtailment of public works for the purpose of providing employment so as to relieve the public exchequer and release funds for more effective and fundamental attacks on the problem of unemployment.

And, finally, as a temporary expedient, a farm placement plan and supplementary plans to meet the emergency winter problem and under which, when put into force, upwards of 50,000 persons were cared for.

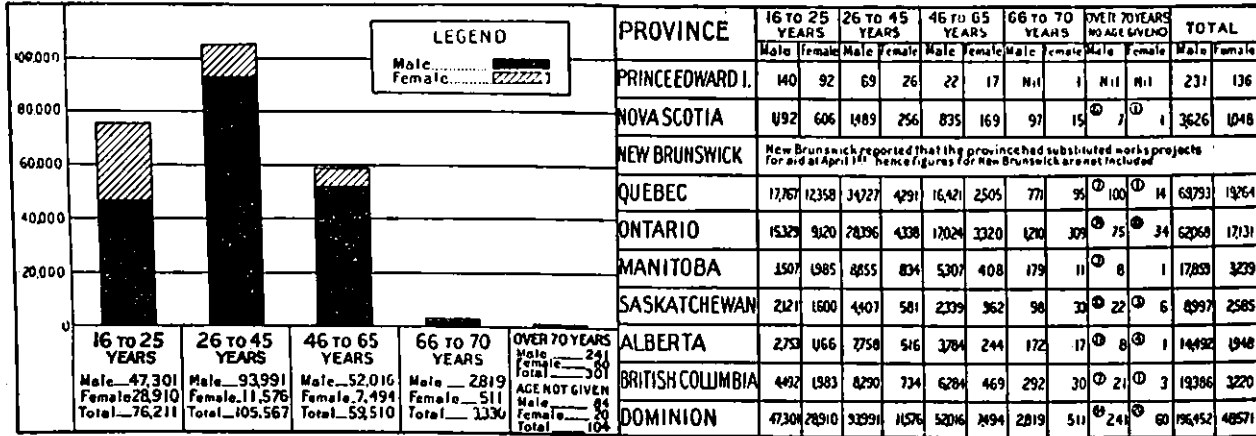
EMPLOYABLES IN RECEIPT OF AID TO WHICH THE DOMINION GOVERNMENT CONTRIBUTES

CLASSIFICATION BY AGE AND SEX

A glance at the chart below shows the age group from 26 to 45 to be much larger than any of the others. This group includes a far greater number of persons with family responsibilities, who are consequently less able to stand the strain of unemployment without public Aid, than the 16 to 25 group. In this age group, 26 to 45, and to a lesser degree in that 46 to 65, is to be found the great bulk of those who through long periods of unemployment have lost in varying degrees their former skill and aptitude. Here, therefore, is found the field for short term intensive retraining projects designed to fully restore their employability.

The average period on Aid is much less in the 16 to 25 group. This, no doubt, is partly due to the fact that a large number are females, a large proportion of whom, according to census statistics, marry before the age of 25 and are thus removed from the lists.

All figures are for April, 1937.



Classification by Former Occupation

This classification, like the previous one, comprises only those reported employable as shown in the first column of Table Number 1 on page 98. It does not include farm operators and their dependents receiving Agricultural Aid for subsistence.

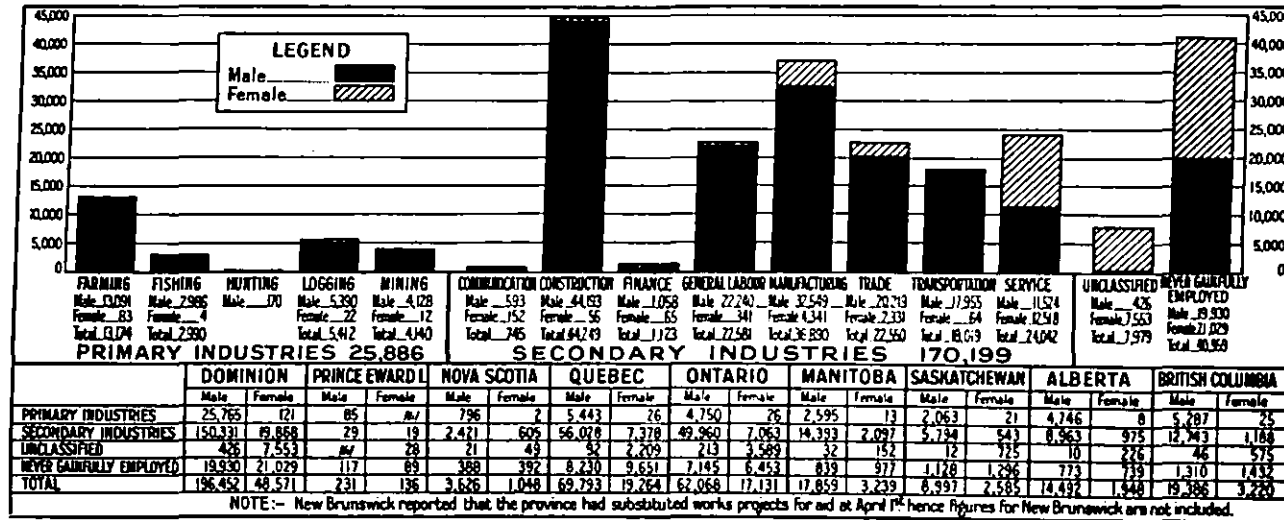
The first bar (farming) refers to those who work as wage-earners on farms, and does not include operators and their dependents as set out in column 5 of the first table on page 98.

The construction industry, according to April figures, accounted for the major group being roughly distributed by Provinces as follows: Ontario, 13,447; Quebec, 18,946; Manitoba, 3,719; Saskatchewan, 1,201; Alberta, 2,522; British Columbia, 3,873; Nova Scotia, 532; Prince Edward Island, 9. In the case of New Brunswick the Dominion is contributing to works projects instead of Aid, so no figures are included.

The construction group was followed closely by manufacturing, the Provincial distribution of which was as follows: Ontario, 16,894; Quebec, 12,758; Manitoba, 1,828; Saskatchewan, 823; Alberta, 1,386; British Columbia, 2,867; Nova Scotia, 330; Prince Edward Island, 4.

The "never gainfully employed" are to be found in age groups from 16 to 25 and are, generally speaking, those who have secured no employment subsequent to finishing their education. It is this group which will be affected chiefly by plans for youth training for which Parliament voted \$1,000,000 at its last session to be expended on a 50-50 basis with the Provinces.

Fishing and hunting classifications, and to a lesser extent logging were made up of those who to a great extent worked "on their own" and were thus not wage earners.



NATIONAL EMPLOYMENT COMMISSION

(Advisory to the Minister of Labour)

INFORMATION SERVICE

NUMBER 3

September, 1937.

THE IMMEDIATE NEED

The demand for trained help—"Experienced help wanted!"—is becoming more insistent. It will continue to be heard in increasing volume as industrial expansion continues. Emphasis will be laid on the word "*Experienced.*"

"Have you any training?" "What have you worked at?"

Questions such as these will assuredly be put to the unemployed man or woman when he or she applies for a job. Unless something is done about it they may prove pretty difficult hurdles for those who have been out of work for years.

The urgency of training so that the unemployed may be ready and able to take

A Matter of Urgency

advantage of employment opportunities as they arise, is becoming increasingly apparent from day to day. Indeed, close examination of the situation strengthens the conviction that training and reconditioning must be proceeded with *at once*. Otherwise the jam of "relief" may not be dislodged even though better times bring increased opportunities for work.

The man without training is seriously handicapped in the search for employment. This is a general statement with a universal application. No matter what the activity or calling, the experienced man, the trained worker, is preferred. Around the skilled worker, industry revolves.

The Dominion census of 1931 presented some arresting figures. It revealed the fact that 55 per cent of all male wage-earners at that time were unskilled or semi-skilled and this class contributed 71 per cent of all such workers unemployed. Obviously years of depression have exaggerated the situation. Many of the young men and women who ended their schooling during these years have never worked. Older workers, prevented by circumstances from continuing the use of tools and exercise of skill in their usual occupations, cannot now pick them up with all the old facility and sureness.

More than this—in spite of depression the world has moved on. New materials are constantly being developed and utilized. New tools

The Man That's Left Behind

are now in constant use. The workman, who

has for years been unable to obtain work, cannot efficiently use the new tools and machinery—unless he is trained to do so.

It is recognized, not only in Canada but in other countries, that an adequate group of skilled workers is required if the unskilled are to be absorbed in industry. An industry with a sufficient number of skilled workers can operate, the semi-skilled and unskilled gaining experience and training as it goes on. But without the core of skilled workers it cannot function at all. Thus the unskilled, who are not given the advantages of training, wait in vain for employment opportunities. Present day demands are for skilled or semi-skilled labour, and many of the unemployed would be absorbed more rapidly into employment if they were trained or competent to perform more than one operation in mass production industries. These demands in past years were met by immigration, but of late years the tendency has been towards an emigration of skilled workers from Canada rather than an immigration into this country.

As repeatedly emphasized by the National Employment Commission retraining and reconditioning of Canada's

Retraining Essential

unemployed for employment is an imperative need. In the last issue of this bulletin it was shown that approximately 46 per cent of those on Aid and employable were in the age group from 26 to 45 inclusive. Many of these had previously worked in positions demanding skill. But that was years ago and their use and value in industry consequently has been much reduced.

Development of well-thought-out and consistent programs, suitable to local conditions, for increasing the employability of the unemployed is all-important. Such plans should be calculated to recapture the skill, physical fitness, morale and general self-respect of the unemployed, which may have been stolen from them by years of idleness. Without them men and women are unable to take advantage of many jobs that become available with improved conditions.

How can this essential training and reconditioning be provided?

Can the employer afford to do it on anything like the scale required? It seems obvious that he cannot.

Can the unemployed man find opportunity without assistance? Again the answer must be in the negative.

Here is a field in which governmental leadership and assistance is essential.

Recommendations to the government by the National Employment Commission included not only provisions for the training of youth but also for re-training those in the upper age groups. Based on these recommendations Parliament voted one million dollars to be devoted to youth training only. This was a step in the right direction. But it is only one step, and it deals with only one category. Young men and women between 16 and 30 will benefit from the various programs resulting from

Only Youth Training Thus Far — youth but also for re-training those in the upper age groups. Based on these recommendations Parliament voted one million dollars to be devoted to youth training only. This was a step in the right direction. But it is only one step, and it deals with only one category. Young men and women between 16 and 30 will benefit from the various programs resulting from

on these recommendations Parliament voted one million dollars to be devoted to youth training only. This was a step in the right direction. But it is only one step, and it deals with only one category. Young men and women between 16 and 30 will benefit from the various programs resulting from

this action. So far, however, nothing has been done to provide for retraining or reconditioning those in the age brackets above 30.

The Dominion government's action in taking the initiative for youth training and reconditioning has met with public approval. The larger problem of training older men and women now demands similar general support and co-operation. A full-blooded program for restoring the physique, morale and skill of the older workers on relief or in necessitous circumstances through unemployment should be initiated.

Plans should be developed locally because needs differ in different localities, and conditions are at variance in one part of this great country from those in others. Governments, Dominion, Provincial, Municipal, should co-operate with industry and the community generally in the work. Vigorous action is needed to meet the situation.

GIVING YOUTH ITS CHANCE

What is the "youth problem"?

The National Employment Commission's registration furnished some interesting information on the youth problem. Additional light was thrown on it by investigations of the Commission's Youth Employment Committee.

The last Dominion census showed that 871,000 or approximately 30 per cent of Canada's 2,500,000 wage-earners were between 16 and 25 years of age. About 29 per cent of all wage-earners then idle were in this age-group.

Registration totals for September, 1936, show that the number of young persons from 16 to 25 years of age on Aid (other than those on Agricultural Aid) was about 67,400. This figure includes a small percentage who, for physical or mental reasons, may be totally unemployable or of doubtful employability. It divides into three major categories: 12,500 reported as being heads of families; 3,800 as individuals "on their own"; and 51,100 as dependents. Of this latter number, only 14,500 had been previously employed, though out of work at the time of registration, while 36,600 were reported as never having been in gainful employment.

Now, with \$2,000,000 made available to be spent during the current fiscal year, \$1,000,000 voted by Parliament and an additional \$1,000,000 to be provided on a dollar-for-dollar basis by the participating Provinces, the door of opportunity begins to swing open again.

Thus far youth training agreements have been entered into with six of the nine Provinces. Those which have come in are Manitoba, Saskatchewan, Alberta, British Columbia, Ontario and Nova Scotia. Negotiations are proceeding with Quebec, and proposals have been submitted by Prince Edward Island and New Brunswick.

The National Employment Commission realized the paramount need for *elasticity* in connection with general conditions governing grants to the Provinces. The Dominion government was also quick to see this. There were no fixed, hard-and-fast rules. Generally speaking, it was stipulated that Dominion money must be spent on projects designed to train, develop and strengthen young men and women from 16 to 30 years of age, so as to fit them for jobs. Projects which tended to build strong, healthy bodies as well as skilful hands and alert brains, were welcome.

What has been the result of this elasticity in conditions?

The Provinces have been left free to initiate and sponsor projects indigenous to them. Thus in British Columbia, land of great mountains, woods and fast-running streams, young men are being trained in forest conservation and placer mining. Away across the Atlantic, sons of Nova Scotia miners are being given instruction in hard-rock mining. Ontario, with her industrial, as well as large rural areas, has a plan which embraces many different activities. As a result of the agreement, impetus will be given to apprenticeship plans. Also under learner-ship schemes, as distinguished from apprenticeship plans, many young men will go into Ontario factories to learn, in a short period, something of their operations. Agreements with Alberta, Saskatchewan and Manitoba naturally emphasize projects for agricultural training.

For young women, plans approved are directed from two different points. To begin with, a number of the Provinces have submitted projects for training young women in domestic service. But this training is designed, not only to develop proficiency in housekeeping. It is calculated to raise

the status of domestic workers—to give domestic service an importance and distinction which it deserves. These plans recognize the openings for domestic service and the value of training young women to fill these.

The second approach is from the angle of making young women self-sustaining. Courses which will develop part-time occupations among women are sponsored. Care of children, catering, canning and home sewing are among the fields to be covered with

special adaptations to suit rural and suburban homes, such as poultry-keeping, gardening, bee-keeping and other activities.

Finally, it should be remembered that the present youth training and reconditioning plans are, as it were, on trial. Money has been made available for trying out various projects with a view to ascertaining those most effective in achieving the desired end. Development of plans for the future will depend on the success of those now being carried through.

**EXTENT OF THE APPLICATION OF APPRENTICESHIP PLANS AS INDICATED BY
REPORTS FROM 7,725 FIRMS REPRESENTING ABOUT ONE-HALF OF
CANADIAN INDUSTRY**

The two charts appearing on page 87 are designed to indicate the scope and nature of the apprenticeship plans actually in effect throughout Canada. They are based on information gathered from 7,725 firms which reported to the National Employment Commission. These are the firms employing about 15 or more persons, which report regularly to the Dominion Bureau of Statistics and represent roughly about one-half of Canadian industry.

Reports from these firms show that only 1,859 of them, or 24.1 per cent of the total number reporting, had in operation apprenticeship plans of any kind. Out of a total of 1,028,750 employees of the 7,725 firms, 280,562 worked for those having apprenticeship plans in effect.

Obviously, the number of employees of firms having plans does not give any index to the extent of apprenticeship within the particular concerns, because firms dealt with comprise all those with plans applying to their employees either in whole or in part. No inquiry was made as to the exact number of apprentices employed when this information was gathered.

Chart No. 1 gives a clear idea of the percentage of firms which have apprenticeship plans and the industrial groups reporting them. The predominance of the private plans, as compared with government, Trade Associations, or unspecified plans, is clearly revealed. Manufacturing organizations are in the lead as far as apprenticeship effort goes, with the communication and mining industries next in order. The construction industry follows. About 30 per cent of firms in the manufacturing industry reported having apprenticeship plans.

This chart indicates that firms reporting private plans are 74 per cent of the 1,859 which reported apprenticeship plans. Firms reporting trade association plans are 11.1 per cent, government plans 9 per cent, and unspecified plans 5 per cent. The low percentage of those operating government plans may be accounted for by the fact that only to a limited extent are such plans provided for in the respective Provinces by legislation. Even where this is the case they are restricted to specified occupations, predominantly the building trades.

Chart No. 2 gives the same picture from the angle of the employees. It shows, for instance, that the 30 per cent of firms in the manufacturing industry operating apprenticeship plans employ approximately 40 per cent of the total number of workers engaged in that industry. Similarly the 20 per cent of firms in the mining industry with apprenticeship plans employ roughly 33 per cent of the workers engaged by firms reporting in the mining category.

CHART No. 2—EMPLOYEES

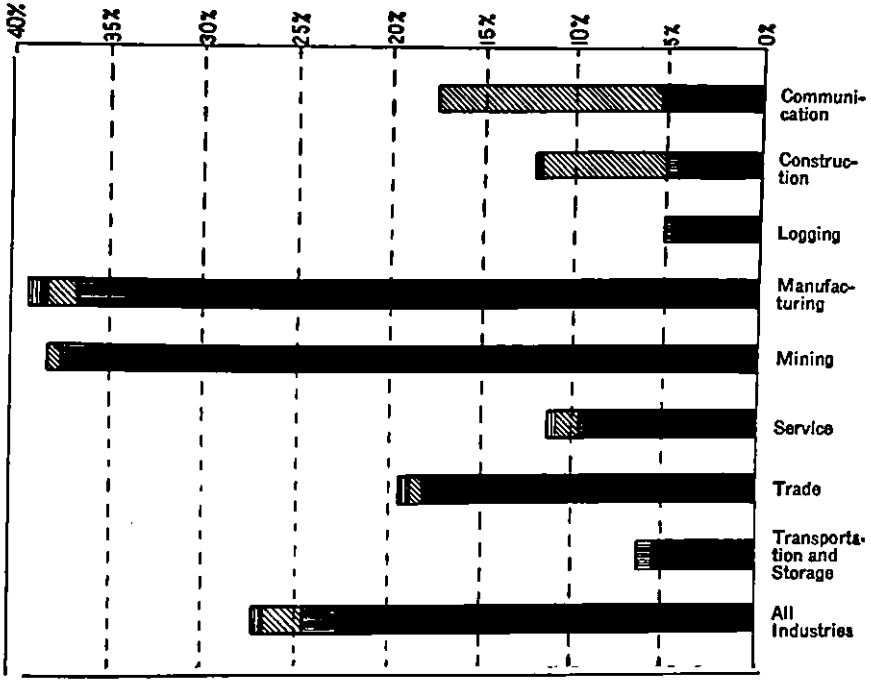
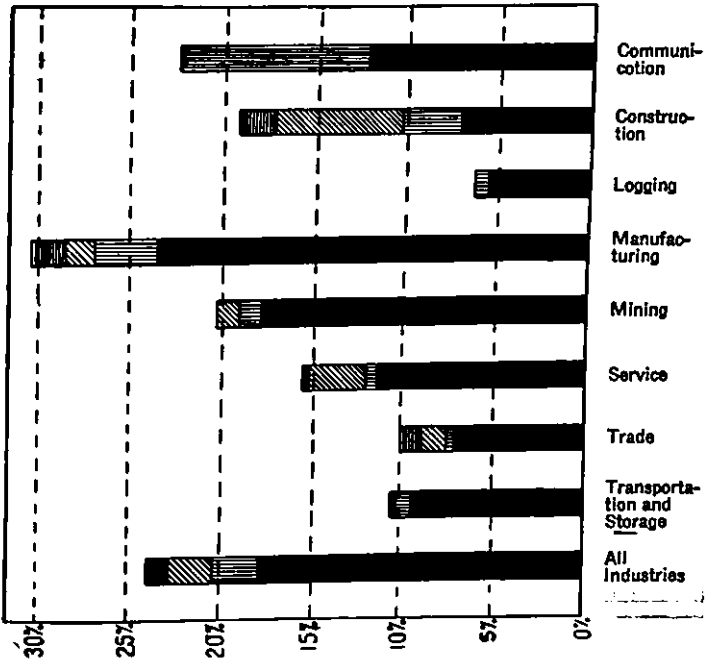


CHART No. 1—FIRMS

Private Plan
 Trade Association Plan
 Government Plan
 Type of Plan not Specified



NATIONAL EMPLOYMENT COMMISSION
(Advisory to the Minister of Labour)

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NUMBER 4

October, 1937

LOST RESIDENCE

Few phases of unemployment have caused as much confusion as the problem of the "transient" and the "homeless." These terms have become practically synonymous, when persons to whom they refer may be in quite different categories and *neither "transient" nor "homeless."* The person with "no home" has become confused with the person with no "legal residence," or with legal residence elsewhere than the place where AID is sought. These are two distinct problems, one that of non-residence in the place in which need arises, (a technical and legal question)—and the other "homelessness", (a question of social need and care).

Residence provisions to qualify as a voter, for hospitalization, school privileges for children, or help in time of need are often different. These form a very old part of our social legislation and were evolved to protect communities from the movements of potential or actual dependents from one centre to another, and to encourage or establish a reasonable stability in community life. Definitions of legal residence vary markedly, not only from Province to Province but even among municipalities in the same Province.

Families or individuals not able to establish legal residence as now defined in the

Not
Necessarily
Transients

centre in which AID is sought should not necessarily be classified as "transient" or "wandering." The cause may be that a move has been made in genuine search for work; employment may not have lasted long enough to establish residence; the change may have been an endeavour to get back home or into a familiar neighbourhood again; ill-luck, sickness, or shortage of funds may have halted men or family short of their destination. Or, of course, the case may be one in which the inability to establish residence is directly due to wanderlust, or to an endeavour, on the part of the family unit particularly, to locate in an area with "better relief," or with less rigorous climatic or living conditions.

The problem of non-residence occurs more widely among self-dependent men "on their

National
Development
Necessitates
Mobility of
Labour

own." Development of Canada's resources demands a large supply of vigorous, mobile labour. A shifting labour reserve, without definite residence, while aggravated in recent years

by lack of opportunity for gainful occupation, is not only a natural but almost an essential feature of production in this country. Our great primary activities, along with closely allied secondary industries, employ almost half of the gainfully occupied population, the overwhelming percentage of whom are unskilled or semi-skilled wage earners. As such they are dependent for gainful occupation upon circumstances quite outside their own control. In many cases their occupations are seasonal and carried on in the isolation of frontier or "new" country. These men must move with employment demands, or lack of the same, and thus have not a free choice as to their place of residence. It is practically impossible for a man in this category to establish residence anywhere. Although he may have five or ten years' history of almost continuous employment it may be spread over widely different occupations in varying localities, one place in summer, another in winter, and so, when idle, he keeps "moving on" in search of work, always hoping that somewhere the job he finds will last long enough to let him get "settled."

Thousands of these men have a legal residence claim somewhere, and the object should be to have this recognized and ensure "non-resident" families and men care on some reciprocal basis, and also that residence will not be lost in one place before being established in another.

To see what this problem really is in extent and nature, registration and classification is essential. Preliminary examination has shown that

Factors
Creating
Migrancy

the difficulty in establishing legal residence is a greater factor in this migrancy problem than any urge on the part of the men themselves to move on. It would also appear that well over one-half of these men are not "transients" in the

accepted sense. They are not even "non-residents." Though without actual homes of their own, they have definite claims as *local residents* somewhere. Another 25 per cent to 30 per cent may not be able to claim this local residence, but are quite able to show they are *Provincial residents* in some one Province, having worked and lived within its boundaries over a reasonable period of time. At least half of the balance, while not able to show local or Provincial residence, can establish themselves as *inter-provincial residents*, inasmuch as they have lived and worked in different Provinces of Canada over a period of years. Finally, a shifting total, the true migrants, or non-resident transients, emerge. These are the Canadian-born and those who have come from other lands who, because of moving back and forth across Dominion boundaries, cannot establish fair continuity of residence anywhere.

In the depth of recent winters, this whole volume seems to have fluctuated between 85,000 and 100,000, where it stood in January of this year, including those placed on farms. In June 1937 the N.E.C. registration indicates that it stood at 32,650 urban, 6,500 rural male workers, registered in some centre, to which there should be added no fewer than 7,000 on works projects and possibly 5,000 of the shifting wandering group.

The two distinct phases of this problem should each be dealt with for what it is:—

In respect to the first—**Establishment of Residence** the legal, technical problem of residence, the Commission recommended:—

1. Establishment of definitions of residence on a comparable basis all across Canada.
2. Reciprocal basis of maintenance and reimbursement among different units of administration in respect to those aided in a unit other than their own.
3. Equitable apportionment of maintenance costs, and agreement on conditions for establishment of local residence for Provincial and interprovincial residents and for migrants.
4. Establishment of central bureaux for the "clearing" of non-resident and migrant applications in certain large centres of known concentration.

As to the second—the social need, this can be effectively dealt with only when essential records of the movement have been obtained. Analyses made by the Commission on such information as could be gathered

Social Need and How To Meet It show there are three distinct groups to be dealt with. The youth group largely under 25 years of age,—numbers of

these, having wandered away from home to find change and excitement on highway, rail and "jungle," have drifted into an aimless, frustrated indifference if not open lawlessness.

The "middle" group, from 26 to 55 years of age, the bulk of whom are from 28 to 40, is generally unskilled but with a past work record, usually in heavy labour of a seasonal nature.

The third group, including those in the older classes and younger men "burned out" or "broken down", numbers perhaps one-third of the whole. The greater number of these are unlikely ever to obtain permanent self-supporting occupation again. The majority in this group have local residence, living in urban hostels or on AID in urban centres with a few on their own farms.

Unfortunately, this third group is being recruited steadily from the second, as long idleness corrodes into unemployability. It is in this middle group that so many of the men with Provincial and interprovincial residence are found, and it is among them that the ceaseless weary trek for work and a chance to establish residence is most persistent; that the need for maintaining or attaining "work skill" is most urgent.

Among the youngest group, there are found too, many of the interprovincial residents, and many genuinely searching for gainful occupation, pathetically anxious to get training, experience or "any chance at all."

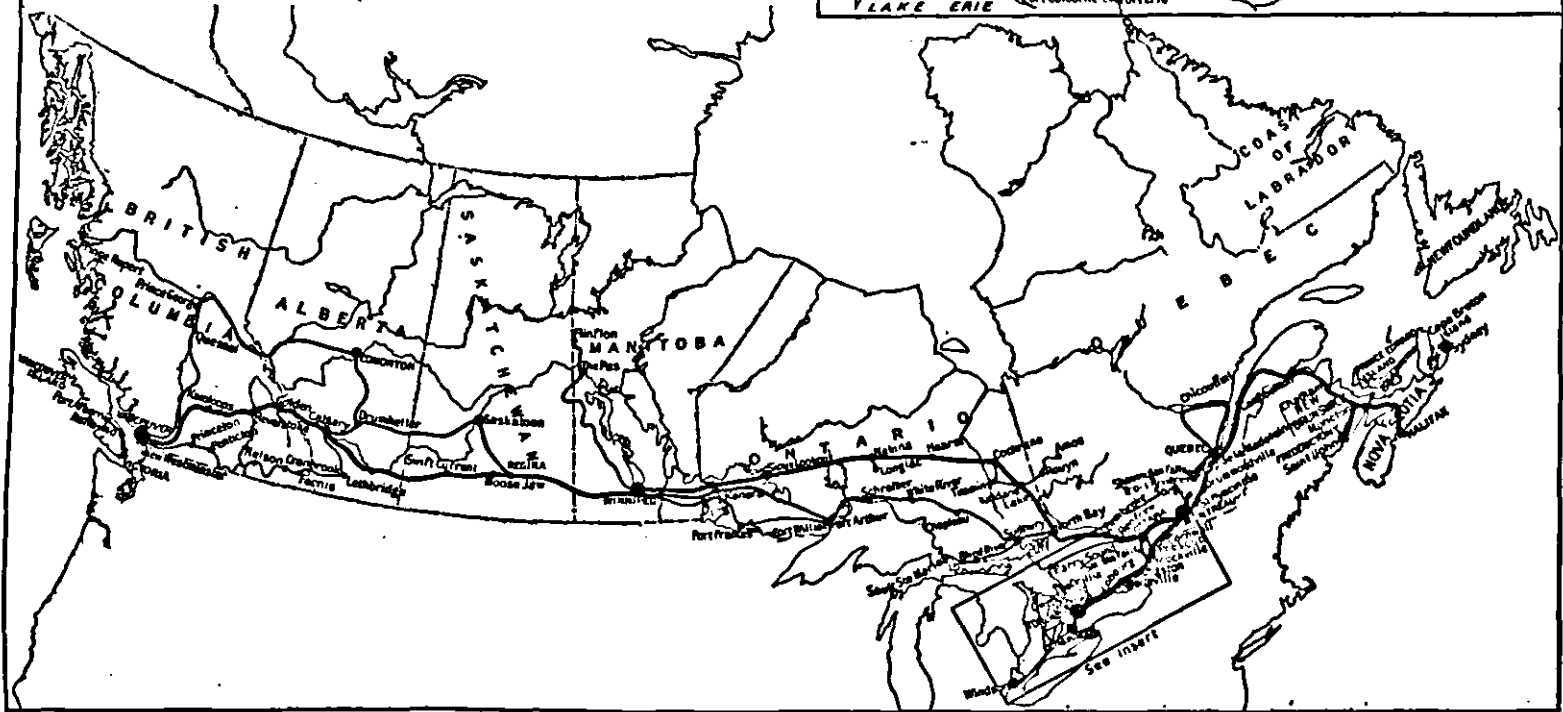
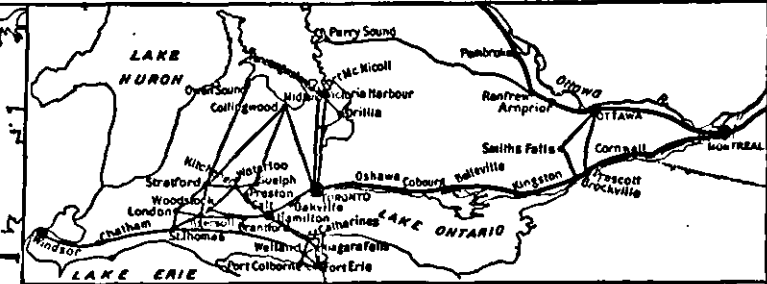
The National Employment Commission recommended three lines of attack upon the social aspects of the problem,—reconditioning and retraining schemes for the younger men; special reconditioning or retraining measures for older and more experienced workers; and removal from the rolls of Material AID of those over 70 years, ineligible for Old Age Pensions, and of those below this age limit who are mentally, socially, physically or prematurely handicapped to the permanent loss of self-maintaining occupation, and development of special facilities for their care and maintenance on a basis of social need.

Until these two distinct phases of the one problem "residence" and "social need" are segregated and each dealt with along appropriate lines, on a Dominion-wide basis, the problem of bewildered shifting families, and of thousands of men, in unceasing trek in search of a "toehold" will continue to defeat the best and most determined efforts of local and voluntary services to effect re-establishment.

THE UNCEASING TREK

East to West, West, eastward to Montreal again; then North, South, westward again, the tide of non-resident, migrant workers has flowed through the years,—a mobile labour reservoir essential in the development of our natural resources, and our frontier life. 8

Here, on the map of Canada, is shown the general trend of the movement of migrant workers based on experience of the past few years. In the absence of registration or fixed census of persons given Aid as non-residents, it is impossible to present an exact analysis of the situation on any given date. From careful inquiry, through many sources, including voluntary as well as public agencies granting assistance, it appears that over a twelve-month period the movement of wandering men and of non-residents tended to concentrate heavily in a number of the larger centres. There was also a tendency among these men to find a night's shelter in smaller numbers in perhaps as many as 80 "junction points" or "jumping-off" places on lines of transportation leading to large urban centres, boundary points, lumber, mining or construction camps. Scores of smaller centres, of course, recorded some movement of strangers asking for help.



FINAL REPORT

NATIONAL EMPLOYMENT COMMISSION

(Advisory to the Minister of Labour)

NUMBER 5

INFORMATION SERVICE

November, 1937.

PLANNING FOR EMPLOYMENT

In dealing with the problem of unemployment certain preliminary but essential steps have been taken.

Relief has been "unscrambled" and clarified.

Registration is revealing accurately the extent and nature of the problem.

Training plans are advancing in so far as Canadian youth is concerned, and have been recommended for the higher age groups.

The migrancy problem has been analysed and remedies suggested.

Thus the way has been cleared for an attack on unemployment itself. The real problem of obtaining jobs for the employable unemployed, of which those on AID numbered 143,745, according to August registration returns, emerges. How is it to be met?

Obviously the first and essential requisite, if you are to place an unemployed man or woman, is a job. As frequently stated, the cure for unemployment is employment. With generally improved conditions jobs are opening up making it easier to comply with this first and essential requisite. Indeed the apprehension is growing that openings for skilled workers may go begging because competent trained workers are not available. Hence the Commission's insistence on the great importance of training in the upper age brackets as well as for youth.

But for the moment at least, let us turn from the first essential to the second.

What is that?

The
Second
Essential

Isn't it to provide machinery for bringing the worker and the job together? Isn't it to create some organization which will find out where the jobs are, how many there are, their nature, the remuneration offered, the kind of workers required; and, on the other hand, find out where the workers are, their numbers, qualifications, strength, experience, general suitability for what is offering? Finally, isn't it essential to provide means for bringing the right worker to the right job, thus creating a satisfied employer and a contented employee?

With clarification of returns from those in receipt of aid, it is now possible to see the extent to which industrial unemployment figures in the situation. Early approximations indicate that returns for September will reveal heavy reductions in the number of employable unemployed as compared with a year ago. This category includes heads of families, individual persons, and dependents over 16 available for and able to work. Approximately 70 per cent of these are shown to be located in cities of 10,000 or over where employment offices are located.

The important place which the employment service occupies in the picture is evident immediately. It should be the responsive effective channel of communication between the employable unemployed worker and the employer requiring help. Functioning properly it would be an indispensable asset to both. Functioning inadequately it is eventually thrown aside and ignored.

Not Only a Placement Service

It should be noted that the present employment service has done good work. Great credit is due to those operating the service for the effort made to produce results with a machine which, due largely to divided authority, is inadequate and unsuited to conditions in Canada. Given such a machine it is hardly to be wondered at that the surface has only been scratched. The present employment service has acted almost solely as a placement office and in a very restricted field of activities. It has not succeeded in covering anything like the entire field in respect to placement, and it has not attempted, nor could it as constituted at present be expected to attempt, those other important activities which should fall within the ambit of an employment service.

What are some of the functions of an efficient employment service? An efficient employment service should collect and provide necessary statistical information on which broad planning to meet present and future labour requirements of industry and agriculture can be based. It should be a repository for accurate information on (1) the labour demands of industry and (2) the available supply of employable workers; It should procure reliable data on the qualifications, ability, experience, and general fitness of each worker; It should link up with the school, on the one hand and the employer on the other, providing the young man or woman, boy or girl, who has completed his or her education, with some degree of vocational guidance; It should devise and operate for thousands of workers, systems whereby these workers may be registered, classified accurately, referred to suitable employment and kept informed of basic changes affecting their trades and professions; It should develop sympathetic co-operation among the public. Prejudice against or distrust of the Employment Service, sometimes found among employers, must be overcome. A modernized service will in itself

Employment Service Functions

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It should develop sympathetic co-operation among the public. Prejudice against or distrust of the Employment Service, sometimes found among employers, must be overcome. A modernized service will in itself

be the greatest instrument in overcoming this. The wise, pertinent and persistent use of publicity should also be an effective weapon in this effort;

It should go even farther than those men and women workers now in the employable category. Its ingenuity and enterprise should be utilized in an effort to include among the employables, many of those now on the border-line. This may be possible either through retraining or such treatment as may be necessary to restore physical fitness;

It should look into the future, be as it were, the advance agent for labour requirements;

With the data at its command, it should be able to advise on suitable training projects for youth and retraining for displaced workers.

A glance at these suggested functions reveals immediately the paramount importance of public interest in and support for any system of employment agencies. Only as directly interested parties and the community participate in its work can a district or local employment office function successfully. This joint participation and interest can be created and developed through the establishment of local advisory councils supplementary to employment offices. Such councils provide the foundation on which the employment service rests. They are the link between the service and the community, bringing the needs of the community to the service. The councils should, through their intimate knowledge and study of local conditions, be in a position to advise the service, not only on employment requirements of the district, but also as to the best type of plans for increasing employability in both the young and older groups. Once the public becomes a friend and active ally of the Employment Service, its success is assured.

This fact has been emphasized in connection with the operation of the Labour Exchanges in Great Britain. There, it is stated, local employment committees are the foundation on which the exchange system rests. Members of the committees take their work seriously and often devote large amounts of their time to it. Without them public opinion might be less cordial to the exchanges. Composed of leading employers, representative workers and influential members of political, philanthropic and educational organizations, they constitute public relations bodies for the system. They make it truly national as well as official.

It is not the intention to convey the impression in this article that the employment service should enter into

**Not a
Relief
Agency**

the administration of Aid. Indeed it is important that it should not. Naturally it would be required to determine the employability of Aid recipients, and for this purpose certain standards would have to be set up. This fixing of standards of employability would be an important

function of an efficient employment service system. To carry it out effectively constant occupational research involving both job analysis and analysis of individual worker's degree of competence, would be necessary.

One way of arriving at an idea of what an employment service should be is to find out those things which must not be allowed to handicap its operation. The **Situation Summarized** National Employment Commission, in emphasizing the importance of national administration of the employment service which it recommended to the government on August 26 last, stated:

"The present Provincial Employment Services are in practice unfitted to meet the exigencies of the situation. Divided responsibilities and diversity of aims between different Provinces; unequal development as regards numbers, types and functions of local offices; unsuitable locations of premises; defects in Provincial boundaries when used as economic administrative units, etc., have all tended to result in the Provincial Employment Service not being utilized fully either by employer or by employee.

"The provision of a proper link between employer and employee; of local advisory councils supplementary to local Employment Service offices in order to provide focal points of attacks on local problems; of means for gauging the relative degree of employability of those in receipt of Aid, are of pre-eminent importance if any real progress is to be achieved in handling unemployment problems. Indeed this is the experience of other countries also.

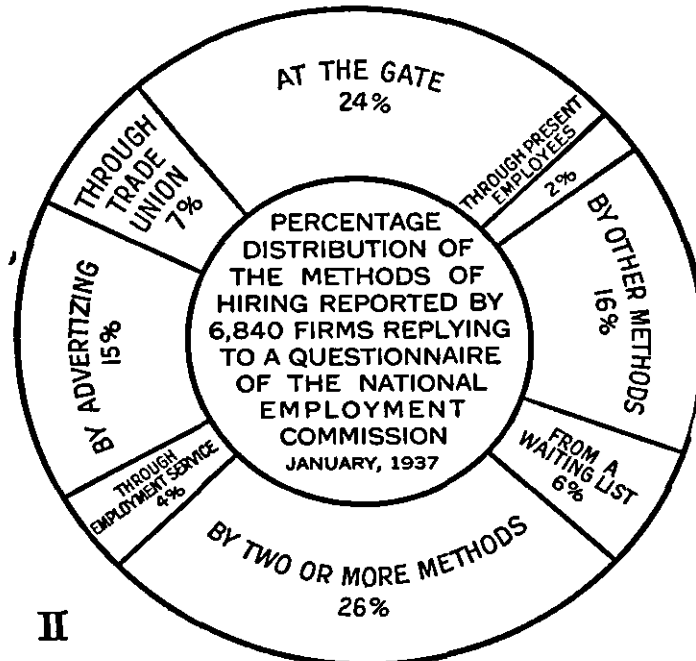
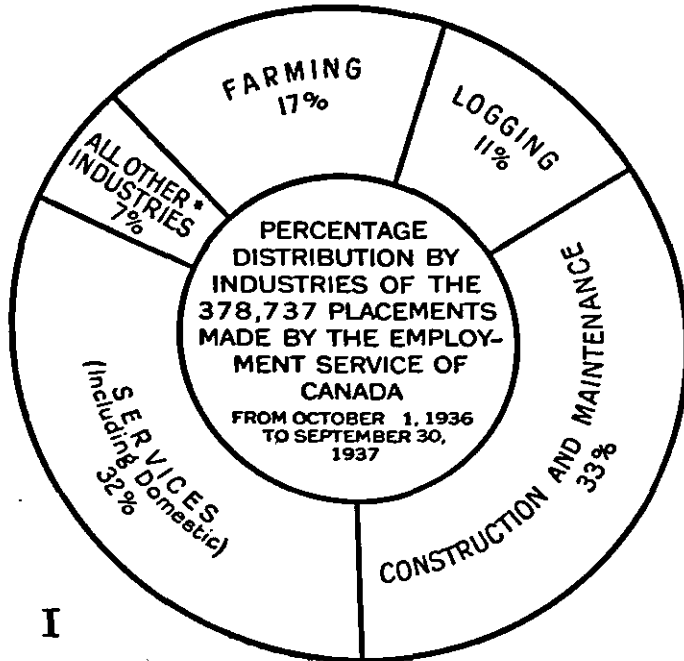
"Bearing in mind the desirability of uniformity of practice where financial Aid from the Dominion is in question; of freedom from local pressure in administration; of a Dominion source of local information independent of Province or Municipality in respect to unemployment assistance, etc., the Commission recommended in August, 1936, that the Employment Service be administered nationally. In any case the situation requires increased and improved service which will cost more, but it is recognized that national administration in itself would not add anything to the total cost to the country as a whole. The Commission, however, believe the extra cost to the Dominion government of the transfer from the Provinces would be more than offset by efficiencies and, therefore, economies which would result."

This summarizes the situation as viewed by the Commission. It suggests a method for dealing with one of the essentials if unemployment is to be solved—the linking up of the employer who wants men with the worker who wants a job, and the creation of a service that could undertake the essential work of planning for employment.

DISTRIBUTION OF EMPLOYMENT SERVICE PLACEMENTS, AND HIRING METHODS OF FIRMS

The two charts on this page deal with different aspects of a single problem. In No. 1, a comparison is shown of the proportion of placements made by the Employment Service of Canada in different specified activities. Of the 378,737 placements made by the Service from October 1, 1936, to September 30, 1937, the largest proportion was in the category of construction and maintenance. This includes public works projects carried out for relief of unemployment. Next come placements in the general category of services. The size of this category indicates the activity of the Employment Service in placing applicants in domestic work, a function which is sometimes forgotten by those unfamiliar with the Service. Placements in farming and logging constituted 17 per cent and 11 per cent respectively of the total number placed.

The chart makes it abundantly clear that the Employment Service is not being utilized in anything like the degree it should to fill the needs of manufacturing, trade, transportation, and other activities included under the caption "All other industries" which occupies only 7 per cent of the chart. It is in this category that opportunity offers for the greatest expansion, and it is to bring this about that the National Employment Commission has recommended modernization of the Service and establishment of Advisory Councils connected with it in order to secure closer co-operation of employers and workers and fuller support of the public generally.



FINAL REPORT

N.B.—Farming, fishing, hunting, and domestic service are not included.

Manufacturing..	3.9%
Trade..	1.7%
Transportation and storage..	0.8%
Mining..	0.6%
Finance..	0.1%
Communication..	0.0%
Fishing and hunting..	0.0%

Chart No. 2 deals with methods of hiring as reported to the National Employment Commission last January by 6,840 firms. While the chart shows a comparatively small percentage of the reporting firms using the Employment Service of Canada, it must be pointed out that only a minor portion of the activities of the employment services are covered by the group of firms reporting. The Employment Service has been the medium through which all placements on projects created to relieve unemployment have been carried out. As already noted another of its major activities has been in the placement of domestic workers. Nevertheless, it is an arresting fact that of this six thousand odd firms reporting only 4 per cent utilized the Employment Service offices in hiring employees. As some of the firms utilize several methods in engaging their workers, it is natural for that section of the chart to be largest. In the case of such firms it is practically impossible, unless separate analysis was obtained from each, to show the specific methods used.

NATIONAL EMPLOYMENT COMMISSION

(Advisory to the Minister of Labour)

INFORMATION SERVICE

NUMBER 6

December, 1937.

THE LONG VIEW

The more problems of unemployment and dependency are examined the more evident becomes the necessity for long-range planning. We are prone to think of enforced idleness and need as something new—a development of recent years. This is not the case.

It is true, however, that governments, particularly the Dominion government, did not assume any financial obligations until these problems attained emergency proportions. Thus in 1921, the

Emergency Treatment

Dominion government made its first appropriation of \$500,000 toward the cost of works undertaken specifically for the relief of unemployment. On the same basis of emergency, Grants-in-Aid have been made to the Provinces and Municipalities in twelve of the subsequent sixteen years, and without a break during the past seven years.

Crop failures and disastrously low prices of food products have, during the past few years, created an additional and new type of emergency distress. Payments for Unemployment Aid and relief of agricultural distress by the three units of government have amounted to more than \$600,000,000 since 1930. Though the numbers are now considerably reduced, approximately 1,000,000 men, women and children have been aided month after month through "direct relief" or by provision of work on special projects in the past five years up to 1937.

The weakness of emergency treatment for these problems is that, in the very nature of things, it lacks a background of knowledge gained from experience. Emergency treatment is a little like

Working in the Dark

campaigning in the dark with only a vague idea of the enemy's strength and position. While the attack may be partially successful, the probability is that it proves costly, and much less permanently effective than a carefully planned offensive based on accurate knowledge.

In order to achieve lasting results, emergency treatment must ultimately give way to a more permanent policy. How is such a

policy to be determined? One thing is certain; to be successful it must be based on continuous contact with the problem which it is meeting. Treatment at arm's length is of little value. Knowledge gained from experience is essential. The problems of unemployment and dependency are human problems and require close examination and careful treatment. This is where a modernized Employment Service could prove of tremendous value. It would provide the contacts and experience necessary; while Unemployment Insurance would furnish a first line of defence against those forces which tend to drive people into dependency.

More Permanent Policy Essential

Treatment and control by plans of a permanent character cannot be developed in a day, a week or a month. It is a work of slow and patient persistence—of long-range co-operative thinking and planning. It is a process to be pondered carefully, but not to be disregarded in the flush of more prosperous days. The time to provide for the lean years is when they are beginning to pass into memory but have not been forgotten.

The first registration of all persons in receipt of Aid to which the Dominion government contributed was taken as of September, 1936. Though this has been kept up to date by monthly records of those going on and off, it was advisable, for purposes of comparison as well as to provide additional necessary information, that another registration along similar lines should be taken in September of the present year. Now, after classifying and compiling the material gathered, it is possible to make some comparisons with the September, 1936, figures. A birds-eye view over an entire year is obtainable. Some idea of what progress has been made, may now be gained.

One of the striking things revealed by the September, 1936, registration was that though there were nearly a million Aid recipients at the time—and this entire number was some-

Registration Provides Comparison

times referred to erroneously as "unemployed"—there were actually only 206,423 of this number fully employable. The rest was made up of 51,510 persons of doubtful employability and totally unemployable, 51,338 resident farm operators, and 646,349 dependents of a non-worker type of all these groups, the latter category including babes-in-arms, mothers, grandmothers, grandfathers—persons who could not possibly work even if jobs had been as plentiful as blades of grass in a meadow. The problem was bad enough, at that, but its clarification showed that it was not of such size and difficulty as to be insurmountable.

What is the position now? Preliminary figures of September, 1937, registration tell the story—a record of definite progress. The total of employable unemployed has dropped by 91,177 bringing it down to 115,246. The 1937 registration showed the total number of persons receiving both Unemployment and Agricultural Aid to be 752,714, a decrease of 202,906 from the 955,620 of the previous year.

It will be noted that the reduction in the total number of those receiving Aid is not proportionate to the reduction in employables. This is accounted for by the increase in the same period of those in receipt of Agricultural Aid.

Farm distress is not unemployment. Therefore, figures of farm operators and their dependents were compiled separately. Here the devastating effects of the western drought are revealed. Saskatchewan figures were not complete when preliminary totals were compiled, but on the basis of a general state-

Drought Swells Aid Totals

ment from that Province, an increase of about 55,000 in the total of resident farm operators and their dependents is anticipated. As a result of this the registration estimate of farm operators and their dependents for all Provinces in September showed an increase to 303,270 as compared with 248,327 in the corresponding month of 1936.

Speaking generally, what has emerged during the past year? To begin with the

Problem Clarified and Progress Made

"unemployment problem" has been changed for the better. From a menacing indefiniteness it has been altered to a clear practical job of putting the limited number of employable unemployed people to work, providing for their dependents until such work is obtained, and, through rehabilitation and training measures, fitting those workers who cannot immediately be given work, to be ready and able to seize employment opportunity when it comes along. Secondly, certain beneficial, practical plans have been implemented by action; others are still under government consideration. Finally, as shown by the registration, definite progress has been made in the direction of putting people to work—connecting workers with jobs.

Industrial conditions are improving. Indicators now point away from depression and toward better times. But continued application of remedial measures is essential. Notwithstanding decrease in numbers, unemployment remains one of Canada's major problems. It is not a problem of governments alone but one which challenges the best thought and demands the co-operation of all Canadians.

Still a Major Problem

THE SCHOOL AND EMPLOYMENT

Boys and girls attending schools across Canada to-day will to-morrow be men and women facing adult problems. Of late years some complaints have been heard that students in Canadian schools are not being equipped to meet conditions in that cold and practical world which opens before them when school doors close. It has been argued that frequently students enroll in courses which, present trends in industry being what they are, will not result in employment. Employment is essential. Therefore, it is argued, why permit young students to waste time and energy learning something which cannot produce employment.

Whether or not it is true that boys and girls are engaged in these unproductive studies, systematic long distance planning does seem to indicate the wisdom of ascertaining as closely as possible the labour needs of industry, and making this information

available for guidance in the schools. Such a survey would show the industries in which decreasing or increasing labour demands might be expected. If given to the schools, special courses might be undertaken with an intelligent appreciation of the situation. A student would at least have an opportunity of comparing labour trends in different industries before deciding what special line to pursue in his studies.

Closer co-operation between the schools and the Employment Service should prove valuable. Information of a helpful nature gathered by the latter might be passed on to the former. Such information, combined with some system of vocational guidance and counselling for young people, should prove of very real value. It would help the boy and girl to plan studies so that practical, beneficial results would follow when school-days were over.

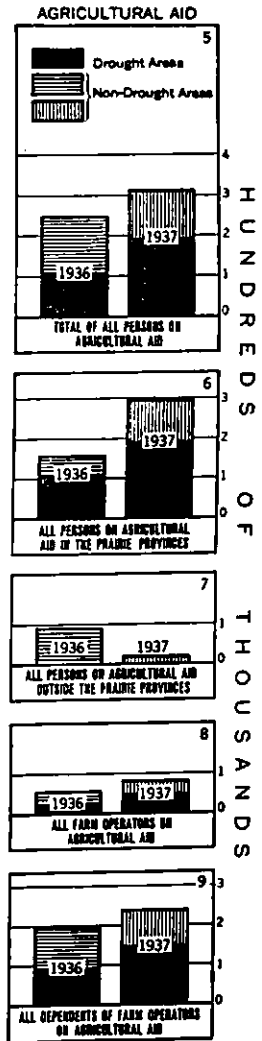
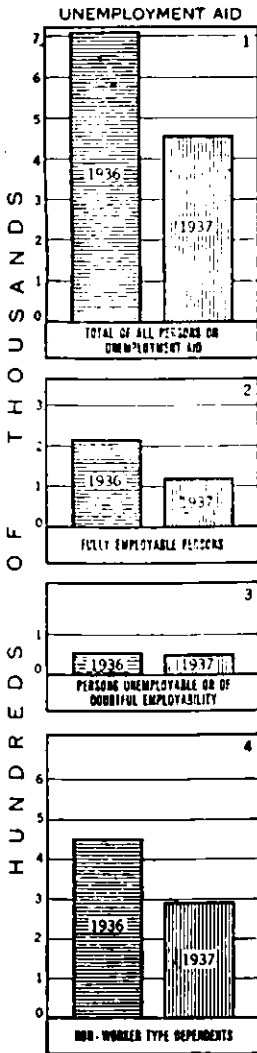
THE CHANGING SITUATION IN THE PROBLEM OF AID

The nine charts on this page are based on an analysis of the Aid situation in September, 1936 and 1937. As agricultural distress differs from unemployment, the charts have been arranged under the two general headings "Unemployment Aid" and "Agricultural Aid." They are divided into sections each of which represents 100,000 individuals.

Chart number one shows at a glance the very great decrease in the number of persons on Unemployment Aid in September of this year as compared with September, 1936. The comparative figures taken from the National Employment Commission's registration are: September, 1936, 707,293; September, 1937, 449,444. Chart number two gives a clear idea of how the real problem of unemployment—the problem of connecting employable workers with jobs—has progressed in twelve months. It shows the number of fully employable persons on Aid was about cut in half. To be exact this number decreased from 206,423 in September, 1936, to 115,246 in the same month this year.

The two remaining charts under the heading of Unemployment Aid, (numbers three and four), both show decreases. The total of non-worker type dependents, which was 449,360 in September, 1936, and 292,033 in September, 1937, naturally rises and falls with changes in the number of fully employable persons on Aid. As the latter are absorbed in employment their non-working dependents go off Aid.

The marked effect of drought conditions in Western Canada on Agricultural Aid totals is shown in chart numbers five, six, eight and nine. That portion of the charts representing figures of persons on Agricultural Aid in the drought areas has been shaded in black. A glance at chart number five shows that while the number of all persons on Agricultural Aid in Canada outside drought areas was smaller in September, 1937, than in 1936, the great increase in drought areas brought the general total Agricultural Aid above 1936. The number in receipt of Agricultural Aid in September, 1936, was 248,537, and in September of this year 303,370 or an increase of 54,833. In drought areas alone, the figure for September, 1936, was 168,754. This increased by 72,570 making the September, 1937, total 181,323. Had it not been for the exceptional drought conditions the general total of Agricultural Aid would have shown a marked decrease.



PERSONS IN RECEIPT OF AID TO WHICH THE DOMINION GOVERNMENT CONTRIBUTED*

1937	Employable	Unemployable or Doubtful	Non- Worker Type Dependents	Total of Preceding Columns	Farm Operators and Dependents	Grand Total	
July.....	159,576	43,770	360,553	563,899	229,372	793,271	
August**.....	143,745	41,479	329,624	514,848	233,720	748,568	
September**.....	115,246	42,165	292,033	449,444	303,270	752,714	
Change, August to September	(Number.....	-28,499	+686	-37,501	-65,404	+69,550	+4,146
(Percentage.....	-19.8	+1.7	-11.4	-12.7	+29.8	+0.6	

** Unrevised.

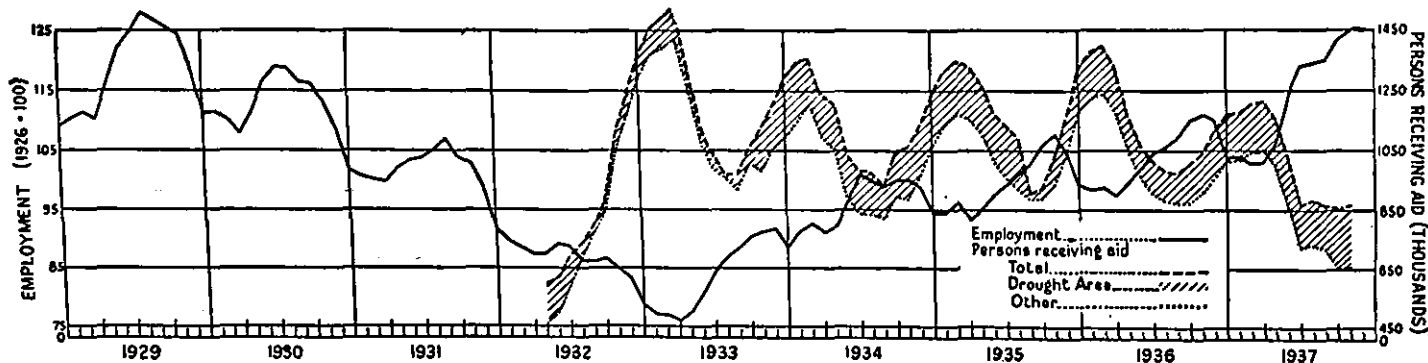
EMPLOYABLE UNEMPLOYABLE NON-WORKER TYPE DEPENDENTS AGRICULTURAL DROUGHT NON-DROUGHT



AID RECIPIENTS, UNEMPLOYMENT AND EMPLOYMENT, 1937

	August	September	October	November	November 1936	Percentage Change from	
						Last Year	Last Month
Numbers receiving Aid (000 omitted).....	740 ^{***}	753 ^{***}	868 ^{†††}	890 ^{†††}	1,046 ^{*††}	-15	+ 2 [‡]
Estimated number of wage-earners unemployed (000 omitted)†....	257	223	235	-	399 ^{§§}	-41	+ 5 [‡]
Percentage of Trade Unionists unemployed‡.....	8.9	7.6	7.7	8.9	11.0	-19	+15 [‡]
Employment, as reported by employers, 1926 = 100†.....	120.0	123.2	125.7	125.2	111.0	+13	- [‡]

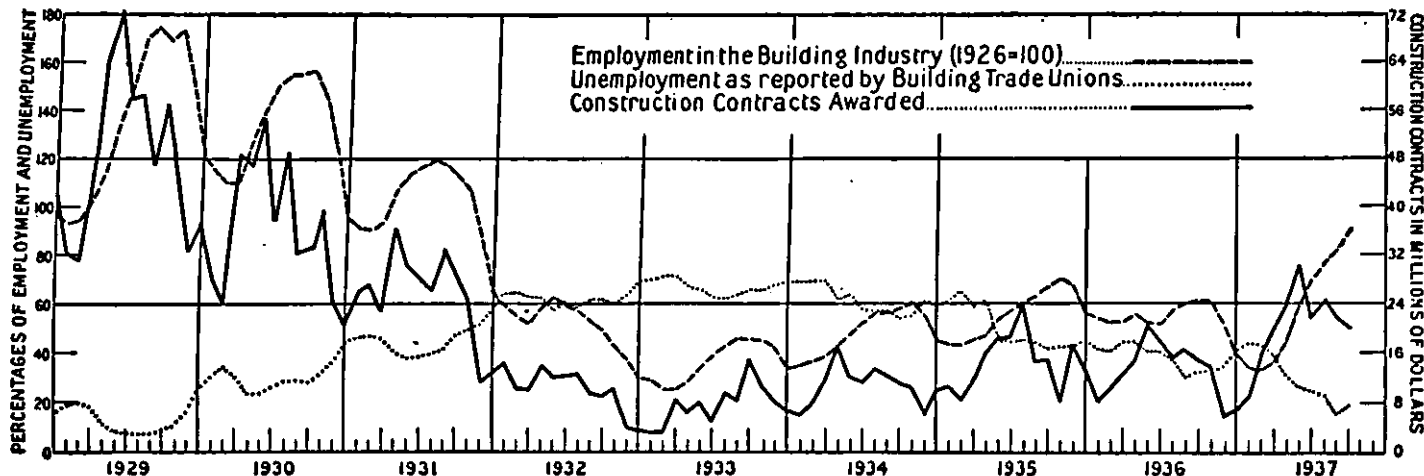
†† Revised. †† Preliminary. §§ October, 1936. ***Unrevised.



BUILDING AND EMPLOYMENT, 1937

	August	September	October	November	November 1936	Percentage Change from	
						Last Year	Last Month
Construction contracts awarded \$(000 omitted) — {Total.....	24,831	21,715	20,169	14,716	13,840	+ 6½	- 7
Residential.....	4,711	4,802	4,866	4,318	4,212	+ 2½	- 11½
Building permits \$(000 omitted) †.....	4,216	5,079	4,385	4,907	3,098	+ 58½	+ 12
Home Improvement Plan Loans ‡— {Number.....	24,057	25,438	28,275	30,396	1,818	-	+ 7½
From Nov. 1, 1936 to the end of {Amount \$(000 omitted).....	9,331	9,890	11,002	11,881	682	-	+ 8
Dominion Housing Act Loans ‡†— {Number of family units pro- vided for.....	2,433	2,567	2,761	2,906	931	+212	+ 5
From Oct., 1935, to the end of {Amount \$(000 omitted).....	10,604	11,157	11,898	12,535	4,521	+177	+ 5½
Building employment, 1926 = 100 †.....	76.9	81.6	86.3	85.3	61.0	+ 40	- 1
Percentage of Building Trade Unionists unemployed §.....	22.4	15.6	19.2	21.4	32.6	- 34½	+ 11½

†† Revised.



* National Employment Commission Registration. Bureau of Statistics.

† Department of Labour.

‡ Reported by Provinces to Dominion Commissioner of Unemployment Relief. § Department of Finance.

¶ McLean Building Reports.

APPENDIX E

Low Rental Housing Plan

Based on National Employment Commission recommendations, the Dominion government on September 9, 1936, announced the principles which would govern that section of its broad housing plan to be devised to meet the requirements of those unable to pay an economic rent—often associated with slum clearance. These principles were:—

- (a) Participation by the Dominion, by the Provinces, and/or Municipalities in any aid that may be given, whether by subsidy, loan, guarantee or omission of taxes,
- (b) Encouragement of the participation of private capital,
- (c) Avoidance of setting up administrative burdens which the various governing authorities are not equipped to assume,
- (d) Avoidance of undue competition with the private investor and with existing housing,
- (e) Requirement of a system of selected tenants so that government-aided low rental houses will not be occupied by those able to pay full economic rents.

The Commission on February 9, 1937, accordingly presented its detailed plan to the Minister, feeling that Dominion government action was justified at the time for the following reasons:—

- (i) As a measure of public health and social advancement, low rental housing projects will have a direct influence in improving conditions of life for the low wage-earner in urban areas and will be a factor in increasing the employability of our workers after a period in which their employability has been greatly reduced;
- (ii) The field of low rental housing is the only one in which a direct and decisive stimulus can be given to home-building without the risk of subsidizing competition to private builders and thus discouraging more building than is stimulated;
- (iii) The employment created by such housing projects will be greater and more widely spread than that afforded by large scale public works;
- (iv) Direct aid in this field will arrest public attention and focus the interest of communities generally on housing. It will greatly increase activity under both the Home Improvement Plan and under the Dominion Housing Act;
- (v) The Dominion has a direct interest in having the problem tackled *now* rather than when recovery has gone further. It may well be that ultimately responsibility in this field should be left to the Municipalities and Provinces. Dominion aid at this juncture will permit of a sound experiment by which direction can be given to future policy.

A summary of the plan recommended is attached.

Both in its Interim Report issued in July, 1937, and in the Final Report, to which this is an appendix, the Commission has made it clear that the necessary Dominion aid for such an experimental plan can, in its view, be afforded either in the form of a limited direct subsidy or, if preferred, of a loan of money, representing a proportionately larger percentage share of the total funds required,

at less than commercial rates of interest. The plan attached has been developed on the basis of a maximum Dominion contribution subsidy of \$10,000,000 to approved schemes engaged in within a two-year period.

SUMMARY OF LOW RENTAL HOUSING PROPOSAL

I. DOMINION SUBSIDY

- A. *Nature and Extent.*—Subsidy (preferably capital but alternatively annual equivalent for 35 years, 5½ per cent interest and 1 per cent amortization) not to exceed one-third of cost, to housing commissions or limited dividend corporations undertaking approved projects.
- B. *Limitation in Total Subsidies.*—Total subsidies granted not to exceed \$10,000,000 capital sum (or annual equivalent as in "A") during limited period of two years.
- C. *Types of Project Subsidized.*—Each project to contain not less than 100 family units. Full cost not to exceed \$750 per adult accommodation provided.

II. RENT REDUCTION CONTRIBUTIONS AND CONDITIONS

- A. *Basis of Provincial-Municipal Contributions.*—Provinces shall, with Municipalities, agree to make a joint contribution up to \$1.25 per month per adult-accommodation for 35 years, in direct monthly payments or free land or funds at less than 5½ per cent interest. Dominion contribution 5½ per cent interest and 1 per cent amortization on amount contributed.
- B. *Fund Workings—Selection of Tenants.*—Contributions to be credited to a *Rent Reduction Fund*. Fund to be applied to reduction of rents in accordance with families' ability to pay as certified by Welfare Department or designated officials of the Municipality. *Selection of Tenants* to be controlled by management. Not less than 50 per cent of the accommodation to be available to families unable to pay economic rent.
- C. *Fund Fluctuations.*—Provincial-Municipal contributions to be adjusted periodically to maintain stability.
- D. *Penalty for Discontinuance of Provincial-Municipal Contributions.* Penalties are provided for discontinuance of such contributions.

III. REGULATIONS REGARDING APPROVAL OF PROJECTS

- A. *Approvals Required.*—Projects to be approved by Municipal and Provincial authorities and Dominion Minister administering.
- B. *Conditions of Approval.*—Minister shall not approve unless, on examination, the following conditions are found to be satisfactory:—
 - (1) Satisfactory evidence has been furnished of the need for such low rental housing by reason of shortage, over-crowding, congestion, or the substandard character of existing housing;
 - (2) The areas in which the projects are to be located have been adequately planned and unless zoning regulations are sufficient to safeguard the investment and to secure the suitability of the location throughout the lifetime of the project;
 - (3) The personnel of the board of directors of the limited-dividend housing corporation or of the Municipal Commission is such as to ensure efficient and independent administration and unless adequate provision has been made for competent management;
 - (4) Adequate care has been exercised to ensure economical design and construction and land purchase or lease.

IV. ADMINISTRATION

A. *Regulations and Audit.*—Minister to prescribe necessary regulations including provision for audit of accounts and safeguards to ensure adequate maintenance of the properties.

B. *Dominion Authority Functions.*—Minister to provide administration facilities for:

- (1) Receipt and consideration of projects and plans;
- (2) Determination of assistance to be granted;
- (3) Keeping of records and statistics;
- (4) Giving of advice;
- (5) Dissemination of information.

V. LIMITATION OF DIVIDENDS

Dividends of assisted corporations to be limited to 5½ per cent for 35 years.

VI. TERMINATION CONDITIONS

The Governor General in Council (or Minister) to have authority to refuse approval at any time. Period for approval limited to fiscal years 1937-38 and 1938-39.

APPENDIX F

The Impact of the Depression on Various Groups in Canada

The following tables are taken from a study prepared for the National Employment Commission by Professor John L. McDougall, under the direction of W. A. Mackintosh, a member of the Commission. The study was an examination of the extent to which different groups of income-receivers shared in the decline in the national income experienced after 1929 and the degree to which among salary and wage-earners the changes resulted in declines in income or shorter hours for all of a group or unemployment for some.

The groups selected were those for whom statistical information was readily available. While thus chosen on a wholly arbitrary basis, they represent substantial sections of the population. Greater detail of the experience of railway workers is given because more comprehensive information is available for that group.

The reader is cautioned that the tables necessarily show average experience only and that widely varying individual experiences are concealed behind the averages. It should be noted also that earnings of employees are for those employees, who remained in employment.

The statistics used are in all cases official government statistics except that the Bank of Nova Scotia's revision of the National Income is used. The information is drawn from the *Canada Year Book*, the *Census of Industry*, *Annual Statistics of Steam Railways*, and *Wages and Hours of Labour in Canada* (Department of Labour). The price and cost of living indexes used are those of the Dominion Bureau of Statistics.

TABLE I—CHANGES IN THE REAL VALUE TO THE HOLDERS OF THE INTEREST PAYMENTS OF THE DOMINION GOVERNMENT ON ITS DIRECT DEBT*

1926 = 100

Year	Weighted average rate of interest on the face value of the debt†	Index of the cost of living	Real value to the Receiver of Interest
1926.....	4.996 100.0	100.0	100.0
1927.....	5.015 100.4	98.4	102.0
1928.....	4.980 99.7	98.9	100.8
1929.....	4.977 99.6	99.9	99.7
1930.....	4.967 99.4	99.2	100.2
1931.....	4.928 98.6	89.6	110.0
1932.....	4.923 98.5	81.4	121.0
1933.....	4.850 97.1	77.7	125.0
1934.....	4.595 92.0	78.7	116.9
1935.....	4.136 82.5	79.3	104.4
1936.....	3.937 78.8	80.6	97.8

* This table is to be construed with care. It shows the real value of the interest received by a private holder of an unchanged amount of debt at the average rates of each year, after adjustment for changes in the contractual rate of interest and the purchasing power of money. It does not show the burden of increased debt. From 1929-1936 the debts of all governments had increased approximately from \$5,200,000,000 to \$7,400,000,000. It shows that not until 1936 did reductions in the rate of interest reduce the real value of the interest payments below that of 1929. The Dominion has, on the whole, been more successful than Provinces or Municipalities in reducing interest rates.

† Canada Year Book, 1937, p. 843.

Note that this is the rate on the debt as at March 1 of each year. The index of the cost of living is on a full calendar year basis.

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TABLE II—AGGREGATE SALARIES OF ALL FULL TIME EMPLOYEES
IN THE DOMINION CIVIL SERVICE

Year	I	II	III
	Amount* (thousands of dollars)	Column I expressed as a percentage of the National Income	Column II on the base 1926 = 100
1924.....	53,800	1.26	114.1
1925.....	53,728	1.17	106.3
1926.....	54,381	1.10	100.0
1927.....	58,727	1.12	101.1
1928.....	61,190	1.07	97.3
1929.....	63,539	1.08	98.0
1930.....	66,669	1.29	116.9
1931.....	66,134	1.58	143.2
1932.....	56,494	1.67	151.3
1933.....	54,836	1.70	154.1
1934.....	54,006	1.51	136.8
1935.....	57,710	1.52	138.0

* The amounts shown are those for the 12 months to March 31 of the following year.

TABLE III—CHANGES IN THE AVERAGE ANNUAL EARNINGS PER HEAD OF ALL
FULL TIME DOMINION CIVIL SERVICE EMPLOYEES

(1926 = 100)

Year	Average money* earnings	Index of the cost of living	Purchasing power in 1926 dollars of the average money earnings
1924.....	98.3	98.0	100.3
1925.....	99.7	99.3	100.4
1926.....	100.0	100.0	100.0
1927.....	104.1	98.4	105.8
1928.....	104.1	98.9	105.3
1929.....	103.8	99.9	103.9
1930.....	103.8	99.2	104.6
1931.....	103.9	89.6	116.0
1932.....	93.7	81.4	115.1
1933.....	93.2	77.7	119.9
1934.....	93.0	78.7	118.2
1935.....	98.8	79.3	124.6

* The relatives shown are those for the twelve months to March 31 of the following year. Average annual earnings in 1926 were \$1,625 per employee.

TABLE IV—CHANGES IN AVERAGE SALARIES AND IN NUMBERS OF FULL TIME DOMINION CIVIL SERVICE EMPLOYEES
PERCENTAGE REDUCTIONS FROM THE HIGHEST FIGURE SHOWN TO THE DEPRESSION LOW*

Class	In the number employed	In the average salary
Permanent employees at headquarters.....	-14.2	-11.6
Temporary employees at headquarters.....	-24.4	-15.1
All employees at headquarters.....	-11.8	-11.4
Permanent employees elsewhere.....	†	†
Temporary employees elsewhere.....	†	†
All employees elsewhere.....	-10.4	-15.7
All permanent and temporary employees.....	- 9.6	-10.7

* Note that the low points in numbers for the various classes are not reached in the same year. The table shows the extent to which money savings were affected by reduction of numbers or reduction of salaries or both.

† Owing to a transfer between these two groups within the period, a true comparison cannot be made.

TABLE V—RELATIVE NUMBERS AND REAL EARNINGS OF ALL EMPLOYEES IN MANUFACTURING INDUSTRY

(1926 = 100)

	Number of Employees		Real Earnings of*	
	On salaries	On wages	Salaried employees	Wage-earners
Absolute value in 1926.....	81,794	499,745	\$1,867	\$1,028
1917.....	84.0	113.7	81.3	86.4
1918.....	86.5	112.6	79.0	87.7
1919.....	99.9	108.9	74.6	85.1
1920.....	101.5	108.3	77.0	80.2
1921.....	91.5	78.4	89.7	89.2
1922.....	93.0	81.9	95.9	91.3
1923.....	95.7	89.7	97.7	95.4
1924.....	93.2	88.9	100.1	96.5
1925.....	94.9	94.0	99.4	96.8
1926.....	100.0	100.0	100.0	100.0
1927.....	104.5	104.7	103.4	103.1
1928.....	111.6	111.6	103.7	105.1
1929.....	118.1	117.5	104.8	106.2
1930.....	113.6	108.9	107.0	102.2
1931.....	108.4	95.8	113.4	105.1
1932.....	103.3	83.8	115.5	103.1
1933.....	102.6	83.6	112.2	99.5
1934.....	108.3	93.3	111.4	104.7
1935.....	114.7	99.9	112.1	108.6

* Money earnings corrected by the cost of living index.

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TABLE VI—AVERAGE ANNUAL REAL AND MONEY EARNINGS
OF ALL RAILWAY EMPLOYEES

(1926 = 100)

Year	Index of money earnings*	Index of the cost of living	Index of real earnings
1926.....	100.0	100.0	100.0
1927.....	104.2	98.4	105.9
1928.....	105.6	98.9	106.8
1929.....	106.8	99.9	106.9
1930.....	106.3	99.2	107.2
1931.....	102.3	89.6	114.2
1932.....	93.8	81.4	115.2
1933.....	88.9	77.7	114.4
1934.....	87.9	78.7	111.7
1935.....	93.1	79.3	117.4

* Absolute value in 1926, \$1,479. Earnings of express, radio, and outside operations employees are excluded.

TABLE VII—ALL HOURLY-RATED MAINTENANCE-OF-EQUIPMENT EMPLOYEES: CANADIAN RAILWAYS*

(1926 = 100)

	Number employed	Hours worked per man-year	Average rate of pay per hour	Average earnings per year
Absolute value in 1926.....	41,414	2,290	57.3 c.	\$1,312
1926.....	100.0	100.0	100.0	100.0
1927.....	97.3	101.1	104.0	105.3
1928.....	102.7	102.3	104.5	106.9
1929.....	102.6	101.1	108.6	108.8
1930.....	98.6	94.7	111.3	105.4
1931.....	88.4	86.7	111.1	96.3
1932.....	74.7	79.7	102.3	81.5
1933.....	66.7	76.2	99.0	75.4
1934.....	70.4	80.7	96.9	78.1
1935.....	71.0	83.2	101.9	84.8

* This table shows, for the only group for which the information is available, the extents to which reductions, during the depression, affected the numbers employed, the hours worked, the hourly rate and average earnings. The group is one in which the sharing of hours was most substantial.

TABLE VIII—MAINTENANCE-OF-WAY EMPLOYEES, CANADIAN RAILWAYS*

AVERAGE NUMBER EMPLOYED IN 1928 AND 1933 AS A PERCENTAGE OF THE 1926 BASE

Class	1928	1933
Section foreman.....	103.1	98.4
Section men.....	106.3	79.9
All section workers.....	105.5	84.4
Maintenance-of-way labourers.....	122.8	24.3

* The table indicates the less fortunate experience of those workers whose work was not currently essential but capable of postponement.

TABLE IX—RATES OF WAGES IN CANADA FOR CERTAIN CLASS OF LABOUR

(1926 = 100)

Year	Common factory labour*	Mis-cellaneous factory trades*	Logging and saw-milling*	Male farm help in summer season†
1926.....	100.0	100.0	100.0	100.0
1927.....	100.2	101.4	101.1	96.7
1928.....	99.9	102.1	101.9	92.0
1929.....	100.3	102.7	102.7	93.7
1930.....	100.5	102.8	101.7	87.6
1931.....	97.9	100.3	90.2	67.1
1932.....	92.7	93.7	78.2	53.1
1933.....	89.7	89.3	67.3	59.0
1934.....	91.2	91.8	80.3	51.5
1935.....	93.4	93.9	84.2	54.7
1936.....	95.9	96.0	91.8	57.8

* *Wages and Hours of Labour in Canada*. Report Number 20, (Ottawa, 1937, p. 4.) These data have been converted from the base 1913 = 100 to 1926 = 100. Upon the 1913 base the 1926 rates were 187.3; 196.7; and 180.8 for the three groups in the order shown above.

† *Canada Year Book*, for various years. These rates include the money value of board. Average wages including board are given as \$64 a month in 1926.

TABLE X—UNEMPLOYMENT OF CANADIAN WAGE-EARNERS AS SHOWN BY CENSUS OF 1931*

	Labourers†	All other wage-earners
Total number.....	671,844	1,350,416
Number losing time, June 1, 1930 to June 1, 1931.....	397,828	491,915
Percentage losing time.....	59.2	36.4

Time lost	Percentage of those losing various periods	
1- 4 weeks.....	4.7	11.0
5- 8 ".....	6.3	10.3
9-12 ".....	8.4	10.8
13-16 ".....	8.1	7.1
17-20 ".....	9.2	8.9
21-24 ".....	8.8	7.8
25-28 ".....	13.8	13.4
29-33 ".....	10.0	7.3
33-40 ".....	14.1	9.7
41-48 ".....	7.3	4.5
49 and over.....	9.3	7.2
	100.0	100.0

* Seventh Census of Canada, 1931. Vol. VI, Unemployment. Table 38, p. 790 ff.

† Total of farm labourers, lumbermen, coal and other mining labourers and other unskilled, (not agricultural, mining or logging).

TABLE XI—ADJUSTED NET VALUE OF AGRICULTURAL PRODUCTION AS A PERCENTAGE OF THE NATIONAL INCOME*

Year	Adjusted net value of agricultural production	The National Income	Agricultural income as a percentage of the total
1921.....	961	4,902	23.5
1922.....	899	4,100	21.9
1923.....	873	4,283	20.4
1924.....	967	4,274	22.6
1925.....	1,078	4,585	23.5
1926.....	1,088	4,930	22.1
1927.....	1,152	5,266	21.9
1928.....	1,168	5,703	20.5
1929.....	1,034	5,879	17.6
1930.....	833	5,173	16.1
1931.....	557	4,187	13.3
1932.....	499	3,385	14.7
1933.....	519	3,226	16.1
1934.....	592	3,580	16.5
1935.....	623	3,791	16.4
1936.....	681	4,062	16.8

* Net value of agricultural production as officially defined is the gross value of all production less the values of amounts fed to livestock and used as seed in the following season. It is therefore really a gross figure and is subject to deduction for all operating cost payments to others before a true net income available for consumption by the agricultural population is found.

TABLE XII—COMPARISON OF PRICES OF ALL CANADIAN FARM PRODUCTS AND FULLY AND CHIEFLY MANUFACTURED GOODS

(1926 = 100)

Year	Index of prices of all Canadian farm products	Index of prices of fully and chiefly manufactured goods	Number of units of Canadian farm products required to purchase 100 units of fully and chiefly manufactured goods
1921.....	103.7	116.1	112.0
1922.....	88.0	100.4	114.1
1923.....	81.5	103.1	126.5
1924.....	88.1	101.9	115.7
1925.....	101.0	103.8	102.8
1926.....	100.0	100.0	100.0
1927.....	102.1	96.5	94.5
1928.....	100.7	95.0	94.3
1929.....	100.8	93.0	92.3
1930.....	82.3	87.3	106.1
1931.....	56.3	74.8	132.9
1932.....	48.4	69.8	144.2
1933.....	51.0	70.2	137.6
1934.....	59.0	73.4	124.4
1935.....	63.5	72.8	114.6
1936.....	69.4	73.6	106.1