NAME OF AUTHOR.................................................
Godfreid G. Mortty

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(Signed)

PERMANENT ADDRESS:

c/o G. Adali-Mortty,
School of Administration,
University of Ghana,
Legon, Ghana

DATED. Sept. 30... 1969
Mortty, Godfreid

MANAGEMENT-LABOUR RELATIONS IN THE
CANADIAN POST OFFICE DEPARTMENT

by

G.G. Mortty

A thesis submitted to Carleton University in fullfilment of the requirements for the course of Political Science 599, towards the degree of Master of Arts in Public Administration.

School of Public Administration
Carleton University
Ottawa, Canada
September, 1969

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ABSTRACT

By the year of Confederation, in 1867, the Canadian Postal System had already vastly expanded. Expansion within the system continued at a fairly rapid rate but got greatly accelerated in the 1940's when the Canadian economy had already become complex and industrialized. Postal associations were the first to originate in the Canadian federal public service. The Canadian Council of Postal Unions, which originated early in the 1900's, was, by 1967, already organizationally powerful. In 1967, the Parliament of Canada gave Canadian Public Servants the right to bargain with the employer. The Council of Postal Unions which had fought for this right from 1919, opted for the statutory right of conciliation as a means of dispute settlements in preference to arbitration.

With the achievement of collective bargaining rights in the federal public service in 1967, personnel services in the Post Office Department began to expand rapidly. The Post Office Department, also, as from 1967, had initiated a complex of research projects aimed at converting the postal system into an industrial Crown Corporation.
ACKNOWLEDGEMENT

I wish to express my sincere gratitude and thanks to Dr. Oliver MacFarlane, Director of the School of Public Administration and Professor Michael Whittington of the Political Science Department, Carleton University, Ottawa, Ontario, who both inspired and guided me in the preparation and presentation of this thesis. I must point out, quickly, however, that neither they nor other Canadian Public Officers and institutions mentioned in this thesis, are, in any way, responsible for the academic and other shortcomings of the author. For their patience, cooperation, and efficient secretarial output, I say thank you to Mrs. Florence Barclay, Secretary of the School of Public Administration, Carleton University, and Mrs. Nicole Girard, of Operations Research Industries (ORI), Ltd.; and to the many men and women of good will who have not been named specifically but who helped in numerous other ways, I say thank you. If this thesis serves, in any way, as a contribution to human understanding and knowledge, then the efforts of my benefactors in Canada and in Ghana have been duly and aptly rewarded.
INTERVIEWS

This thesis was originally planned as a survey research type of study. Problems associated with time and financial resources, soon resulted in the survey research procedure being abandoned. Two other factors contributed to the decision recorded above. First, it became evident early in May that the Post Office Departmental Planning Board was already accumulating valuable research material from its seventeen Task Force projects; and secondly, the leadership of the Council of Postal Unions were, early in May, already actively preparing for their mid-August round of collective bargaining with the Employer, the Treasury Board.

The interview method of research (supplemented with some written questionnaire) was adopted as an alternative to a survey research undertaking. Interviews and the collection and processing of documentary evidence began early in May and ended in August. Cooperation was secured from public officers of the following:

The Post Office Department
The Treasury Board
The Public Service Commission
Bureau of Management Consulting Services
The Federal Bureau of Statistics
The Department of Labour
The National Archives
The National Library
Carleton University Library
The Post Office Headquarters Departmental Library
The Canadian Union of Postal Workers.

My sincere gratitude and thanks go to all concerned.
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CHAPTER I

THE CANADIAN POST OFFICE DEPARTMENT

1. HISTORY

Canada's first post office was opened at Halifax in 1755, as an integral part of the British postal service on the North American continent. At the conclusion of the Peace of Paris in 1763, Benjamin Franklin, one of the two Deputy Postmasters, took an early opportunity to extend the service to Quebec which had been incorporated under the 1763 treaty. Subsequently, Mr. Hugh Findley was appointed Postmaster. Additional postal services soon developed in Montreal and Three Rivers. Contact was later established between Quebec City and New York, and mail despatch and delivery times were scheduled to connect the sailing times of the English packet boats along the Atlantic seaboard on a monthly schedule. Mail transportation arrangements were made in due course, by Mr. Findley with the matres de poste, who were a legacy of the French regime. ¹

With the recognition of the independence of the United States in 1783, Mr. Hugh Findley was named successor to Benjamin Franklin, as Deputy Postmaster General for the "Province" of Canada, and in 1788, Nova Scotia and New Brunswick were added to this province. There was

an influx of British Empire Loyalists into Canada from the United States and political pressure for the opening of new post offices from the new emigrants and other Canadian citizens and merchants began to mount, in due course. With the American independence, communication between Britain and the United States became more difficult. Efforts were therefore made to provide a new, improved route from Quebec, via the St. Lawrence in summer, and overland to Halifax, in winter. With the influx of immigrants into Niagara and the head of Lake Ontario in Hamilton, during the 1780s, the need for a post office could no longer be delayed, and Niagara got one in 1789.

Travelling during this period was difficult and a courier had to do his best on foot, on horse-back, or by any other then existing mode of transportation. ¹

During the 1800's, there was increasing criticism of the British Government and the British Post Office which still supervised the Canadian

operations by people who desired more frequent service. Representations to the British Government for the relaxation of control from London over issues such as the opening and operation of individual post offices also proceeded apace but it was not until 1851 that the service was placed under full local control. Before relinquishing control over post offices in Canada, however, Britain insisted upon the inauguration of a uniform postal system. Canada inherited a reasonably well-integrated postal system, with a uniform letter rate of three cents per half-ounce of mail matter and special rates for newspapers. Prepayment, at this stage, was declared optional and prior franking of letters was abolished.

The importance of the office of Postmaster General was recognized in the Canadas by the elevation of the incumbent as a member of the provincial Executive Council. New Brunswick and Nova Scotia did not grant Executive Council status to their Postmaster General until late in the 1850's. To provide for more efficient control over operations of the post offices, two inspectors were appointed in 1835 with each centrally located at Toronto and Quebec. Their duties included the production of regular reports on the manner in which individual postmasters and mail contractors were performing their allotted duties and they were also instructed to report, from time to time, on the need for new postal routes and post offices. They were to investigate and report on complaints and
on individual misconduct, and to ensure efficiency and legality in operations.

With Canada's achievement of Confederation in 1867, individual provincial postal services became incorporated into a unified federal service. In effect, one Postmaster General assumed responsibility for the efficient performance of the entire Canadian federal postal service. The post of Deputy Postmaster General for the federation was, with effect from 1867, assumed by the Deputy Postmaster General of the "Province" of Canada.¹

As new settlements were established, the need for mail increased, and new routes were added irrespective of whether or not they were profitable. This is understandable at a time when the post office, in many local communities in a vast country, represented the only visible presence of the governing authorities. Moreover, there was the need to hold the country together. The overriding yardstick was demand and pressure from the public and from the provincial authorities. Urban growth was also, naturally, a key consideration. Like postal services, the development of railroads was a national rather than a profitable venture.

¹ - As shown in Figure 1, individual post offices, mail volumes, and financial transactions of the Canadian postal system vastly increased at the achievement of Confederation.
EXPANSION OF THE POST OFFICE SYSTEM BETWEEN THE PERIOD OF RESPONSIBLE GOVERNMENT AND CONFEDERATION

A. SERVICE EXTENSIONS: 1851-1867

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<th>1867</th>
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<td>1) Province of Canada</td>
<td>601</td>
<td>2,333</td>
</tr>
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<td>2) Nova Scotia</td>
<td>?</td>
<td>630 (1951 figure quadrupled)</td>
</tr>
<tr>
<td>3) New Brunswick</td>
<td>100</td>
<td>433</td>
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B. EXPANDED FACILITIES AT CONFEDERATION

1. Offices and Personnel—1869

3,638 Post offices and way offices
180 Clerks and letter carriers in city offices
82 Railway mail clerks
7 Ocean mail clerks
2,220 Mail contractors
7 Post office inspectors
26 Clerks in the inspectors' office

2. Mail Volume and Financial Transactions—1868

18,100,000 Letters
18,600,000 Newspapers
24,800 Parcels

3. Pre-Payment of Mail Matter—1875

Compulsory pre-payment of mail matter was put into effect.

4. Travelling Postal Service—1882

Travelling postal service in charge of railway mail clerks commenced.

5. Rural Mail Delivery

1908—A system of rural mail delivery was introduced. By this system mail was delivered into individual boxes of those living on a large number of individual mail routes.

1912—Arrangements were made for couriers to sell postage stamps and to secure money orders and postal notes.

1914—Parcel post service authorized.

1921—Registration of parcels.
The extension of settlements and growth in population were the key considerations. In early days of postal history, railroad services became very useful. Rail, eventually, was superseded by fast moving mail trucks along vastly improved roads.¹ This service was systematized, on a daily basis, by 1885.²

Canada joined the Universal Postal Union in 1878. The aim of the union is to endeavour to provide uniform systems of rules and rates, for exchanges of mail matter and for facilitating mail carriage throughout the world's postal system.

Summary of Significant Developments in the Postal Service (with effect from Confederation in 1867)

A uniform system of remuneration for all postmasters was already in effect at Confederation and a new scale of compensation,

¹ - The introduction of railway service into Manitoba greatly expanded services there. Whereas, in 1871, there were only six post offices between the Great Lakes and the Rocky Mountains, there were, by 1880, 147 post offices. A daily postal service was introduced in Manitoba in 1885, via the Canadian Pacific Railway which plied between Montreal and Winnipeg. Now the jet plane is a more popular form of mail transportation.

² - As indicated in Figure 1, rural mail delivery—into individual mail boxes along rural routes—was instituted in 1908, free of charge to rural beneficiaries. Appendix 1 shows significant developments in mail transportation from 1948 to 1968.
applicable to all alike, was established early in 1870. The first Post Office Act became operative in 1869. It provided for a reduction of postal rates within the Dominion. As the Post Office Department continued to expand its services and manpower, the need for conducting specific studies into its organization and operations arose from time to time. Here, we mention only four of such studies: that conducted by Woods and Gordon Limited in 1952; the Royal Commission on Organization of Government Departments, the report of which was published in 1962; the Organization Study of the Planning and Administrative Services of the Post Office Department, the report of which was published by the Bureau of Management Consulting Services in 1967; and the report of the Royal Commission on Working Conditions in the Post Office Department which was published in 1966.

The Post Office Department currently operates a total of 10,450 post offices. The personnel employed in these post offices

---

1 - Appendix 2 shows significant developments in the postal service as a whole.

2 - Appendix 3 is a summary of legislative and rate changes in Canada within the period 1948 and 1968.

3 - A list of specific studies into the organization and operations of the Post Office Department is attached as Appendix 4.

4 - The figure quoted is with effect from 31st March, 1969.
total approximately 50,000. This figure will be analysed later under Organization and Operations. Also, the 2,301 staff post offices shown in Appendix 5 are supervised by 429 postmasters; this shows a ratio of 1 to 10 staff post offices. Originating mail volume in the Post Office Department has grown steadily from just over 2,000,000,000 in the 1946-47 fiscal year, to just under five billion in 1967-68, a growth of 142% in under 10 years. As shown in Appendix 6, the growth rate of the Post Office Department is second only to that of National Defence, to date. Between 1939 and 1959, the employment rate of the post office almost doubled. Unfortunately, no comparable figures are available to show the rate of expansion of postal facilities, especially building projects. As postal service was extended, auxiliary services, such as money orders and savings bank facilities were added. Canada's "all up" service is unique in postal history throughout the world. By this service, all first class mail is transported by air from coast to coast in Canada without any additional charge to postal patrons.
2. ORGANIZATION AND OPERATIONS

The Canadian Postal Organization is, indeed, a major industry. Primarily engaged in retail and delivery service, the Department also designs and authorizes the manufacture of stamps\(^1\) for retail. With its originating mail volume totalling some five billion pieces\(^2\), the postal system has spread throughout the length and breadth of the federation, totalling approximately 5,500 post offices\(^3\), and with a manpower strength of roughly 50,000\(^4\), the postal industry rightly deserves the designation: "fifth biggest business in Canada". It is a big business complex lodged within the lap of an ordinary Government departmental set-up. Many of its problems (which the Railway Administration has largely overcome in its existing form), arise from this very form, i.e., that of an ordinary Government department, for a long time downgraded, and conforming to uniform country-wide service rules. At the same time, it is now expected to operate as a distinct "big business" enterprise.

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1 - Manufactured through the medium of an agency: the Canadian Bank Note Company is the agency known to me.

2 - Please see Appendix 7.

3 - Please see Appendix 5.

4 - Please see Appendix 6.
The Department is divided into two basic components:

1. Headquarters Organization
2. Field Operations.

Our analysis will be as follows:

a) A general account of the structure of the Headquarters Organization.

b) A combined analysis of the structure and operations of the Field institutional set-up. We shall bear in mind the central focus of this thesis, namely, the interaction of the Management of the Post Office, and the Postal Operations Group, known as the Council of Postal Unions.

c) We shall dwell on aspects of personnel administration which we consider relevant to the main thesis.

In order to convey some idea of operations of Field management staff, we shall present, as a "Special Supplement", answers to a departmental Position Questionnaire distributed to departmental officers, on the authority of the Departmental Planning Board. The Field officers selected for this purpose are the District Director, Toronto; the Postmaster (19), Toronto; the Postmaster (9), London; and the Postmaster (7), Winnipeg. These have stated their duties, as perceived by themselves.
As paperwork constitutes a major "preoccupation" of any large-size Government Department, we depart from our main focus slightly, by including in the "Special Supplement", one such Position Questionnaire as completed by a "Forms Analyst" employed at the Reports and Forms Management Division, under the Director General, Planning and Systems, in the Headquarters component.

1. Headquarters Organization

The Deputy Postmaster General is responsible, directly, to the Postmaster General, for the organization and operations of the Post Office Department. He is assisted by six top executives. These are: the Assistant Deputy Postmaster General, Personnel; the Assistant Deputy Postmaster General, Finance and Administration; the Director of Information and Public Relations; the Director of Management Audit; the Assistant Deputy Postmaster General, Operations; and the Director General, Planning and Systems. These six top executives, constitute the Departmental Planning Board, under the Chairmanship of the Deputy Postmaster General. The Board is the coordinating nerve-centre for the Department, and also serves as the final authority for the clearance of departmental

---

1 - The Organization Chart of the Headquarters Organization is attached as Appendix 8.

2 - A Special Adviser assists him and the Postmaster General. He is a former Deputy Postmaster General for the Department.
policy and plans, on a broad national front, encompassing the two components: Headquarters and Field.

We have referred to the Departmental Planning Board as a key unit. Its duties are crucial to the steady progress of the Post Office Department in the direction of modernity. The Director of Strategic Planning is the Secretary to the Departmental Planning Board. As will be seen in the general Headquarters Organization Chart, the Post Office Department has, also, a Departmental Secretariat to which the Deputy Postmaster General and the Planning Board refer certain confidential matters, including Parliamentary issues of general, non-crucial administrative nature. We now proceed to a branch by branch account of the main functions as shown on the Headquarters Organization Chart.

1 - The 1969-70 Parliamentary Estimates, soon to be released, is a pointer to assiduity and business sense of the top executives. Last year's deficit of over $67 million has already been reduced in size to some $46 million.

2 - Some idea of the Secretary's background, at this stage, may prove fruitful, in view of the tremendous potential of the Board for effecting systems change in the Post Office Department. After a brilliant career elsewhere, Mr. N.H. McNeil, the present Board Secretary worked as a top Research Executive and coordinator of Special Financial Studies of the Ford Company of Canada at Oakville.

3 - The Headquarters Organization Chart is shown as Appendix 8.
The Assistant Deputy Postmaster General, Personnel, has, supporting him, a bilingual adviser, and a planning and research unit (the post remains to be filled in the near future). The following are also responsible to him: Directors of Staffing, Personnel Classification, Personnel General (i.e., Coordination and Employee Services) and Staff Relations.

The Director of Information and Public Relations coordinates his duties in the two functional divisions evident in his designation, while the sub-divisions under the Director of Management Audit, are as specified in the Organization Chart under reference. The Assistant Postmaster General, Operations, is supported by the Directors of Postal Services, Transportation, Special Projects, and Engineering. The Director General, Planning and Systems, on the other hand, has, responsible directly to him, Directors of Administrative Services, Systems Research and Development, Computer Services, Strategic Planning, and Operations Research.

1 - Mr. Clement Hobbs, the Director General, Mathematician and Engineer, has, like many of his top executive associates, achieved a singular distinction in top executive posts, and is rightly credited with a major invention in the modern complex of scientific defence propulsion. Of particular significance to the topic of this essay are his major contributions in Operational Research, Computer Operations and Programming, as well as Systems Research, especially as applicable in the transportation of mail. This, prior to his entry into the Post Office Department.
2. **Organization and Operations of the Field Component**

As stated, the Assistant Deputy Postmaster General, Operations, is accountable to the Deputy Postmaster General in respect of Field Operations. The field staff operate within established policies and criteria. The field organization is made up of 19 basic components. These are 14 District Offices under the managerial authority and care of District Directors, and 5 Senior Post Offices under Senior Postmasters who report direct to the Assistant Postmaster General, Operations.  

A. **District Offices**

These are located at:

- St. John's, Nfld.
- Halifax, N.S.
- Saint John, N.B.
- Quebec, P.Q.
- Montreal, P.Q.
- Ottawa, Ont.
- Toronto, Ont.
- London, Ont.
- North Bay, Ont.
- Saskatoon, Sask.
- Calgary, Alta.
- Edmonton, Alta.
- Vancouver, B.C.
- Winnipeg, Man.

The District Director and the District Office staff administer directly and are accountable for postal services throughout the geographical area encompassed by the District. Each District Director exercises functional responsibility over some 400 to 1,000 large and small Post Offices in the categories of Post Offices described in sub-sections (a), (b), (c), and (d) below.

---

1 - See Figure 2 for Organization Chart of field component.
POST OFFICE DEPARTMENT—FIELD ORGANIZATION—1969

- Headquarters
  - ADPM6-OPS
    - 14 District Offices
    - Rural Mail Delivery Routes
      - Staff Post Offices
      - Revenue Post Offices
      - Rural Mail Delivery Routes
      - Postal Stations
    - Rural Mail Delivery Routes
      - Sub-Offices
    - 5 Autonomous (Staff Post Offices)
      - Postal Stations
      - Sub-Offices
a) **Staff Post Offices**

The 545 Staff Post Offices (including the 5 senior Post Offices mentioned in (2.) below) are classified according to size into 7 grades ranging from Grade 7 to Grade 13. The District Director is responsible for Staff Post Offices Grades 7 to 11.

Staff Post Offices are established in towns and cities ranging from a Grade 7 office in a small town such as Carleton Place, Ontario, with a population of 4,700 to a Grade 13 office in a large city such as Montreal with a population of over 2,000,000\(^1\) people. The number of employees in these offices, depending on workload and type and extent of service rendered, ranges from 6 in the smallest office, to approximately 5,000 in the largest office.

The employees in the bargaining unit of the Council of Postal Unions are all employed in these Staff Post Offices with the exception of 210\(^1\) Postal Clerks engaged in administrative duties in District Offices.

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\(^1\) Figures quoted in this section are for March 1968.
b) **Semi-Staff Post Offices**

There are 1,757 Revenue Post Offices Grades 1 to 6 across Canada which are known in the Post Office Department as Semi-Staff Post Offices. These offices are established in towns and communities ranging in size from approximately 200 to 2,500 in population. The 5,500 staff who work in these offices are in an occupational group known as the Revenue Postal Operations Group.

c) **Revenue Post Office Groups 1 to 23**

These offices are established in communities of from 50 to 200 people where the workload of the office does not require full-time personnel. Generally, the Post Office is a one-man operation. The Postmaster is permitted to engage in other work of a gainful nature and the office is usually operated in conjunction with a store or other type of business which provides the main source of income. The Postmaster is responsible for the full operation of the office including mail processing and financial transactions. However, the Postmaster may hire a person to perform this work while retaining the overall responsibility. There are approximately 7,630
of these offices, and the employees, like those
in semi-staff offices, are included in the Revenue
Postal Operations Group.

d) **Sub Post Offices**

Sub Post Offices are authorized in larger centres
of population where Letter Carrier Service is in opera-
tion. Sub Post Offices provide a service in the sale
of stamps, money orders, etc., and are invariably
operated in conjunction with some other business
which provides the main source of income. The 2,300
Sub Post Offices in Canada are operated on a commission
basis and Sub-Postmasters are excluded by definition
in the Public Service Staff Relations Act from collective
bargaining.

B. **Senior Post Offices**

The Postmasters of the five largest Staff Post Offices Grades
12 and 13 (Montreal, Toronto, Vancouver, Winnipeg, and Ottawa) report
directly to the Assistant Deputy Postmaster General, Operations, at
Headquarters. Over 50% of the employees represented by the Council of
Postal Unions work in these five offices.
In summary, the staff employed by the Department can be broken down by organizational groupings as follows:

<table>
<thead>
<tr>
<th>Category</th>
<th>Number</th>
</tr>
</thead>
<tbody>
<tr>
<td>Employed at Headquarters</td>
<td>1,285</td>
</tr>
<tr>
<td>Employed in Staff Post Offices</td>
<td>33,349</td>
</tr>
<tr>
<td>Employed in District Offices</td>
<td>1,517</td>
</tr>
<tr>
<td>(Including Railway Mail Clerks)</td>
<td></td>
</tr>
<tr>
<td>Employed in Revenue Post Offices Grades 1 to 6</td>
<td>5,527</td>
</tr>
<tr>
<td>Employed in Revenue Post Offices Groups 1 to 23</td>
<td>6,129</td>
</tr>
<tr>
<td>Employed in Sub Post Offices</td>
<td>2,387</td>
</tr>
</tbody>
</table>

**TOTAL**                                           **50,194**

**Classification of Employees in the Post Office Department**

Under the Bureau of Classification Revision's Classification Revision Program, employees in the Public Service have been allocated to a number of occupational groups for classification and pay purposes. Bargaining units have been determined, broadly speaking, in accordance with these occupational groups, and/or their major components. While Post Office employees fall into a number of occupational groups, the two largest are the Postal Operations Group (28,094) and the Revenue Postal Operations Group (11,656). As noted above, the Revenue Postal Operations Group is composed of the persons employed in Revenue Post Offices Grades 1 to 6 and Groups 1 to 23. They are represented by a bargaining agent other than the Council of Postal Unions.
Bargaining Units in the Postal Operations Group

The Public Service Staff Relations Board has divided the Postal Operations Group into four separate bargaining units, totalling 33,218 employees employed in Staff Post Offices and District Offices, as follows:

i) Supervisory Employees

ii) Non Supervisory Employees (including part-time Letter Carriers)

iii) Part-Time Employees (excluding part-time Letter Carriers)

iv) Railway Mail Clerks.

The following table illustrates the number of employees in each bargaining unit, and where applicable, the certified bargaining agent.

i) Supervisory Employees (Association of Postal Officials of Canada) - 2,369

ii) Non-Supervisory Employees including Part-Time Letter Carriers (Council of Postal Unions composed of Canadian Union of Postal Workers and Letter Carriers' Union of Canada) - 27,094

<table>
<thead>
<tr>
<th>Position</th>
<th>Number</th>
</tr>
</thead>
<tbody>
<tr>
<td>Mail Handler</td>
<td>1,959</td>
</tr>
<tr>
<td>Supervisory Mail Handler</td>
<td>16</td>
</tr>
<tr>
<td>Postal Clerk</td>
<td>12,165</td>
</tr>
<tr>
<td>Mail Despatcher</td>
<td>682</td>
</tr>
<tr>
<td>Mail Services Courier</td>
<td>134</td>
</tr>
<tr>
<td>Letter Carrier</td>
<td>8,728</td>
</tr>
<tr>
<td>Supervisory Letter Carrier</td>
<td>3,104</td>
</tr>
<tr>
<td>Part-Time Letter Carrier</td>
<td>306</td>
</tr>
</tbody>
</table>

TOTAL 27,094
iii) Part-Time Employees excluding Part-Time Letter Carriers

<table>
<thead>
<tr>
<th>Position</th>
<th>Employees</th>
</tr>
</thead>
<tbody>
<tr>
<td>Postal Helper</td>
<td>1,372</td>
</tr>
<tr>
<td>Part-Time Mail Handler</td>
<td>482</td>
</tr>
<tr>
<td>Part-Time Postal Clerk</td>
<td>1,484</td>
</tr>
<tr>
<td>Part-Time Mail Service Courier</td>
<td>84</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td><strong>3,422</strong></td>
</tr>
</tbody>
</table>

iv) Railway Mail Clerks

<table>
<thead>
<tr>
<th></th>
<th>Employees</th>
</tr>
</thead>
<tbody>
<tr>
<td>Railway Mail Clerks</td>
<td>- 333</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td><strong>33,218</strong></td>
</tr>
</tbody>
</table>

The following is a brief description of the duties performed by the major categories of employees in the bargaining unit for which the Council of Postal Unions is certified.

**Mail Handler**

The Mail Handler assists the Mail Despatcher in loading and unloading and does other work in the Post Office proper or on a station platform such as emptying mail bags, moving mail trucks, and binnies, dropping and hanging mail bags and labelling bags.

**Postal Clerk**

The Postal Clerk works inside sorting mail, or at a wicket conducting financial transactions with the public; i.e., selling money orders, postage supplies, etc., or a combination of these duties. The sorter is required to have a detailed knowledge of mail distribution either of the City or of a geographical area of the country.
Mail Despatcher

The Mail Despatcher is responsible for the "on-loading" and "off-loading" of mail bags in their proper sequence in and from railway cars and trucks. He works partly on loading platforms and partly in cars and trucks and is required to have a detailed knowledge of mail distribution and routing for a geographical area.

Mail Services Courier

The Mail Services Courier operates a Post Office vehicle to collect and deliver mail. He also works inside or on Post Office loading platforms routing his mail.

Letter Carriers and Part-Time Letter Carriers

The Letter Carrier works about one-quarter of the time inside the Post Office sorting his mail. The balance of the time he is outside delivering the mail. Delivery may be performed on foot or by vehicle depending on the nature of the area to be served. As of 31st March 1968, there were 8,120 Letter Carrier routes performed on foot and 248 by vehicle. Part-time Letter Carriers are employed to serve "partial" routes on which the normal time on duty is less than 36 hours per week.
Supervisory Letter Carriers

The Supervisory Letter Carrier performs primarily the same duties as a Letter Carrier, but is employed in a relief capacity; i.e., rest day relief, sick relief and vacation relief. He covers the route of the regular Letter Carrier on days off. For this reason, his route may vary from day to day or week to week.

The main entrance qualification for the various postal classes - Mail Handler, Letter Carrier, Postal Clerk - is completion of elementary school. Promotion from these classes to Mail Despatcher, Supervisory Letter Carrier, Railway Mail Clerk and supervisory positions is by competition based on the merit principle.

Use of Part-Time and Casual Help

1. Part-Time Help

Part-time Postal Helpers, Mail Handlers, Postal Clerks and Mail Service Couriers did not form part of the bargaining unit of the Council of Postal Unions. A Postal Helper performs mail handling and sortation duties which do not require a detailed knowledge of mail distribution. The Part-Time Mail Handlers, Postal Clerks, and Mail Service Couriers perform the same duties as their full-time counterparts.
The Department has established regular part-time positions to cope with daily "peak" periods and with situations where there is not sufficient work to justify the employment of a full-time employee. Some aspects of departmental policy relative to part-time employees are:

a) Part-time employees are not employed back-to-back. This means that one part-timer is not employed from 3:00 p.m. to 7:00 p.m. and another part-timer from 7:00 p.m. to 11:00 p.m. in the same work area. In such an instance there is eight hours work to be performed and this is done by a full-time employee.

b) Two part-timers are not employed at different periods of the day or night where the overall spread of hours for the two positions could still be considered as constituting a full-time position.

c) The employment of two part-timers at different periods of the day to perform work that could effectively, and without adversely affecting the service, be held over and performed by a full-time employee on a regular schedule is avoided.
2. **Casual Help**

Casual employees are not part of the regular establishment but are employed as required to supplement regular staffs in order to meet service requirements during peak seasonal periods.

Aside from staffing to meet peak seasonal loads, some of the factors which require the use of casual help are:

a) Casu als are employed to cover vacant positions in an establishment on a temporary basis pending the recruitment of full-time personnel.

b) Casual help is used to cover absences on vacation and sick leave which cannot be met through the use of regular vacation and sick leave relief personnel.

c) During the Christmas rush period it is necessary to substantially supplement regular staffs to cope with greatly increased mail volumes. In that period it is essential that a large number of casu als be employed and assigned to the more routine duties.
Summary

The continuous nature and complexity of postal operations, the existence of predictable and unpredictable daily, weekly, monthly and seasonal peakload periods, the necessity to meet service standards and despatch and delivery deadlines are all recurring themes.

The impact of these factors on such matters as Scheduling, Hours of Work, Overtime, Shift Work, Statutory Holidays, and Vacations, is felt in the process of collective bargaining, as will be seen later.

The Organization Charts of

a) A District Office
b) A Grade 13 Post Office
c) A Grade 10 Post Office
d) Grades 7, 8, 9 Post Offices

are enclosed as Appendices 9 to 12.

Summary Field Operations—General

In sum, the estimates of expenditure show that salaries and allowances represent 66.4%, while transportation of mail accounts for another 21.4% of total expenditure. In a nut-shell, the expenditure items are as follows:
<table>
<thead>
<tr>
<th>Year 1968</th>
<th>% of Total Expenditures</th>
</tr>
</thead>
<tbody>
<tr>
<td>Salaries and Allowances</td>
<td>$313,514,000</td>
</tr>
<tr>
<td>Transportation of Mail</td>
<td>100,915,000</td>
</tr>
<tr>
<td>Accommodation</td>
<td>41,288,000</td>
</tr>
<tr>
<td>Other</td>
<td>16,400,000</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td><strong>$472,117,000</strong></td>
</tr>
</tbody>
</table>

**Classification of Mail**

Mail is classified into four categories which determine the fee charged and the type of service provided:

- **First Class**—Letters, postcards, and money packets
- **Second Class**—Newspapers, and periodicals
- **Third Class**—Other printed matter including householders mail and samples
- **Fourth Class**—Parcel post.

**Handling**

All types of mail are regarded as the property of the addressees. Operating rules and procedures are adapted therefore towards respecting the traditional sanctity of mail. Letters cannot be stock-piled. Consequently, every effort is made to clear each day's mail as it arrives at the Post Offices. Specialized analysis, specialized studies in the whole field of mail receipt and clearance are helping to eliminate problems associated with Field Operations.
3. PERSONNEL—GENERAL

"A Plan of Organization for Personnel in the Post Office Department\textsuperscript{1} exists. This plan is based on a study conducted in 1966\textsuperscript{1}, by the Organization Division of the Civil Service Commission. The plan lays down detailed specifications of the duties and functions of the Assistant Deputy Postmaster General, Personnel Administration; Director, Staffing; Chief, Manpower Appraisal; Chief, Training and Development; Director, Personnel Classification; and Staff Relations.

The recommendations have been fairly well implemented. So has the later (1967) study by the Organization Analysis Division of the Bureau of Management, which established the Wing of the Director General, Planning and Systems, as at present established. Information on personnel is beginning to be produced, gradually, in a more meaningful way.

The Department has stepped up its manpower development program. Much remains to be done, especially in the fields of Operations where there is, in each category of duties, a very wide gap in attainment and/or ability to interpret rules and regulations correctly and in a

uniform manner. The application of rules, too, shows some variation in attainment; variations that cannot be attributed to individual differences.

With the expressed desire of the Department to decentralize authority and responsibility more rapidly, there is a need to place in positions in such places as Toronto, Montreal, Vancouver, Winnipeg, persons who have the requisite industrial (or business) managerial ability, in addition to the long service which appears now to be a major criterion for promotion outside Ottawa. A radical change is taking place in the personnel data system. The "trait" approach in efficiency and merit gradings is on an exit, gradually. Headquarters appears to be in full control of its own house. Much improvement is taking place in the field also.

In my view, the Postmaster General's idea of an exchange of personnel¹ between industrial establishments and the Post Office Department is a sound one. The sooner the program is implemented, the better.

Among the important general observations made in the May, 1969 "Organization and Staffing Study of the Personnel Community in the

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¹ This is expected to be an interim measure, operative until the Post Office Department can develop its own people or recruit. My view is: a positive recruitment policy, oriented towards industry as a definite policy remains the key to the continued "health" of the Department.
Public Service", by the Bureau of Consulting Services, are the follow-
ing:

1) The need for emphasis on quality of training and recruitment

2) A more precise definition of the duties of each category of personnel admin-
istrator.

The study observed that no general rule emerged from current personnel practices. To establish a practical working guideline, the Bureau of Management Consulting Services recommends a "best ball" approach. The "best ball" is a procedure whereby staffing guidelines determined for a department or agency is a weighted number based on that of the department or agency having the most effective program and most eco-
nomic numbers of staff assigned to each specific activity.¹

No doubt it will take further detailed research to establish criteria for the "best ball" departments, agencies, branches, or sec-
tions within the Public Service. In the meantime, the Bureau recommends that a ratio of 40 personnel staff to 3,000 would be an appropriate figure.

The Bureau noted two other significant facts:

¹ - Canada: Bureau of Management Consulting Services, Division of Management Consulting Services, Department of Supply and Services, Organization and Staffing of the Personnel Community in the Public Service, Part I, Ottawa, Queen's Printer, May 1969.
1) The need for more application of latest results of research in the personnel field

2) The present practice, in some departments, of personnel officers being used to do duties that are clearly the responsibility of other departmental officials.¹

These observations require active consideration. We attach, as Appendices 13 to 17, charts showing details of the personnel community in the Public Service as a whole.² The details are self-explanatory.

Selection Standards and Program Review

The full implementation of the Manpower Division's Program would require³, as a basis, the establishment of selection standards and a viable staff appraisal program. These can operate best within a Management by Objectives System⁴, with a continuous system of work-plan review, performance evaluation, management appraisal and inventory.

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1 - Ibid., p. 40.

2 - A thorough staffing survey has already been completed. A diagram showing promotability within the Department is shown as Appendix 18.

3 - Same as Footnote No. 1 above, p. 41.

According to the Director of Strategic Planning (already mentioned), it may take the Department no less than three years to achieve full modernization in all fields. ¹

¹ I attach the Department's own manpower model as Appendix 19. The model shows that viable performance review and appraisal systems are possible when management by objectives is effectively instituted. Management by Objectives, as we shall see in our CONCLUSION, has already been planned by the Post Office Department.
4. MANPOWER PLANNING, STAFFING, TRAINING, AND DEVELOPMENT

The Post Office Department's Task Force on Manpower Planning, Staffing, Training and Development, submitted its report to the Departmental Planning Board early in 1969. The report is comprehensive, and for our present purposes, only portions considered relevant and useful for giving an insight into the operational plans and problems of the Department will be pin-pointed in this section.

As of March 31st, 1967, there were only ten top executives in the Headquarters component of the Department. The number had risen to twelve by September, 1969. However, only eight of these were on salaries of $19,000 and over. There was no such a category of top executives at the Field component on March 31st, 1967. Significantly, postal clerks and letter carriers make up to half the total number of 46,000 employees. This is hardly surprising, as all the other categories of officials may be regarded as support categories for the main functions of the Department, namely retail and delivery. Of the staff of 46,000, one third were in five offices: 1,000 in two grade 13 offices, Montreal and Toronto; plus another 5,000 in three grade 12 offices, Winnipeg, Ottawa, and Vancouver. Of the 24,000 postal clerks and letter carriers, almost 1,000
were in the three locations above, and of supervisory personnel titled postal
officers almost 1,000 of a total of 2,400, were in the five offices, as
indicated earlier. By way of contrast, only seventy of the eight hundred
and thirty-three departmental program administrators were employed in the
five offices.

<table>
<thead>
<tr>
<th>Staffing Quebec District</th>
</tr>
</thead>
<tbody>
<tr>
<td>Total staff</td>
</tr>
<tr>
<td>Staff in Grade 11 offices</td>
</tr>
<tr>
<td>(These include 8 postmasters, 443 letter carriers and 50 postal officials)</td>
</tr>
<tr>
<td>Staff in Grades 7, 8, and 9 offices</td>
</tr>
<tr>
<td>(These include 36 postmasters, 635 letter carriers and postal clerks, and 60 postal officials)</td>
</tr>
<tr>
<td>Staff in Grades 1–6 offices</td>
</tr>
<tr>
<td>(These include 250 postmasters, 200 assistants and 280 part-time workers)</td>
</tr>
</tbody>
</table>

The appointment of employees at headquarters, and in district
offices is governed by the Public Service Employment Act and Regulations
which empower the Public Service Commission to establish staffing
standards, and to appoint qualified persons in order of merit subject to
veteran preferences and other statutory preferences. The appointment of
employees in group and sub-offices is by ministerial authority under
Section 5(b) of the Post Office Act. The recruitment and initial appoint-
ment of persons in the Executive, Professional, Technical, Administrative,
and Foreign Service Categories is controlled by the Commission. The Department, however, may conduct promotional competitions or other types of selection activities to identify employees for promotional competition to or within these groups, only with the approval of the Public Service Commission. The Department, whenever possible, promotes from within. For example, competitions for headquarters positions in categories below the Program Administration level 4 are open only to a single district and to headquarters; all positions at or above the Program Administration level 4 are filled by selection boards from among persons identified as promotable through the appraisal program. Recruitment to these categories outside the Public Service is administered by the Public Service Commission.

As already stated, the Public Service Commission's authority to select and appoint persons to operational and administrative support categories has been delegated to the Department subject to varying arrangements for recruiting and testing and to provisions in existing legislation concerning the merit principle, to statutory preferences, to legislative directives respecting written tests and also to Public Service Commission selection standards. Within the framework specified above, the Department has complete delegated authority to recruit, screen, test, select, and appoint persons to the Postal Operations and Revenue Postal Operations Groups. In the case of other operational category groups, however, the Department has delegated authority only to select and appoint persons
through promotional competition or among those selected, recruited, tested, screened and referred to it by the nearest Canada Manpower Centre, in the case of operational personnel, or the Public Service Commission, in the case of support personnel.

Although the recruiting process evolved through the agency of Manpower Centres and the Public Service Commission has become unduely complicated, the Task Force considers them advantageous as they permit considerable economies in time and staff. The authority of the Postmaster General to appoint group and sub-office postmasters has been delegated to departmental officials and appointments are made in accordance with merit subject to veterans preference. In 1967, approximately 110 promotional exercises were conducted to fill positions at the Program Administrator levels. In addition, a small number of professionally qualified persons was recruited from outside the department for management positions at headquarters. At the operational level in 1967, 4810 persons were appointed to permanent positions from outside the Public Service as a result of 906 competitions and 1,666 employees were promoted as a result of 957 promotion competitions. In addition to permanent appointments 4,585 persons were appointed to part-time positions and 84,013 persons were appointed for casual periods primarily at Christmas.
A right to appeal against most promotional selections by all persons whose opportunities for advancement have been affected is provided for in the Public Service Employment Act. The proportion of headquarters competitions appealed is nominal but the rate of appeals against competitions conducted in the Field component is approximately 10.1%. Each appeal is heard by officers appointed by the Public Service Commission before whom the employee and the departmental representative give evidence. Approximately one-fifth of appeals heard are upheld.

An inventory and appraisal program^1^ including records of all PM's 3 and equivalent and higher levels^2^ is maintained at headquarters for purposes of selection, manpower planning and personnel development activities. In addition, some appraisal and inventory system exist in the field offices but as indicated elsewhere, the Task Force considers it probable that traditional annual "personality trait efficiency rating forms"

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1 - A bar graph showing Promotability and Age in the PM-7 grade for a total of 272 incumbents in the Field is at Appendix 18.

2 - Approximately 800.
are widely used in the field service. However, precise information was not available to the Task Force, as the extent and utilization of them is not accurately documented. Employees in special classes such as personnel administrators are also involved in government-wide inventories for the classes specified above and all vacancies in the special classes are filled by appraisal.

Following appointment, responsibility for directing various aspects of employment is diffused among several personnel branches whose responsibilities tend to be defined in accordance with the various types of relevant legislation. For example, a special concern of the Employment Division\(^1\) is release or reassignment to a lower level for reasons of incompetence or incapacity. Persons may be recommended for release on these grounds by the Deputy Head (POD) subject to appeal to the Public Service Commission Appeals Branch or, if no appeal is presented subject to approval of the Public Service Commission. Statistics on such releases were not available to the Task Force, the provision being relatively new and only now frequently used. The Task Force considers the requirement to obtain the approval of the Commissioners (if no appeal against the action is presented) as an unnecessary precaution, particularly since it has necessitated disagreement between

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\(^1\) Because it is provided for in the Public Service Employment Act.
the central agency and the department. The Task Force noted also that the confusion between incapacity and incompetence has buck passing between the Treasury Board (which sanctions dismissals for disciplinary reasons) and the Public Service Commission.

Turnover in the Department, statistically reported only in gross fashion is consistently about 7%. This is not alarming in its gross nature but local variations are relatively wide. The Task Force, however, noted with concern, that a significant problem of ageing is an important factor in this turnover. The Task Force noted, for example, that 50% of management personnel could retire within ten years. Probable retirement in 1969 at Program Administration levels 1, 2, and 3, most of them from among the approximately 385 postmasters in Grades 7, 8, and 9, has been estimated, for 1969, as 36 or almost 10%. Deaths and other anticipated separations will probably bring the total loss of postmasters within the specified levels to fifty. A limited study by the Task Force has shown that replacements for the postmasters within the categories indicated tend to be appointed within the office where the vacancy occurs with a resultant

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1 - This point has been made in our analysis of the operations of the Public Service Staff Relations Act. The inherent diffusion of duties has occasioned a number of delays in the processing of appeals since many appeals purported to be of a disciplinary nature, are found by the PSSRB as emanating from the PSC's staff responsibilities.

2 - The problem as it relates to PM-7 category of officers is illustrated in Appendix 18.
severe parochial inbreeding. The Department has currently instituted an experimental program of recruitment from among junior staff of the Department and from universities to a two-year management training program, the results of which the Task Force found encouraging. The indications are that the program will be improved and expanded. A firm decision on the issue, however, has been deferred pending a careful study of all the reports of the special Task Forces, the reports from many of which are already available to the Department.

In the opinion of the Task Force on Planning, Staffing, Training, and Development, expansion rather than turnover has created pressing problems in the specialist divisions at headquarters and excellent training programs exist in the financial and systems fields. There is also a growing interest in recruiting young university graduates for development through the Administrative Trainee program. Since the Department's knowledge of the characteristics of its employees and their careers is limited by a lack of statistical data, the creation of a Central Personnel Record System has been noted with interest. Currently, data on each staff change is reported on a Personnel Action Form, a copy of which is forwarded to the computer centre. The Task Force noted that hitherto, the Central Personnel Records System has been limited in its usefulness by inaccurate inputs. The hope has been expressed that some returns can be solicited within the near future.
CHAPTER II
THE COUNCIL OF POSTAL UNIONS

1. HISTORY

Preamble

The Council of Postal Unions was among the first to emerge as "staff associations" in the Post Office Department, and the federal public service of Canada. The Council is among the best organized and the largest bargaining agents in the federal public service. It played a significant role in events leading the achievement of bilateral relations in the federal public sector of the Canadian economy. Of the two unions forming the Council, the Canadian Union of Postal Workers is the better organized, and more vocal. Attention will therefore be focussed on the CUPW, not only for the reason stated above, but because there is, at present, no recorded history of the Letter Carriers' Union of Canada.

Figure 3 shows a Summary of Bargaining Units in the Post Office Department.

In the eyes of its leadership, the CUPW is an industrial workers type of union in the postal industry which is hardly surprising

1 - Recognized bilateral relations were established in the private sector of the Canadian economy in 1919, and in the public sector in 1967.

2 - The Council is shown as non-supervisory Postal Operations Group in the Operational category of Occupations.
## SUMMARY OF BARGAINING UNITS

### POST OFFICE DEPARTMENT

<table>
<thead>
<tr>
<th>Occupational Category</th>
<th>Occupational Group (Code)</th>
<th>No. of Positions (app.)</th>
<th>Manag. Exclusions (app.)</th>
<th>Net Bargaining Unit (app.)</th>
<th>Bargaining Agent</th>
<th>Contract Eff. Date</th>
<th>Negotiator</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>1. Professional and Scientific</strong></td>
<td>1. Engineering &amp; Land Survey</td>
<td>34</td>
<td>5</td>
<td>29</td>
<td>-</td>
<td>-</td>
<td>-</td>
</tr>
<tr>
<td></td>
<td>2. Econ., Soc., &amp; Stats.</td>
<td>6</td>
<td>1</td>
<td>5</td>
<td>-</td>
<td>-</td>
<td>-</td>
</tr>
<tr>
<td></td>
<td>3. Law</td>
<td>1</td>
<td>1</td>
<td>0</td>
<td>-</td>
<td>-</td>
<td>-</td>
</tr>
<tr>
<td><strong>2. Admin. &amp; Foreign Service</strong></td>
<td>1. Admin. Serv. (AS)</td>
<td>199</td>
<td>91</td>
<td>108</td>
<td>PSAC</td>
<td>-</td>
<td>-</td>
</tr>
<tr>
<td></td>
<td>2. Comp. Syst. Adm. (CS)</td>
<td>25</td>
<td>14</td>
<td>11</td>
<td>-</td>
<td>-</td>
<td>-</td>
</tr>
<tr>
<td></td>
<td>3. Fin. Adm. (FI)</td>
<td>27</td>
<td>13</td>
<td>14</td>
<td>-</td>
<td>-</td>
<td>-</td>
</tr>
<tr>
<td></td>
<td>4. Info. Serv. (IS)</td>
<td>9</td>
<td>3</td>
<td>6</td>
<td>PSAC</td>
<td>-</td>
<td>-</td>
</tr>
<tr>
<td></td>
<td>5. Org. &amp; Methods (OM)</td>
<td>31</td>
<td>31</td>
<td>0</td>
<td>-</td>
<td>-</td>
<td>-</td>
</tr>
<tr>
<td></td>
<td>6. Pers. Adm. (PE)</td>
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<td>2</td>
<td>9</td>
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<td>309</td>
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<td><strong>5. Operational</strong></td>
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<td>155(1)</td>
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<td>27094(2)</td>
<td>-</td>
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<td>CPU</td>
<td>9-8-68</td>
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<td></td>
<td>b) supervisory</td>
<td>2369(2)</td>
<td>4</td>
<td>2365</td>
<td>APOC</td>
<td>7-8-68</td>
<td>-</td>
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<td>c) rlyw mail clks</td>
<td>333(3)</td>
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<td>333</td>
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<td>d) part-time</td>
<td>3422(2)</td>
<td>-</td>
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<td>CPA</td>
<td>-</td>
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(1) These occupational groups include one or more sub-groups.
(2) Estimated number of positions taken from Conciliation Board Submission CPU-TB negotiations, July 1968.
(3) Includes surplus Railway Mail Clerks positions allocated to District Offices & Staff Post Offices.
(4) Contracts anticipated shortly.

28-8-68
since the Post Office Department, as a Department distinct from a Crown Corporation, is the closest to a profit-making industry. Other reasons for our distinct focus will be found when we come to consider the organization and operations of the Post Office Department.

**Union Activity in the Post Office Department**

The first civil service association to be formed in Canada was the Railway Mail Clerks' Federation, which came into existence in 1889. Close on the heels of this federation, came the Federated Association of Mail Carriers, now the Letter Carriers' Union of Canada. As with the Dominion Postal Clerks Association, it was formed in Vancouver in 1911. The Canadian Postmasters' Association (Rural Postmasters) was formed in 1902. This association presents no organizational problem to the postal service. Its sister organization, the Railway Mail Clerks Federation (now Association) is, today, a mere 300 member, fast dwindling organization, affiliated with the "Civil Service Alliance of Canada". Its significance is therefore only historical.¹

¹ - It is a small group of widely scattered individuals who make modest demands upon the Department and are not normally involved in strike action.
The Canadian Union of Postal Workers became affiliated with the Trades and Labour Congress (now the CLC), soon after its establishment in 1911 and it soon formulated its guidelines for action. These guidelines are two: national and sectional. Nationally, the CUPW aims at working in harmony with other national labour movements for the progressive realization of welfare objectives for Canada. Sectionally, the CUPW aims at improving the status and service conditions of its members, whom it regards as skilled workers. The CUPW has, from time to time, attempted to achieve, and has often achieved, its objectives pragmatically, ultimately, through a strike action but normally, by means of its new-found source of power, collective bargaining. ¹

The CUPW started its life in 1911, as an association of weakly-organized, widely-scattered pockets of employees. Nevertheless, within two years, there was an active branch of the "Dominion Postal Clerks Association" (now CUPW), in every major city and town in Canada. In 1913, the Winnipeg branch was host to the first National Convention where a national Secretary and a national President were elected. The new President, Mr. Fred Goodwin, worked energetically toward ensuring that postal employees enjoyed a few of the "privileges" granted to other labour

¹ - The Council currently claims that its status and service conditions are similar to those of carpenters and policemen.
groups. Among these "privileges" were a 48-hour week (replacing a 60- to 70-hour week), renumeration in cash for overtime, statutory increases without political pressure and favourable adjustments to sick leave regulations.¹

Difficulties associated with working conditions of postal employees in days gone by, compared with today's, were formidable. They were said to include personal harassment and personal loss. But through their associations, the unions gradually managed to secure progressive improvements in these conditions from year to year. In the early days, however, the unions had not acquired respectability, consequently, the established postal associations often referred to their organizations as brotherhoods and fraternities.

In the wake of the Winnipeg General Strike, the postal workers milled out in a wildcat strike of their own aimed at showing their sympathy with "brotherly" associations.² After this, a schism soon developed, which nearly wiped out the Dominion Postal Clerks' Association and what remained of the association was a ghost of its former, thriving self. As at the union's inception, it consisted of weakly organized splinter groups.

² - A wildcat strike is definable as one without the national executive authorization.
each striving for supremacy while the greater bulk of the Western branches
had pulled out entirely. Calgary, Edmonton, and Victoria stood firm for
the parent association. Years after 1919, public resentment towards the
striking postal workers continued to linger on, for after a House of Com-
mons Debate in April 1929, a leading Parliamentarian was quoted as saying
that the strike was a consciously revolutionary movement intended to sub-
vert the government of the country. Subsequently, the CCF (now NDP)¹
supported the striking workers in unison with the official opposition in
the House of Commons, condemning the subsequent action of the Govern-
ment in dismissing the striking Post Office workers. In 1920, the ban to
re-appointing striking civil servants was officially lifted, and striking
officials with long service were re-appointed. Meanwhile, those dis-
missed workers of the 1919 strike, who were fortunate to be re-appointed,
were started on the minimum point of their salary scales.

In 1920, the Postal Workers Union met again in Ottawa. The
agenda for this meeting included the following, namely, more effective
organization for union membership and the right to bargain for wages and

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¹ - Note: The CCF emerged in 1933.
classification.¹ The union had declined in membership strength after the 1920 convention but the dedicated work of the elected Secretary and the President, Messrs. W.J. Cantwell and H. Mann, however, yielded abundant fruit in increased enrolment of members. The problem of the re-employment of a number of the striking members lingered on for a long time. Replies to applications for re-employment usually took the form of this portion of a letter from the Deputy Postmaster General to a Mr. W. A. Robinson, dated March 27, 1927:

"Whatever action will be taken will no doubt have a general application and your case would be dealt with along with others involved."

This letter is a pointer to at least one fact, namely, that the "employer", represented by the Deputy Postmaster General, was not in a position to take early action on the applications of the dismissed strikers. The terms of an earlier Ministry of Labour letter to the Civil Service Commission, in fact, clearly indicated that there was not much willingness on the part of the executive to re-employ the strikers.

When in 1925 the union regrouped, at a convention in Halifax, Mr. W.W. Duncan of Halifax was elected Secretary and "an Ottawan" was

¹ - Bargaining rights were granted federal public servants in 1967. Thus the union achieved a major objective. It now aims at achieving, in association with other labour groups, the right to bargain all terms and conditions of service, including classification and promotions within the service.
The union noted that its hopes that postal workers would be classified under the new Industrial Disputes Investigation Act had been shattered upon the rocks. According to an article in the "Toronto Star", dated April 25, 1925, postal workers had been newly categorized, by classification, as being "in the service" and were consequently excluded from the operation of the Act.

The 1926 convention held in Ottawa had a very large attendance. The union, at this convention, took what its leaders now describe as "a retrograde step". Its decision to open their membership to all postal employees and to change the name to "United Postal Employees of Canada" naturally antagonized the Letter Carriers' Union and resulted in CUPW's expulsion from the Trades and Labour Congress (now CLC), as well as the Civil Service Federation which they had joined earlier. At a new convention in Montreal during 1931, the association was renamed "Canadian Postal Employees' Association". Mr. U.C. Phelan, national Secretary, and Mr. John Reeves, national President, made bold efforts to infuse new life into the association, but the association's desire to establish a permanent post of Secretary-Treasurer in Toronto failed. The reason for this failure was, apparently, the lack of a national Secretariat.

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and enough funds to sustain the incumbent of the proposed new post. It was not until 1954, when a national Secretariat had already been established in Ottawa and the association had accumulated enough savings at the bank, that the permanent post of Secretary-Treasurer was approved by its representatives at a convention.

When the association met at a convention in Montreal in 1941, its members finally decided upon the establishment of a national Secretariat in Ottawa. Gustave Séguin of Montreal was elected President and F. Whitehouse was elected first full-time national Secretary (for the Ottawa Secretariat). The CPEA, at this point in time, consisted of 17 branches, with a total enrolment figure of 900 members. Its treasury had in bank $1,200. According to the union, the "establishment of a national headquarters in Ottawa gave the association a united national approach hitherto unknown".

In fact, branches sprang up, almost spontaneously, and by the time of the 1944 convention in Toronto, 120 delegates representing 80 branch unions were in attendance. The fruit of this Toronto convention was the formation of "The Postal Workers' Brotherhood" by the Postal Employees' Association, the Federated Association of Letter Carriers and the Railway Mail Clerks Federation. The national Presidents and national Secretaries of the three postal associations comprised the executive of the new brotherhood.
At the Montreal convention in 1947, attended by 142 delegates from 92 branches, membership fees were increased. The union was becoming financially strong. They found, however, that in spite of their pressure group activities they were unable to effect their inclusion in the organizations benefiting from the operation of the Industrial Disputes Investigation Act.

Kingston, a comparatively small centre of union activity, was host at the 1950 convention. It was attended by 160 delegates representing 104 branches, a sixfold increase over the 1941 figure. Younger members at this convention registered strong dissatisfaction with the treatment of civil servants as opposed industrial workers and Don Cross, a strong supporter of organized labour was elected President. A resolution proposing full collective bargaining rights for postal workers was tabled by the Toronto delegation and was passed. Two resolutions on the issue of terms and conditions of employment were also passed. These proposed a reduction in the spread between minimum and maximum scales of pay, as well as a reduction in the superannuation deduction to 5% with pension computed only on the last five years of service. Other resolutions passed included items on longevity pay, the 40-hour week, the 5-day week and check-off of union dues.

In 1953, the turn of Calgary came, as host to a national convention. This was attended by delegates representing 138 branches with a total enrolment of 6,500. The diversion of additional funds for organiza-
tional work showed renewed emphasis on interest group activity. Here, the CPEA (now CUPW) clearly established as its prime objective, full collective bargaining rights under the Industrial Disputes Investigations Act which remains, even today, the unions' prime objective.

The post of assistant national Secretary was created at the National Executive Meeting in London in 1954 and Mr. Jack Roberts was elected to this post. At the next important convention, held in Winnipeg in 1959, the post of General Secretary-Treasurer was created on a permanent basis, additional to those of national Secretary and assistant national Secretary which were approved at the 1956 convention. Two hundred and sixty-three delegates from 274 branches and 138 affiliated branches assembled here to elect their new national officers and steps were taken towards an eventual unification of all postal organizations.

Then at the convention held in Windsor, Ontario, in 1962, a full-time national President was, for the first time, elected to join the full-time Secretary. In addition, because of strong dissatisfaction regarding the manner in which the Civil Service Federation was dealing with postal authorities, the delegates voted to disaffiliate from that organization. The Director of Education and Organization, Mr. Mel Wilde considers this the most significant and organizationally useful decision ever taken by the CUPW. By this decision postal workers severed their relations with white collar civil servants and drew more closely and wholeheartedly toward blue collar workers, as represented by the Canadian Labour Congress.
Cooperation with the Canadian Labour Congress was to be achieved both at the National Headquarters level and at local associational levels. The CUPW was confident, at this stage, that it would succeed in achieving its objective of full collective bargaining rights (with the right to strike), more easily and quickly by associating with the CLC rather than with the CSF. Latter events were to prove that the decision resulted in the attainment of the desired objective, in a very large measure. It may be noted in passing that in 1959, Mr. F. Whitehouse, then general Secretary, relinquished his post in order to accept the position of President of the Civil Service Federation from which the union voted to disaffiliate at the 1962 convention. Part-time and casual employees were also barred from the CUPW. These were later to be readmitted after the achievement of full collective bargaining rights in 1967—not without a drawn-out battle with the CSF on the issue. Here again, new officers were elected. A resolution to ensure the abolition of Individual Work Measurement in the Department was passed.¹

¹ - A meeting was subsequently held between representatives of the union and the postal authorities, represented by Postmaster General and the Deputy Postmaster General and a firm commitment elicited from them to the effect that Individual Work Measurement would be abolished—provided the existing standards of work would be maintained. Work measurement is now done on work-group basis. In the Post Office Department, it is done according to time/motion study criteria. The effect of the decision recorded above was the substitution of "Group Measurement" for "Individual Measurement" of performance for the "inside staff". For the "outside staff", such as Letter Carriers, a modification of time/motion study type of Individual Work Measurement still applies.
A referendum to increase individual membership dues to $2 per member per month was carried easily in October 1963. The leadership regard this vote "as a great vote of confidence" in the association by the entire membership and the CUPW; armed with this vote the association was to move more confidently and assuredly toward their ultimate objective of full collective bargaining. To this end it may be noted that in 1963, the membership of the union also empowered its leadership to establish the union as a working apparatus "possessing the right and the qualifications to represent inside staff" in the Post Office Department, confident that with the advent of collective bargaining the CPEA would be declared the appropriate bargaining unit to negotiate collective agreement on behalf of the employees it represents. 

July 1965 proved a testing point in time for the Canadian Union of Postal Workers and the Letter Carriers' Union of Canada. The fate of the two unions was in the balance. The immediate issue was an explosive wage demand. Letter Carriers and Postal Clerks of Montreal, Vancouver and Hamilton issued the clarion call for strike action "in face of the Government's refusal to meet the wage demands of the Postal Workers". But deep beneath were the pregnant issues of collective bargaining and a radical improvement in the entire stretch of working conditions within the postal

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set-up. The workers in these key locations, staged a walk-out almost immediately. By July 22nd, work stoppage in almost all post offices throughout Canada became almost a certainty when workers of these offices began to trickle out in their "locals" small and large.¹ One hundred and twenty-six of the redundant 300 staff offices were closed down as a result of the postal strike² and thereupon, emergency measures already planned by the Post Office Department were put into operation. These measures were designed to shortlift and handle first class mail, international mail and urgent mail such as medical supplies. But they proved difficult to implement since members of the Teamsters' Union, who operated trucks for (private) mail contractors refused to cross postal picket lines in several large centres. Court injunctions against picketing of key installations were obtained in B.C., Quebec and Ontario.

But the injunctions did not result in a smooth flow of mail in the areas covered by the court injunctions because of the "voluntary" picketing by members of the CLC or other labour groups. Workers began


² - Post Office Department, Notes on the Strike: It is worthy of note that neither post office employees represented by the Canadian Postmasters' Association (the CPA) nor supervisory employees represented by the Association of Postal Officials of Canada (APOC) participated in the strike action. These latter employees were, however, largely prevented from carrying out their duties by picket lines and mail embargoes as the strike wore on.
to return to work on July 28. By August 1, the rest of the workers (in Montreal and the Montreal area post offices) returned to work.

The Government, on the recommendations of the Anderson Committee which investigated the workers' wage demands approved what the union referred to as "considerably more than they had originally planned for". In addition, the Government also appointed Justice André Montpetit to head a Royal Commission to enquire into the working conditions in the Post Office. The Commission conducted an exhaustive investigation and held hearings in various key offices across the country and numerous detailed briefs were presented by the postal unions themselves.

At the ninth triennial convention, the union (which had previously avoided the name "union") renamed itself the Canadian Union of Postal Workers (CUPW). Bill Kay, one of the leaders of the strike was elected President. The convention also created eight full-time Field Officers who then replaced part-time Field Vice-Presidents. The field officers were given full power to conduct active recruitment. Each of these officers also was to process appeals in his area as well as to represent the unions in the area in

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1 - Both the employer and the striking workers were losing money heavily. The strike also inflicted severe sufferings on the Canadian community. Public disapproval and a willingness on both sides to compromise eventually resulted in a settlement.
the presentation of appeals. Shop Stewards as well as National Headquarters employees of the union also process and present appeals, graded by the union to fit their levels of responsibility.

At the tenth triennial convention the union created two more field officers thus ensuring that one is available in each province of Canada. Mel Wilde was appointed Director of Education and Organization and William Houle was elected President. Indisputably, national unity has been achieved within the CUPW and the LCUC now merged into the Council of Postal Workers. Their national and sectional goals, namely increasing social welfare benefits for the nation and extending horizon of work-benefits and improved service conditions remain the established goals of the CUPW and the larger Council.
2. ORGANIZATION AND OPERATIONS

Introduction

The 25,000 member Council of Postal Unions is the second largest bargaining agent in the federal public service, second only to the Public Service Alliance of Canada\(^1\) which has a total membership of 130,000\(^2\). The Council represents a merger of two component unions, namely, the Canadian Union of Postal Workers (approximately 14,000 strong), and the Letter Carriers Union of Canada (approximately 11,000 strong). The two national Presidents jointly constitute the "Chairman". The Council of Postal Unions was certified for collective bargaining purposes, by the Public Service Staff Relations Board, on January 4, 1968. On significant policy and organizational matters, it "confronts" management as a unit. At the Headquarters level, the Presidents of the two unions usually lead delegations which meet the Postmaster General or the Deputy Postmaster General or an appropriate Assistant Deputy

\(^1\) - In formation by Mr. G.E. Plant, Registrar, Public Service Staff Relations Board; also from Post Office Departmental Records, Council of Postal Union Records and from individual Public Servants in the Public Service Commission, Treasury Board, Post Office Department, Unions, etc.

\(^2\) - The Alliance consists of 47 individual unions mainly white "mild" collar workers.
Postmaster General.¹ As already stated, the Council is affiliated with the Canadian Labour Congress. The structure of the CLC-based segment of the Canadian Labour Movement is as at Appendix 20. The Council of Postal Unions, unlike the Public Service Alliance of Canada, opted for conciliation as a means of dispute settlement. This choice leaves the door open for a possible strike action in event of a deadlock at the bilateral negotiation table.²

**Duties of Officers³**

**National President.** He is authorized to interprete rules for the admission, suspension or the placing under national trusteeship, of any "local" in the union; he also interpretes the rules and by-laws for the administration and management of the business affairs of the union, as well as the supervision of the progressive march towards the achievement

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1 - The Organization Chart is shown as Appendix 21.

2 - Of the 70 "odd" certified bargaining agents, as at 1st August 1969, only ten chose conciliation. The membership of the others which opted for conciliation shows, upon examination, in each case, that they are low status "blue collar workers", usually lodged in a communications work environment; an example is ships crews. Their duties entail much travelling and contact with the public of many nationalities.

3 - Please see Article IV of the *Constitution and By-Laws of the Union*, Sections 1–9.
of the purposes of the union. He presides over all meetings of the National Executive. Any decision of the President not covered by the Convention Mandate or the Constitution is subject to the approval of the National Executive Committee. He is charged with the duty of reporting, to each local, within twelve months, on the progress of any resolution emanating from the National Convention. He issues press and radio releases to the Ottawa news agencies and to all large locals for publication in local papers.

**Vice-President.** He assists the President in the performance of his duties; any decision he makes needs to be ratified by the President whom he replaces during the latter’s absence, death, or resignation.

**General Secretary-Treasurer.** He maintains the correspondence and finances and keeps a record of proceedings. He receives the authorized subscriptions from the locals and is responsible for preparing and distributing the financial statements of the union semi-annually.

**Director of Education and Organization.** His duties include the development of educational material and the education of all national and

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1 - The union’s objectives, national and sectional, have already been mentioned.
local officers, shop stewards and committeemen. Under the direction of the President, he also formulates policies of the union, at the national level for union approval. The Director also has responsibility for ensuring the existence and maintenance of an efficient system of communication between the national office and the locals. He maintains an effective public relations system, in accordance with the union's policies.

**Field Officers.** The ten salaried full-time field officers are each responsible for a region. The regions are as follows:

1. The Atlantic Provinces
2. Quebec North
3. Quebec South
4. Ontario North
5. Ontario South
6. Ontario Central
7. Manitoba
8. Saskatchewan
9. Alberta and the Peace River District

A field officer assists the Director of Education in the education of all locals, in his (the field officer's) own region. He processes appeals and represents his men at the regional appeal hearings. The field officer is also empowered to travel extensively and to recruit members, as well as to create and organize new locals. He submits regular

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1 - Last year, he spent, as authorized, a total of $64,000 on Education. His yearly travel expenditures within Canada amount to $10,000.
bi-monthly reports to the Director of Organization; submits a detailed bi-
quarterly report to all locals in his area of responsibility and is the area
representative of all the resident officers.

The National Executive Committee

In accordance with Section 3 of the Constitution and by-laws,
this Committee is composed of the national President, Vice-President,
General Secretary-Treasurer, the Director of Education and Organization,
and the ten Field Officers. One, at least, of the four Resident Officers
must be bilingual in English and French. Section 4 empowers the National
Executive to exercise general supervision and control over the affairs of
the union. The Executive hears appeals from decisions made by the Pres-
ident. The National Convention in session ratifies or rejects any such
decisions. The National Executive Officers may not compete for, or hold
any established office, in their various locals. In the event of any na-
tional or local officer being found guilty of an offence, or neglect of his
duties, or the violation of the existing constitution, the National Executive
in its corporate capacity may remove him, but only after a fair hearing,
and subject to an appeal to a National Convention. In disciplinary cases,
the National Executive, under the Chairmanship of the National President,
is the first level appeal board and prosecutor. He may thus have to hear
appeals against his own decisions, and still be fair. It is the National
Executive which, under authority of Section 6 of the Constitution,
establishes all committees except the National Trust Committee. During negotiations, it is incumbent upon the resident officers to ensure that at least one national officer is available in the national headquarters. This rule applies also during sittings of committees. Section 7 empowers the National Executive Committee to utilize the services of any local as it deems fit, and in the best interests of the union. The committee, however, cannot substitute a local for an elected field officer. Provision is made for "an alternative" with delegated power, to take over from the field officer. Sections 8 and 9 state that any two of the four resident officers may constitute the signing authority, in financial matters. Each of these officers is bonded, with his premium payable to the CUPW but this signing authority is limited to $250 except for major items of expenditure such as for a convention.

Education Committee

A permanent National Education Committee has been established. It consists of two members of the National Executive and is under the Chairmanship of the Director of Education. The annual budget provided constitutionally for this committee up to the end of last year was $30,000.

Committee of Finance

At a National Convention, three members are elected to constitute the National Board of Trustees. This committee elects its own
Chairman. Its duties include the establishing of the value of the bond, which the national officers must enter into. The trustees should appoint a qualified auditor for auditing the accounts operated by the Secretary-Treasurer. Any such auditor must report on any expenditure made in violation of the existing constitution. The trustees are empowered to examine the expense accounts annually, and in conjunction with the auditor's report, which it reviews for ratification at an annual meeting.

**Credentials Committee**

Its duties are to examine and approve the credentials of all delegates to national conventions.

**Concluding Comments**

The CUPW organizational structure is such that it ensures flexibility in operation. At the same time sufficient control and accountability are ensured by its auditors at national conventions, national officials and disciplinary procedures. There is very keen competition for the established full-time paid positions and each selected officer should, by industry and/or "innovation" justify his election. The elected officers whom I had the privilege to meet appeared to me dedicated to the ideals of their union. As already stated, the union is, as a whole, democratically organized. It is also pragmatic and is therefore alert to spot out any loopholes in the employer's or departmental policy-making apparatus. In the
event of any such perceived loop-hole, the union either arranges a
meeting with the departmental management at an appropriate level, sub-
mits a letter pointing out what it considers inappropriate or approaches
the issue by adopting pressure group tactics. Its pressure group activ-
ities include lobbying members of Parliament\(^1\), mayors and other pro-
minent citizens and making radio broadcasts or issuing press releases.
The PSSRB's adjudication process is a popular venue for testing the
legality of management action at various centres simultaneously or one
after the other. If such action succeeds, a binding declaration is issued
by the Board. Work slow-downs or wild-cat strikes are occasionally
resorted to in particular post offices.\(^2\)

The Director of Education and Organization holds a fairly
formidable position, being responsible for the education of members and
preparing them for unified action, for cooperation with management in the
interest of efficiency and high productivity, respect for superior officers,
rational processing of grievances or strike action.\(^3\) The present incumbent

\(^1\) These may raise the issue in Parliament through speeches or Parlia-
mentary Questions, or may address letters to the Minister or the
Deputy Minister.

\(^2\) A wild-cat strike was organized in one post office, after the post-
master concerned had made a public statement, critical of the postal
employees. By reports, he eventually issued a formal apology.

\(^3\) The union currently spends approximately $170,000 on its education
programs alone.
of the position is humble, dedicated and easily approachable.\(^1\) The national officers, as a whole, are fully conscious of their union responsibilities. They have to produce results to justify their election or face a replacement, on an individual basis, at the subsequent triennial convention; and it would appear that in the era of bilateral negotiations and agreement, the national executive requires additional hands. However, as with many quasi-political organizations, every attempt is made to avoid "bureaucratization" as it tends to clamp down on the organization, by extending the chain of command and by creating "red tape". How successful has the union been in avoiding red tape? This is not a very easy question to answer; however, it may be observed that the union adopts the most direct and speedy form of communication internally and in its relations with management.\(^2\) Communication is usually achieved by means of the telephone or telex, followed, as necessary, by formal letters or other form of union action. The union efficiency, on the whole, is difficult to measure. However, after examining its magazines, office

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2 - A recent Post Office Departmental Task Force Report on Personnel Administration contains the observation that usually, results of joint action by Union Headquarters officials and Post Office Headquarters officials are communicated by union leaders to shop stewards, at local levels, much faster than the Department, at present, is able to get such results to its field postal officials. This is, to an extent, understandable, in view of the need for clearing decisions, etc., through a complex Headquarters and Field hierarchy.
records and communication with management, one gets the impression that the numerous resolutions are translated, to a large extent, into action before the union members meet again to elect new officers. Conditions of work have improved tremendously since 1965. Lighting, ventilation, air conditioning, heating facilities, cafeteria, etc., are currently receiving broad-based management attention, in many cases as a result of union action. But, it may be stated, a number of improvements are due also to the changing concept of management responsibilities.

The union cannot altogether avoid "red tape" and protocol. Its bureaucracy is bound to expand with the expansion of Post Office Departmental activities, assuming that mechanization does not result in a substantial reduction in personnel, within the foreseeable future.

The Post Office management is, traditionally, credited with a "tough" managerial stance. However, it appears that on an informal basis, the relations between the CUPW and indeed, the Council of Postal Workers leadership and Post Office management, is satisfactory. Much progress is being made in improving the relations further. Both

1 - Sometimes as many as 300 to 400 at a convention.

2 - This point was in fact made in the Department's own submission to the ad hoc conciliation board appointed last year to mediate, after an impasse had developed, at the first collective bargaining table.
the management and the unions are learning fast to live with each other. Both parties appear able and willing to resolve existing differences which, to a large extent, emanate from the conditions of work and attendant quite stringent departmental rules and regulations.

I attach, as Figure 4, a simplified chart showing the comparative membership figures of established Post Office Unions for the year 1968 and the affirmation by the Council of Postal Unions, of its current membership strength.
## MEMBERSHIP OF ASSOCIATIONS IN THE POST OFFICE DEPARTMENT

### FIGURE 4

#### 1968

<table>
<thead>
<tr>
<th>Association</th>
<th>Number</th>
<th>Classes</th>
<th>Percentage of Potential</th>
</tr>
</thead>
<tbody>
<tr>
<td>1. Canadian Postal Employees (C.P.E.)</td>
<td>10,200</td>
<td>All but letter carriers and railway mail clerks</td>
<td>85%</td>
</tr>
<tr>
<td>2. Federated Association of Letter Carriers (F.A.L.C.)</td>
<td>7,400</td>
<td>Letter carriers and &quot;supervisory&quot; letter carriers</td>
<td>85%</td>
</tr>
<tr>
<td>3. Railway Mail Clerks Federation (RMCF)</td>
<td>580</td>
<td>Railway mail clerks</td>
<td>100%</td>
</tr>
<tr>
<td>4. Canadian Postmasters Association</td>
<td>7,228</td>
<td>Postmasters; also assistants in semi-staff offices</td>
<td>52%</td>
</tr>
<tr>
<td>5. Civil Service Association of Canada</td>
<td>1,000</td>
<td>300 headquarters employees, almost none of whom belong to the postal associations: 700 employees</td>
<td>3%</td>
</tr>
<tr>
<td>6. Professional Institute of the Public Service of Canada</td>
<td>---</td>
<td>---</td>
<td>---</td>
</tr>
</tbody>
</table>

#### 1969

Membership Figures

Unions, CUPW & LCUC affirm that they have achieved no less than a 99% membership.
CHAPTER III

ANALYSIS

ORGANIZATION AND OPERATIONS OF

(a) THE POST OFFICE DEPARTMENT

(b) THE COUNCIL OF POSTAL UNIONS

The Canadian Post Office Department has, more successfully than most others of comparable size, been able to weather and survive a number of crises, moderate in dimension. Its modernizing programs, as we shall soon see, are in full swing. They are bound to have a distinct impact which will lead the Post Office Department away from the submerging waves of fast growing, complex industry toward the direction of modernity not only in operations but, importantly, in the recruitment and management of vital human resources. Like an army faced with a major crisis the post office needs to live and move on to victory. Apart from carefully tested, useful modern equipment, needed for a fair measure of mechanized operations, the post office must survive in the environment of competitive industry. To do this it needs men oriented to business.

Perhaps equally important, the Post Office Department requires a fully revised program of personnel management and action is already proceeding on this issue. In this connection, it is necessary to
make one or two pertinent comparisons. To date\(^1\) in the Western world at least, the Post Office Department is second only to its counterparts in the United Kingdom and United States, but in operational modernization only. On the scale of its operations, the Canadian Post Office Department bears more comparison with the United States than with the United Kingdom. We shall, in due course, indicate the estimate, by the Director of Strategic Planning in the Post Office Department Headquarters, of the time it will take Canada and the United States respectively to modernize operations fully.

We now enumerate the crucial requirements.

Requirements: all organizational.

1. **Operations**
   a) Greater managerial independence at Headquarters and in the operational fields
   b) Maintaining the present rate of modernization and, if possible, stepping it up progressively, constantly.

2. **Personnel Administration**
   a) In the era of collective bargaining and with active, militant unions poised in "battle-readiness" all the time, there is the need for the neutralization of the pervading aura of paternalism, lingering from

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\(^1\) 1 - 1 September 1969.
by-gone days. An index of this aura, now fast disappearing, is the following classical case, in Labour Management/Relations. The first labour groups to organize in the federal civil service, were the Railway Mail Clerks in 1889, and the Letter Carriers in 1891. All these were Post Office personnel, of course.

"In the latter years, these two associations wore to the Postmaster General requesting an interview to present arguments for an increase, SINCE THERE HAD BEEN NO CHANGE IN THEIR RATES OF PAY FOR 32 YEARS. The Postmaster General replied that he had no intention of wasting his time meeting with dissident groups of employees."¹

To be fair to the Post Office Department it is necessary to stress that what remains of this unfortunate managerial attitude² is only a trace, at Headquarters. In the field, the problem appears more diversified and deeprooted. The present

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² Note: It is representative of the age, with its new impact of industrialization.
Postmaster General, in a speech to the triennial convention held in Calgary this month, firmly gave an assurance that management will consult the unions right from the budding stage of policy formulation and not, for the records only, at the implementation stage. He put the case forcefully by stating that a "lot of heads including his would roll" if "consultation" was delayed, and instituted by management only at the final rounds of decision-making.

b) The Post Office Department, it must be emphasized, operates the fifth largest industrial organization in Canada. To meet the challenge posed by 20th century large-scale industry as well as broad-based pressure group activities of resourceful and well-organized unions, the following personnel requirements are crucial.

i. **Objectives**—clear, precise enunciation of management philosophy based on realistically established objectives.

ii. **Planning**—broad-based planning on a continuous, revolving basis. The evolved, overall personnel plan should, as a

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1 - September, 1969.
criterion, be capable of generating easily measurable results—convertible in the final analysis, into dollars, i.e., in terms of growth rates, using the latest international standard measures. In effect, therefore personnel planning should find a way of bringing into the practical realities of the work-place, textbook enunciations of "morale", "motivation", and "productivity".

iii. **Uniformity Versus Flexibility**—a delicate balance would need to be established between uniformity and flexibility.

iv. **Appraisal by Measurable Standards**—the standard measure itself needs to be constantly evaluated and re-evaluated in terms of overall achievements vis-a-vis industries of comparable sizes, areas of operation, etc.

v. **Precision**—this should arise from insight and expertise. Subsequently it should be given preponderant emphasis.

A revamped manpower policy, adapted to the criterion of profitability thus requires a more thorough, but not necessarily cumbersome sub-policies in areas
such as
— recruitment
— training
— development.
Goals for these, with the overall objective, of profitability in sight, should be set on the basis of immediate, critical needs, intermediate stage needs (two years, three years, four or five years), and long term needs.

vi. Communication—the problem of effective communication, especially between the various status strata in the field, needs to be carefully looked into and energetically and realistically tackled.

vii. Identification of Management Problems—the first requirement for overall planning in the key personnel and operational areas listed above is the identification of the crucial management problems themselves. The implementation of the evolved plan would require the elimination of constantly recurring problem themes that "blockade" the march to "progress". Again, a yard-stick needs to be
found for measuring success in labour and public relations fields. Success, in the long run, needs to be converted into loss or gain in dollars.

Labour Relations

The effective elimination of the existing impasse in Management/Labour Relations is a must for the Post Office Department. Care, much additional thought, cautions, effective action, are desirable.

I shall elaborate on aspects of these problems under the remaining Chapters of this thesis.
CHAPTER IV

COLLECTIVE BARGAINING

1. HISTORY

A. ERA OF PETITIONS

The Appeals procedure in the federal Civil Service remained unsatisfactory until 1967, when bilateral relations were formally recognized. A formal grievance procedure was, as noted earlier, established for employees in the private industry very early in 1919. One of the major problems was consideration for the efficiency of the Service to the exclusion of the equally important need to provide just treatment for civil servants. Four Royal Commissions, appointed in 1868, 1880, 1897, and 1907, presented reports. Before presenting its report, the Royal Commission appointed in 1880, travelled far and wide, took evidence in Canada and investigated conditions in public services in the United States and Britain. This 1880 Commission recommended that the key to reform lay in competitive examinations and promotion by merit. The merit principle was established in 1918.

With the merit principle established, the next consideration of the existing Civil Service Associations was the establishment of an adequate machinery for the processing of appeals. In this connection, the

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2 - Ibid.
period between the achievement of Confederation in 1867 and the attainment of recognized bilateral relations, between the employer and the employee may be categorized into three interrelated "eras" as follows:

a) Era of petitions
b) Era of consultations
c) Era of recognized bilateral relations.

The era of petitions may be said to extend from the period of Confederation up to 1924. The era of consultation (with no prior commitment on the side of the employer), may be taken to include the period between 1924 and 1967, when Parliament provided for the establishment of bilateral relations in the federal Public Service. The next issue that engaged the serious attention of management and the associations was the establishment of an impartial agency or board for final disposal of appeals.

In the era of petitions, there was no "board" or "agency" before which the employer and the employee could bargain as of right. The employee was free to discuss his grievances with his superior officer and he or his association was free to present petitions to the government or its representative. In this way, petitions were occasionally presented

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1 - These terms have been defined and clarified in Appendix 22.
2 - The cut-off dates shown above are not rigid but are convenient for the purpose of our thesis.
to the Prime Minister or the Cabinet. Courtesies were exchanged, the petitioner was politely listened to and usually, a promise of sympathetic and careful consideration of the contents was given to the petitioner. The ultimate result was a unilateral decision by the Government or its representative within the bureaucracy. The employee was free to circulate pamphlets to Parliamentarians. When he did so, his "pleas for sympathy" were usually directed more to the opposition in Parliament than to the Government. Additionally, the petitioner could appear before the Select Committee of the Federal Parliament on Industrial and International Affairs. Debate might have ensued in Parliament on the issue and a Bill would be presented to Parliament. Somehow, however, Parliamentary action did not move beyond the debating stage. Management personnel continued to make unilateral decisions whenever staff-management disputes arose. If the decision was in connection with a petition, the petitioner was normally informed of it but the information reached him, often, without comment. Silence meant a rejection of the petition. The then prevailing attitude could be expressed in these words: "why attempt to advise the lawfully elected representatives of the people", or "why challenge the actions of the Government". The anchor by which the bureaucracy steered its way through petitions (at this stage of evolution to collective bargaining), was
a formidable one. It is simply expressed in the following terms: "The Crown does not bargain." All that the above terms connote is the determination of the executive to maintain the status quo; it was apparently convenient to do so under the circumstances.

Employees who dared to form an association usually called their associations "brotherhoods" or "fraternities". These terms were meant to conceal their "union" identity. These "brotherhoods" were weak, vis-à-vis the preponderant power of the employer or his representative.
The associating employees could be victimized. And many civil servants chose, perhaps wisely, to identify themselves with their superiors, as an alternative to belonging to associations. The prevailing employer and public "attitudes" tended to discourage the formation of a solid front for the purpose of presenting arguments in support of petitions. The term "union" was almost a taboo. But Canadian federal public servants were not daunted and by the 1920's, the number of associations had increased considerably.

Individual civil servants, in this period, could gain status by identifying themselves with their powerful superiors. For, if they were lucky, they gained promotions, which logically, meant a rise on the social status scale. Individually, or in associations, civil servants discussed, in a friendly atmosphere, their problems with their superior officers. Their suggestions were accepted or rejected, or kept in view. But frequent
presentation of petitions by drawing attention, over and over again, to the existing problems, set the base for later positive governmental action, culminating in collective bargaining.

Between 1868 and 1918, a number of Royal Commissions were set up to investigate the existing conditions of employment. Action to implement the Royal Commission recommendations was generally negative. Nor was this state of affairs a peculiar Canadian phenomenon. Far from it! It was the spirit of the time. These recommendations were, as in the case of petitions, debated in a lively manner in Parliament and there were follow-ups to these debates. For example, in 1878, 1879, and 1880, bills on the subject of civil service reforms were introduced in Parliament.

What were these conditions that needed reform? We give just one example.

"At Montreal ... there were found, two "landing waiters", one appointed in 1871 and the other in 1891 ... both equally good men. The officer appointed in 1871 ..., after 36 years of service obtained a salary of $750. The officer appointed in 1891, with 20 years less service, obtained a salary of $1000."¹

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This, no doubt, was the outcome of patronage, referred to also as "political pull". Canada officially terminated patronage from the federal public service in 1918. In this year, 1918, the merit principle was formally established.

Apart from "union" action, there were two other factors which contributed to this comparatively early action. The first is that World War I produced a great influx of people into the service and caused a near collapse of the existing machinery, based on the mild Reform Act of 1908. In addition, a wave of public criticism directed against the conditions in the civil service was supported by written patriotism. Thus, it was inexpedient to produce a half-hearted attempt at reform. The Government consequently embarked on a complete overhaul of the Civil Service. The Act of 1918 ranks, in importance, to the unique bilateral relations established in 1967. Commenting upon the significance of the change, MacGregor Dawson wrote, in 1924, as follows:

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1 - We shall, as does Mr. R.H. Dowdell, consider patronage in this context as encompassing "political considerations ..." as alternatives to the principle of merit.

2 - The surprising thing is that, mainly by resolute action by the employees themselves (e.g., the Post Office unions, and other freedom-loving Canadians), Canada managed to pull herself almost entirely from the dead-weight of patronage in the public service earlier than most other developed countries of the western world.
"Ever since the beginning of the Canadian political history, patronage had been the accepted rule of all governments. Henceforth it was to be an exception." ¹

What is the essence of the "novel" merit idea? According to R.H. Dowdell, the "merit principle" consists of three interrelated principles, viz.,

1) Canadian citizens should have a reasonable opportunity to be considered for employment in the public service

2) Selection must be based exclusively on merit, or fitness to do the job

3) Those employed will receive equitable pay for the work they do.

These are internationally recognized, now by many modern nations. They are fit for emulation by all other systems. General conditions under which the principle should operate are referred to in Canada as the "merit system". The system has the following basic characteristics:

1) Public advertisement of opportunities for employment

2) Competitive examinations to determine those who are best qualified for appointment

3) The right to have examination results revised.  

The Environmental Setting

Collective bargaining in Canada operates within a political, economic, social and legal environment. The relevance of the Public Service Employment Act, An Act to Amend the Financial Administration Act and the Public Service Staff Relations Act to collective bargaining in the federal sector of the public service of Canada will be discussed at the appropriate stages of this thesis. In the meantime, it is perhaps necessary to point out that the British North America Act, 1867, as amended from time to time, makes constitutional provision for the operation of the Post Office Department as an allotted responsibility of the federal Government. According to the BNA Act, the Parliament of Canada has general authority to enact laws for the "peace, order and good government of Canada". Of the 31 enumerated sections which embrace federal authority, "The Regulation of Trade and Commerce" (2A), and "Postal Services" (5) are considered sufficient, for our present purposes.


2 - Here the Post Office Department, the Public Service Commission, and the Public Service Staff Relations Board may be grouped, being, in each case, established by an Act of the Federal Parliament.
Parties of Interest

In the federal public sector of bilateral relations, the parties of interest may be identified as follows:

a) The employer-named, statutorily as the Treasury Board (as regards the category of employer/employee relations to which the Post Office Department belongs). ¹

b) Employer organizations. ²

c) Employee organizations. ³

d) Legal Council. ⁴

e) Government (as distinct from the Treasury Board; guardians of the public interest).

f) The public interest.

¹ - Canada: "An Act Respecting Employer/Employee Relations: Public Service Staff Relations Act", Chap. 72, Queen's Printer, Ottawa, 1967.

² - Canada: "Task Force on Labour Relations", Canadian Industrial Relations, (Privy Council Office), Ottawa, Queen's Printer, 1969, p. 29.

³ - Please see Summary of Bargaining Units, Figure 3, p. 42, which includes "The Council of Postal Unions", the main concern of this thesis.

⁴ - These are usually engaged on an ad hoc basis to advise, and to argue on cases when necessary.
Since this thesis is devoted to personnel administration, the legal, political, social and other ramifications of collective bargaining, on a broad, general front, will be skipped. But as the Council of Postal Unions is affiliated to the Canadian Labour Congress (CLC), the structure of the CLC-based segments of the Canadian Labour Congress is shown as Appendix 20.¹

There is no evidence from the minutes of meetings and Union Magazines, or any available records, to show that the CLC or any other outside organization has any direct influence on the policy, or operations of the Council of Postal Unions. The Council, however, clearly receives some help, mainly in the form of "picket lines" (at least in recent dates) from other affiliates of the CLC.

¹ - The Congress is organized into national, provincial, and local units. By affiliating with the CLC, the Council of Postal Unions obtains industrial type of advice from the Congress at any level as and when required.
B. ERA OF CONSULTATIONS

The era of consultations may be said to begin with effect from 1944. But interest in the subject of consultations really began to take root in September, 1926, when the Right Honourable W.L. MacKenzie King, as Leader of the Opposition, publicly advocated the appointment of a Consultative Committee. He called for the establishment of such a committee "in which there would be representatives of the civil service to speak directly to members of the Government".¹

In the House of Commons, Bill H.C. 4 "An Act to Amend the Civil Service Act (Councils)", was subsequently introduced by Mr. J.S. Woodworth. The Bill was read a second time and referred to the Select Standing Committee on Industrial and International Relations, but was shelved on a technical issue.²

In 1930, a Government Order in Council, P.C. 970, provided for the creation of a committee to draft the "tentative" constitution, for the establishment of a National Joint Council. There the matter rested.

¹ - Professional Institute of the Civil Service of Canada, Silver Jubilee History, p. 30.
² - Ibid.
until, during the forties, the high cost of living and the unprecedented expansion of the Service created a need for constant adjustment of salary scales. Government, at this stage, found itself in competition with private industry for the requisite personnel. Consequently, the bargaining position of workers became enhanced.

Simultaneously, the need to maintain the economy in operation having assumed much importance, the Treasury Board became the great balancer, operating to curb rising costs. Its powers consequently got extended and, in event, gradually and continuously developed to embrace the personnel of the Civil Service. There was, at this stage, no authority to which federal public servants could appeal directly. The immediate reaction of the existing associations was an increased show of aggressiveness. In response, the Government finally decided to introduce a scheme patterned on the model of British Councils. The necessary legislation was passed without undue delay—a type of delay which, unfortunately, had characterized earlier epochs. One such earlier delay was in respect of the introduction of the medical-surgical scheme which took 27 months to become effective—after five years of previous deliberations.

But then, a difficulty arose again. This was in respect to the interpretation of a clause in the relevant legislation. Management's interpretation was that the established, competent council was limited
to making recommendations only, of a general type. The Council had hoped to discuss details and not generalities. Mr. Best, national President of the Civil Service Association, put the issue thus: "Consultation means no more than agreement to listen; it does not mean that there is any obligation to accept all or part of what is said."¹ In agreeing with this assessment of the situation, even the Civil Service Committee on Personnel Administration, went on record as reporting that "we do not consider that the Council could provide a suitable form for joint consultation and systematic discussion of this complex subject".² Thus, the Civil Service Commission itself apparently did not think that the Council was a suitable forum for joint management/labour consultation.

The enthusiasm generated by the establishment of the Council began to fade, gradually. The Council apparently found itself unable to resolve the three-cornered tug of war that seemed to have developed between the associations, the Civil Service Commission and the Treasury Board. The established joint-Council, on its part, was in an unenviable position. It could only recommend pay changes but could not approve

¹ - Canada Parliament, Special Committee on the Civil Service Act, Minutes of Proceedings and Evidence Bill C-171, 1961, Ottawa, Queen's Printer, 1961.

them. And, as stated, the Council could only discuss generalities. Moreover, the Civil Service Commission seemed to have perceived its role as one of an advisory nature. A former Carleton University M.A. graduate puts the issue squarely in these words, "The ancient game of buck-passing was played with zest". ¹

The time was thus ripe for the next stage of the evolution towards collective bargaining. In the Era of Collective Bargaining, it is understandable that at the Field Operations Sector of the postal system, the Council of Postal Unions now shows wariness in its approach to the functioning of the proposed Joint Management/Labour Consultative Committees. Similar committees are operating fairly successfully in the private sector of the Canadian economy. My assessment is that with the increasingly modernized steps being taken by the Post Office management to improve the work environment within the postal system, the committees, some of which are already functioning successfully in a number of postal zones and at the national level, will, in a foreseeable future, gather momentum for the good of all concerned. With these committees functioning effectively throughout the postal system, I believe a number of existing problems will disappear as far as management/labour relations

¹ A.W. Poushinsky, "Introduction of Collective Bargaining in the Canadian Public Service", A Research Essay, Carleton University, School of Public Administration, Ottawa, 1968, p. 37.
are concerned. The Postmaster General's recent firm assurance, given at a postal union convention in Calgary—already mentioned—should serve as a valid warrant for dispelling any lingering suspicion on both sides of the postal relational system. In the next section, we discuss bilateral relations, by which Parliament has, effectively, provided a basis for fruitful cooperation.
C. ERA OF RECOGNIZED BILATERAL RELATIONS

Recognized bilateral relations in the federal Public Service of Canada took effect on March 13, 1967. Collective bargaining thus became operative in the Federal Government sector of the Canadian economy in the year of the 100th anniversary of Confederation.

Previous attempts at collective bargaining had been nullified by management's perception of its rights, which were expressed simply in the statement that "the Crown does not bargain". This claim by the employer to the right to "manage as he sees fit", is today as pregnant an issue as it was at the achievement of Confederation. The unions, on the other hand, saw the issue in an entirely different light. In a letter addressed to the Right Honourable L.B. Pearson on April 30th, 1963, Mr. W.L. Hood, then the national President of the Canadian Postal Employees' Association, made the following revealing points in connection with their union's request for full, bilateral relations in the federal Public Service:

(1) "Our concern in this matter is with basic principles. The worker in a free society should not be deprived of the democratic right of withholding his labour under certain circumstances. In practice, this important right is exercised with the greatest discretion."
(2) "... peaceful relations between parties ... depend not on laws but the degree to which they are willing and able to understand each other and make compromises imposed by the facts that confront them."

(3) "Elaborate arbitration procedures exist in countries such as Britain and Australia, and yet they have not prevented industrial strife."

(4) The employees of the Government of Saskatchewan had enjoyed full collective bargaining rights since 1945, collective agreements had been negotiated (in Saskatchewan) at regular intervals, and no major disputes had arisen.

(5) In 1965, time lost (in federal Public Service) through strike was (only) 0.11%.

No machinery existed outside the federal departmental structure or even within it, for statutory, non-voluntary, redress of grievances prior to the establishment, by statute, of bilateral relations in 1967. On the other hand, collective bargaining machinery existed in the private sector for negotiating pay and conditions of work.

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1 - The CUPE and the LCUC, disaffiliated from the Civil Service Federation in 1962, on the contentions issue of compulsory arbitration versus the "right to strike".

2 - Public servants had, with effect from the establishment of the merit principle in 1918, the right to appeal to the Civil Service Commission against decisions affecting their interests in respect of promotion, demotion, suspension and dismissal. In 1961, federal public servants also acquired new rights enabling them to appeal to the Civil Service Commission in respect of annual leave and transfers. These rights, important as they are, do not, however, include any provision for adjudication, being relatively informal and without any precise terms of reference, as provided for under the Public Service Staff Relations Act, 1967.
In 1950, the Civil Service Federation approved a resolution aimed at achieving the right to bargain with the Crown. The CUPE had, as noted in the "History of the Unions", approved a resolution for this right, as far back as 1947\(^1\), and the reaction of the Civil Service Commission was that the associations deserved the right. On the other hand, the Minister of Finance, Mr. Harris, declared firmly that "the decision to spend money" rested with the Government and that as an independent agency, the Civil Service Commission had a right to express its independent views on this matter.\(^2\)

In 1956, a letter was addressed to the Minister of Finance in which the associations requested an impartial arbitration tribunal, "in view of the differences which had arisen between the Civil Service Commission and the Government". The Government's response was that the existing machinery for the determination of pay and conditions of employment were entirely adequate. The Government noted the discontent among the associations, but maintained that the Civil Service Commission offered more hope for the redress of grievances "if used properly".

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1 - The CUPE (CUPW) had in fact hoped, in 1919, to be included among industrial workers, under the Industrial Disputes Investigation.

In 1957, the Honourable D. Fleming, Minister of Finance, gave the Civil Service Federation a "sympathetic hearing" and emphasized the determination of the Government to go ahead, as quickly as possible, with the establishment of a "Salaries Research Unit". ¹ Meanwhile, with the change of Government, through the democratic process of elections, the Diefenbaker’s Government soon positively reaffirmed the Government’s belief that civil servants "through their associations" must have a great voice in the process of determining civil servants' salaries. ² The Government’s assurance was soon translated into action and the Heeney Report was the result. This Report made a tacit assumption that the method of determining pay and conditions of employment was satisfactory. The weakness, it stated, lay not in the principles underlying the method, but in their application. ³

The Heeney Report thus, somewhat, exaggerated the importance of the existing Civil Service machinery for disposing of issues arising from associational demands for the improvement of remuneration and conditions of service. In very diplomatic language, it went on:

1 - Ibid., p. 268.


3 - Ibid., p. 41.
"It is our belief that if Government approves and Parliament enacts legislation among the lines of the proposals contained in this report ..., it should be possible to retain, in personnel administration of the Public Service of Canada, advantages derived from existing law and tradition and, at the same time, provide more up-to-date machinery in this increasingly important area of our national affairs."¹

This was, as evident from the report submitted, along the lines of existing Government policy for Bill C-71, which arose from the enquiry, gave federal public servants two substantive rights. These were:

1. The right to their pay
2. The right to appeal to the Civil Service Commission against a number of administrative action.²

These rights represent an advance over the 1918 Act, but the tangled relations between the Civil Service Commission and the Treasury Board remained unclarified and the Government's right to unilateral decisions also remained unimpaired.


² - Ibid.

Note: The Heeney Report was released in 1958.
The immediate reaction of the established staff associations was increased pressure and the expression of resentment in respect of the Bill which they regarded as a modernized form of the 1918 Act and a clarification of the merit principle. The associations requested and obtained hearings of the Parliamentary Special Committee on the Civil Service Act (Bill 71). They asserted that the bill did not resolve the problems posed by the existing machinery for consultation. At the hearing, Mr. S.H.S. Hughes attempted to convince the labour representative that "... the word 'negotiation' is merely an attempt to do business by discussion." Mr. F. Whitehouse, President of the Civil Service Federation, thereupon retorted: "... while we note that the Chairman of the Civil Service Commission considers the words 'consult' and 'negotiate' as synonymous, we have not been particularly reassured on the point from our consulting of

1 - Canada, Parliament, Special Committee on the Civil Service Act (Bill C-71), Minutes of Proceedings and Evidence, Ottawa, Queen's Printer, 1961, p. 2.

2 - It may be recalled that Mr. F. Whitehouse in 1962, relinquished his post of Secretary to CPEA (CUPW) upon accepting the post of President of the Civil Service Federation.
The associations reaffirmed their desire to have the same rights to negotiate as the employees of the private sector and would not be put off by semantics.

The Bill received Royal Assent on September 29, 1961, and took effect on April 1, 1962. It contained no provision for binding arbitration or conciliation as requested by the unions. The unions did not conceal their feeling of frustration. It was at this point in time that is, in 1962, that the C.P.E.A. and the Letter Carriers Unions disaffiliated from the Civil Service Federation and integrated more firmly with the CLC. The first formal outside support was given to the Civil Servants, in 1962, by the Canadian Labour Congress. In the regular annual submission of the CLC to the Prime Minister, the union was reported to have recommended collective bargaining for the Federal Civil Service.

1 - Canada, Parliament, Special Committee on the Civil Service Act (Bill C-71), Minutes of Proceedings and Evidence, Ottawa, Queen's Printer, 1961, p. 31.

2 - Note: In 1962, Mr. Les Hood, long time President of the Toronto Branch of the CPEA (CUPW) and Executive Member of the Toronto Labour Congress, was elected the first full-time President of the Canadian Postal Employees Association. Within the CSF, too, there was, at the same time, a stirring up. The Federation, for the first time in 1962, passed a resolution to press for the right to negotiate, this right to be supported by compulsory binding arbitration. Please see: Civil Service Review, September, 1962, p. 212.
Pressure for collective bargaining began as from this period (1962), to surge forth and to permeate many avenues of federal public life. The climate of public opinion in Canada also began to change towards greater support for collective bargaining in the federal public sector. Furthermore, lobbying among members of Parliament was intensified by the Canadian Labour Congress, the Canadian Postal Employees Association, the Letter Carriers' Association of Canada, and the Civil Service Federation. The introduction in the Ontario Legislature of the Bill to enact a system of negotiation and arbitration for the provincial employees also helped to provide a setting and the necessary impetus. An editorial in the Civil Service Review, in March, 1962, commented on the Ontario enactment as follows:

"This I believe will provide the necessary impetus to the next Government of Canada to enact a similar legislation for Federal Government employees." \(^2\)

Prior to the ensuing election, the associations, acting in unison, directed their respective executives to write to all the leaders of political parties taking part in the (forthcoming) elections. \(^3\) They were to direct their

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1 - This reference to the "next Government" was made following a defeat of the Government by a Vote of non-confidence in February, 1963.


3 - A.W. Pouchinsky, "Introduction of Collective Bargaining in the Canadian Public Service", A Research Essay, Carleton University, School of Public Administration, Ottawa, 1968, p. 50.
energies toward soliciting the views of political parties. The outcome of this single pursuit of the prime objective of the associations was a surprisingly uniform affirmative reply, from all the political parties, in support of collective bargaining in the federal public service. This is how Mr. L.W.C.S. Barnes, Executive Director of the Professional Institute expressed the feelings of federal civil servants in the matter:

"... both major political parties were blessed almost simultaneously with a revelation of truth in this regard. Whether this was due to the effectiveness of our presentations or the imminence of a general election might be both difficult and embarrassing to determine, but the fact is that they fell over themselves to support the new-found virtue of the case."¹

The political climate could be said, then, to have made bilateral relations between the employer and employees a foregone conclusion. It was at this stage that the Canadian Postal Employees Association addressed a letter, dated April 30th, 1963, which we have already summarized in this chapter. The full text of the letter is attached as Appendix 23.

The newly elected government of the federation, true to its pre-election promise, lost no time in establishing a Preparatory Committee on

Collective Bargaining, under the Chairmanship of Mr. A.D.P. Heeney of the Heeney Report fame. The Committee consisted of nine talented senior officials drawn from nine federal Government Departments. The Committee's terms of reference were:

"... to make preparations for the introduction into the Public Service of an appropriate form of collective bargaining and arbitration and to examine the need of reforms in the systems of classification and pay applying to civil servants and prevailing rate employees."2

The Committee soon tackled its job with vigour and a keen sense of duty. Its procedure was very thorough and considerable research went into the collection and processing of its material. It received evidence from recognized experts in labour relations, industry, the universities, and staff organizations in Canada. Its study on employer/employee relations was thorough and perceptive. The Committee carried out continuous consultation with employer and employee organizations throughout Canada. It also extended its studies to cover labour relations and available documents in a number of countries and numerous working papers were received and carefully analysed.

1 - Mr. A.D.P. Heeney was Chairman of the Civil Service Commission and Canada's Ambassador to the United States at the time. See also A.W. Poushinsky, Introduction of Collective Bargaining in the Canadian Civil Service, Thesis, (Mimeograph), Ottawa, 1968, p. 51.

Approximately nine months after it had been established, i.e., in May 1964, the Heeney Preparatory Committee communicated its proposals for reform to the Federal Cabinet. It included in its report, in broad outline, some suggestions on the specific topic of its mandate, namely, collective bargaining.

Government action on the report was quick, firm, deliberate, and effective. In August the same year, the Committee's recommendations for the installation of a new system of classification was approved and the Civil Service Commission authorized to take all reasonable measures for launching a new, completely revised system of classification, based on the Committee's recommendations. The Government also authorized the Committee to prepare and present a draft legislation for ushering in collective bargaining relations. Things continued to move speedily. By October 1964, the Bureau of Classification Review had been established by the Civil Service Commission, as a new Branch, and the Commission also outlined a program for the development and implementation of the new system, with a firm deadline in view; all was set for 1967.

It was hard work dismantling the existing cumbersome system of classification, with its 200,000 positions. The Committee found that: "The structure of classes and grades on which it is based is complicated
and lacking in order.\textsuperscript{1} It therefore proposed three criteria on which classification should be based. The first of these was the need to unify, under a single system of classification, both the prevailing rates and the classified civil servants. The second was the need for a system which would be sufficiently flexible to meet the demands of market conditions and, at the same time, to balance these against the internal relativity within the Service; this would allow a rational comparison between the job structure of the public and private sectors. The third criterion, according to the Committee, was the need to provide a draft legislation encompassing a logical framework consistent with bargaining units' boundaries, thus allowing the personnel of these units to fit into uniform cells of the classification scheme. The framework should, moreover, be capable of accommodating alternative approaches to pay determination by the various types of employer organizations.\textsuperscript{2}

The wonder now is how the old system of classification had survived forty-six years of piecemeal approach to reform and modification (with effect from 1918), in view of the tremendous increase in the size and complexity of the federal Civil Service.

\bibitem{1} A.W. Poushinsky, \textit{op. cit.}, pp. 52-53.

\bibitem{2} Ibid., pp. 54 and 56.
There were other difficulties which the Committee, by its efforts, helped to overcome. These were:

1) The protection of public interest

2) The safeguarding of the sovereignty of Parliament against the vagaries of collective bargaining

3) How to relate the proposed system of collective bargaining to the distinctive federal public service environment of Canada.

There was also the specific need for relating any evolved pay structure to the existing and changing conditions in the private sector. The Committee gave this matter a very searching and thorough study.

The outcome of the Committee's investigations was an evolved, unique structure to fit the distinctive Canadian Federal Public Service. The structure evolved was one which was capable of the formulation of bargaining units with clearly definable boundaries, with each unit composed of employees with common interests. The Committee, in its recommendations, divided the Service into two levels: a top level with a broad, horizontal division of an encompassed occupational category and a bottom or lower level into which a number of occupational categories of a varied type could be fitted. The two divisions, thus evolved, were made flexible and
simple enough to aid the formulation of management's personnel policies, in a planned, whole or total perspective.

Each occupational group embraced employees with similar skills, common interests and performing similar work. Additionally, each subdivision of an occupational group was adapted to ensure precision and distinctive focus in the process of pay determination. A logical coincidence was also sought in a scheme that depicted the natural interrelationships.

But although the various components of the two broad categorizations tended to provide a comprehensive framework, advantageous to the employer, it was not easy to avoid rigidities within the complex, all service system. The objective of an ordered system had been achieved but, as evident from the gigantic problems now faced by the Central Pay Office, the advantages of the evolved system may be said to require further expert study. This does not detract from the expertise which went into devising the system.

Thus, in preparation for bilateral relations, the Bureau of Classification was created in 1964. Its creation tended to speed up arrangements for launching collective bargaining in the federal Public
service. In August 1964, the Preparatory Committee received a directive from the Government to proceed with the preparation of a draft legislation. The Committee thereupon, first defined the objective that a future collective bargaining legislation would achieve. A major outcome of the Committee's work was a legislation, eventually approved by the Government, which conferred upon the employee, the right to bargain collectively with the employer for rates of pay and conditions of employment. This right was to be translated after due negotiations, into the signing of a contractual agreement binding upon both parties, namely the employer and the employee.

The next consideration was the interest of the public. The employer, it should be noted, is responsible ultimately, to Parliament. What should be done to preserve Parliament's sovereignty as the representative of the Canadian community? This was a major issue. Moreover, while safeguarding Parliament, the evolved legislation needed to be adapted to the principles and processes already established by law "to govern the relations between employers and employees". As would be seen later, this problem was resolved by making the Treasury Board the 'Employer'.

1 - The Pay Research Bureau, distinct from the Bureau of Classification, originally created as a Branch of the Public Service Commission, is now an independent unit within the structure of the Public Service Staff Relations Board. Its research and analysis are very broad-based and highly specialized.
In short, what was evolved was a modified form of collective bargaining in the private sector. This included a machinery for arbitration, the result of which was binding on both parties. The modification adopted in the new legislative proposals was the provision of two avenues for final dispute settlement. These were compulsory arbitration as an alternative to conciliation, with a possibility of strike action in the federal public service domain.

The new scheme avoided wholesale confrontation. The plan adopted thus accommodated the interests of such large groups as the Civil Service Alliance of Canada and the Professional Institute (which insisted, in their own interests, upon compulsory arbitration), on the one hand, and the Canadian Postal Employees Association plus its postal counterpart, the Letter Carriers' Association on the other. These latter insisted, in their own interests, upon conciliation backed by the right to strike as a last resort. The CPEA and LCA, exhibited their militancy backed this time, as noted, by the CLC. They would stand for nothing short of "the full rights enjoyed" by their counterparts in the private sector. They wanted these rights recognized statutorily. This, it may be observed, is a "play back" of their 1919 resolve. This play back, no doubt arises from the crystalization of attitudes dating back to 1891, when, as may be

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1 - Preparatory Committee on Collective Bargaining, p. 24.
recalled the Postmaster General then stated, in his reply to a letter from Railway Mail Clerks and Letter Carriers that he had no intention of wasting his time meeting with dissident groups of employees.

We shall, in due course, refer to pertinent aspects of the newly established objectives and goals of the Post Office Department as they relate to Management/Labour Relations. At Confederation Heights, the Post Office Departmental Headquarters has already launched, in cooperation with the National Headquarters of the Council of Postal Unions, the new ship—the "Mayflower"—for exploring new horizons in interpersonal and group relations. With this perhaps useful digression, let's proceed with the discussion of preparations for collective bargaining.
2. COLLECTIVE BARGAINING TODAY

A. THEORETICAL BACKGROUND

The subject of collective bargaining today will be discussed under two separate but related sections, viz:

a) The unique provisions, under the Public Service Staff Relations Board, for a balance of power between the employee and the employer

b) The first experience of the Council of Postal Unions and the Treasury Board, as bargaining agent and employer respectively, at the bargaining table.

As already stated, the Council of Postal Unions opted for conciliation as one of the two parallel routes in the process of dispute settlement at the bargaining table. This process will be compared and contracted with arbitration as the alternative route evolved in the unique environment of the present day federal public service of Canada. For the process of conciliation, either party may apply to the Chairman of Public Service Staff Relations Board requesting him to appoint a conciliation
board. ¹ Before conciliation, individuals performing duties essential to the "safety and security" of the public must be pin-pointed. In this matter, either the parties concerned agree beforehand on the categorization of each such individual² or, in event of their failure to agree, the Board decides the issue. A conciliation board is then established.³ The Chairman of the PSSRB is, by law, required to deliver to the conciliation board its terms of reference. The conciliation board's function is to try to bring about agreement on the matter indicated in the terms of reference and to report its recommendations to the Chairman, PSSRB, within 14 days.

In event of a failure to agree at the bargaining table, the employee is free to engage in a lawful strike but the condition precedent

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¹ Under the Act, before a bargaining agent serves notice upon the employer to bargain, he must specify which of the two routes for the resolution of interest disputes is to be applicable to the bargaining agent for the particular unit for the ensuing period for the proposed agreement. At the initial stage in the bargaining process the required specification must be filed with the PSSRB and is recorded as part of the certification of the bargaining agent for the particular unit. The employer has no choice in the matter.

² For example as "designated" (armed force personnel) whom the act forbids to strike at any particular time.

³ A conciliation board, by definition, is an ad hoc tripartite body with one person nominated by each of the parties, and the third selected by each of the two nominees. In default of the two nominees agreeing on the third person, the latter is appointed by the Chairman of the PSSRB.
to this extreme eventuality is that seven days must elapse after the
ad hoc conciliation board has had an opportunity to mediate.¹ But even
if the employees for which a bargaining agent is responsible in the con-
ciliation process have met the conditions precedent (i.e., for instituting
a lawful strike), "designated" employees within the bargaining unit have
no right to participate in a strike² at any time.

¹ The seven days' grace apparently leaves the door open for informal
talks and agreement, subsequent to the mediation process.

² Bargaining units have been graded into (a) five broad occupational
categories, namely, scientific and professional, administrative
and foreign service, technical, administrative support, and opera-
tional; the Council of Postal Unions belongs to the "operational"
category which is the only category embracing supervisory and non-
supervisory units (and staff); (b) 72 occupational categories have
been established for bargaining purposes; the Bargaining Unit Data
(Council's unit), attached as Appendix 24, shows that by June 6,
1969, 69 bargaining units had been established (out of the 72 occu-
pational groups) and only six had opted for conciliation, the figure
to date is ten. Exclusions for the purpose of lawful strikes have
been made in accordance with two criteria. These are (a) offices
held and (b) functions performed. Offices include confidential,
high administrative and judicial offices. Functions include execu-
tive duties and responsibilities in relation to the development and
administration of government programs, personnel administration,
and persons directly involved in collective bargaining. By March 31,
1969, only 3% of all persons of a total of 4,400 persons, included in
certified bargaining units had been excluded from the category per-
mitted to engage in lawful strikes.
A certified bargaining agent such as the Council of Postal Unions, has the right to bargain collectively on behalf of all employees in the bargaining unit. At the bargaining table, the subject matter for discussion has a wide compass, and includes such items as rates of pay, hours of work, leave entitlement, and standards of discipline. Any agreement reached on matters discussed is embodied in a collective agreement which is binding on both parties. A few subject matter exceptions have, however, been made in the interest of uniformity and the maintenance of the merit principle. For example, matters that are governed by statutes generally applicable to the whole public service cannot be dealt with in a collective agreement. The merit principle, of appointment, transfer and promotion, is appropriately perhaps, left out.¹

What are the provisions for the alternative route in the bargaining process, viz., arbitration? Employee organizations which have

¹ - The merit principle is protected under the Public Service Employment Act. Superannuation, death benefits, accident compensation, and classification are also outside the scope of collective bargaining and subsequent agreement. The Council would prefer to bargain any and every condition of employment, preferably under broad guidelines established by Government.
won bargaining rights are free, under the PSSR Act, to invoke arbitration, the outcome of which is binding on both the employer and each individual employee represented by the employee organization (bargaining agent). Where a bargaining agent has opted for arbitration\(^1\), the party seeking arbitration is required to set out in its notice the terms and conditions that are in dispute\(^2\), and the other party to the negotiations is given an opportunity to notify the secretary (PSSRB) that it desires additional matters to be added. Thus, matters set out in the notice from the parties eventually constitute the terms of reference of the Arbitration Tribunal.\(^3\)

The Public Service Arbitration Tribunal, (the authority to which interest disputes are referred), consists of a chairman and two pannels of other members. One of these panels represents the interests of the employer, while the other represents the interests of the employees concerned.

\(^1\) Example: the Public Service Alliance of Canada.


\(^3\) Terms already agreed upon prior to arbitration are embodied in a binding agreement. It is the residue of matters arising from such a negotiation which are referred to the Tribunal. The parties concerned have a seven-day grace after a collective agreement to request an arbitration on outstanding issues.
As shown in Appendix 25, each panel is made up of five appointed persons. But the full Tribunal does not sit at any one time. For any particular dispute, the Tribunal comprises the Chairman of the Arbitration Tribunal and one member selected by the Chairman of the PSSR Board from each of the two panels. Thus, for each particular dispute, the Tribunal consists of three members. The decision of the Tribunal is by majority vote of its members, but if the majority fail to agree, by the Chairman of the Tribunal alone. The award of the Tribunal is signed by the Chairman. No report or observation on the decision should be made by any of the panel members. The decision, constituting an award, is rendered in such a form as to enable it being read as a collective agreement. The agreement is, as in the case of conciliation agreements, valid for implementation in the form of laws, regulations, directives or requisite instruments.

For the purpose of a measure of uniformity and order in the issuance and implementation of arbitration awards, and in view of the complex relationships between the employer and the employee, existing prior to the establishment of the PSSR Board, Parliament has established the following guidelines which have been incorporated into the Act.

In the conduct of proceedings before it, and in rendering an arbitral award in respect of a matter in dispute the Arbitration Tribunal shall consider:
a) The needs of the Public Service for qualified employees

b) The conditions of employment in similar occupations outside the public service, including such geographic, industrial or other variations as the Arbitration Tribunal may consider relevant

c) The need to maintain appropriate relationships in the conditions of employment as between different grade of levels within an occupation in the Public Service

d) The need to establish terms and conditions of employment that are fair and reasonable in relation to the qualifications required, the work performed, the responsibility assumed and the nature of the services rendered

e) Any other factor that to it appears to be relevant to the matter in dispute. ¹

The Public Service Staff Relations Act provides, specifically, that no employee in a bargaining unit for which the bargaining agent has opted for

¹ - Finkleman, 1968, p. 15.
arbitration may strike at any time, as long as the option is in effect. Another significant point is this: once a bargaining agent has specified referral to arbitration for the restriction of interest disputes that specification remains effective until it is altered. The altered specification can only take effect in negotiations that arise subsequent to the alteration. Any strike action instituted during the period covered by a collective agreement or an arbitral award is, obviously, unlawful. Penalties exist for unlawful strikes.¹

A factor that a particular bargaining agent may take into consideration in deciding upon an option for a conciliation board or arbitration will be the number of employees who may be denied the right to strike. The Council of Postal Unions does not have to contend with this type of consideration since all its members are blue collar workers. A diagramatic representation of an ad hoc conciliation board is provided in Appendix 25.

For the purpose of comparison it is worthy of note that in the United States a relatively small proportion of collective agreements contain an arbitration clause making questions arising from collective agreements in respect

¹ However, in the 1965 strike organized by the Council of Postal Unions, the employer (i.e., government, in effect) decided not to pursue a punitive action. The strikers, upon their return to work, therefore suffered no financial or other penalties beside a loss of remuneration for the period of the strike.
of interpretation and/or application of collective agreements subject to arbitration by a neutral third party.¹

**Grievance Processing²**

An employee who feels himself aggrieved in the interpretation or application in respect of him of a provision of a collective agreement or arbitral award is entitled to present a grievance to management in accordance with the grievance process established under the Act, and ultimately to refer the grievance to adjudication.

Consequently, the Act permits the bargaining agent and the employer to establish a grievance process in their collective agreement, as may be required. In event of default, the grievance process applicable to an employee is that provided for under regulations made by the PSSRB.³ An employee is entitled to present a grievance up to and including the final level of management. This departmental grievance process consists of up to four levels, and the employer is required to identify the person at each level who

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¹ - The United States grievance arbitration is therefore voluntary.

² - Except in the case of the Province of Saskatchewan, Canadian provincial statutes applicable to the private sector, also make provision for arbitration arising out of the interpretation, application, or alleged violation of a collective agreement.

³ - Finkleman, p. 20.
is empowered to deal with a grievance; the employee being notified accordingly. ¹ Adjudication is provided for in respect of disciplinary action resulting in discharge, suspension or a financial penalty.² But where adjudication is available, the process is similar to that applicable to the interpretation or application of a collective agreement or arbitral award.

A permanent corps of adjudicators appointed by the Governor General for fixed terms is responsible for adjudication.³ The procedure for adjudication, established by the Board, cannot be altered or varied by the parties to a collective agreement, except that they are entitled to name an adjudicator in their agreement. The decision of an adjudicator is final and

1 - In the private sector an employee acquires a right to file a grievance only if there is a collective agreement and only with respect to grievances arising under the agreement. In the Public Service, rights acquired with effect from 1918 have been specified at page 92. Grievance processes exist (in the public sector) not only in respect of any occurrence or matter affecting an employee's terms and conditions of employment for which no administrative form of redress is embodied in an Act of Parliament. Not all grievances which do not flow from collective agreements, however, can go adjudication.

2 - Where adjudication is not provided for, employees may present grievances only up to the final level of management. (a) Employees occasionally interpret "financial penalty" as covering managerial action relating to promotions, "discharge" (dismissal), etc. However, since these matters fall within the authority of the Public Service Commission, the PSSRB almost always finds itself unable to dispose of them to the satisfaction of the employees concerned.

3 - The PSSR Board nominates the potential adjudicators.
binding on the parties who must take any action that is directed by the adjudicators. ¹

A significant Canadian feature is that according to the Act, the right to process a grievance (flowing from other than collective agreements) is not limited to the "employee". ² The "statutory" right is extended to persons who fall in the managerial and confidential class. Appendix 25 shows the essential features of grievance adjudication.

The Public Service Staff Relations Board

The Board is a tripartite commission consisting of a Chairman, a Vice-Chairman, and eight other members, four of whom represent the interest of the employer while the other four represent the interest of employees. ³ The Board is shown as Appendix 25 and the composition of the Public Service Commission is also appended as Appendix 26.

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1 - By March 31, 1968, 37 grievances were referred to adjudication: 10 were dismissed, 19 were disposed of and 3 were outstanding.

2 - "Employee" is defined in the Act to encompass those who are entitled to take advantage of collective bargaining provisions of the Act (Finklmen, p. 23).

3 - The Chairman and Vice-Chairman hold office during good behaviour for ten years and are removeable only upon the joint address of the Senate and the House of Commons. The representative members hold office during good behaviour for seven years' terms of office, but they may be removed for cause.
In view of the wide coverage of this thesis, full coverage cannot be given to the Public Service Commission. It may be noted, however, that the Commission has delegated a significant portion of its personnel functions to responsible departments and agencies within the federal public sector. For example, postal authorities are now empowered to appoint virtually the entire cadre of personnel which is the main focus of this thesis, namely the members of the Council of Postal Unions.¹

¹ - The records of the Commission show that no less than 16% of each annual quota of appeals originates from the Post Office Department. If we include the Department of National Defence (which has its own military form of grievance processing) the Post Office Department represents 10% of the entire personnel community within the federal departmental structure.
B. BILATERAL RELATIONS AT THE BARGAINING TABLE: COUNCIL OF POSTAL UNIONS AND TREASURY BOARD

First Experience

At the bargaining table were:

a) Representatives of the Treasury Board,
   acting for the employer,

b) Representatives of the Council of Postal
   Unions, acting for the employees of the
   Postal Operational Category.

The Council had been certified\(^1\) by the Public Service Staff

Relations Board as a bargaining agent for the Postal Operational Category

(non-supervisory)\(^2\) with the following exceptions:

1) Employees whose duties included the
   supervision of other employees in that
   occupation group

2) Employees who regularly performed
   work in the Post Office for not more
   than 30 hours in any one week on a
   continuing basis

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1 - Date of certification: January 4, 1968.
2 - Part-time letter carriers, now form a unit under the Council.
3) Employees classified as Railway mail clerks.

By January 10, 1968, the Council had submitted a request to the Treasury Board for collective bargaining.¹ By January 17, 1968, the Treasury Board had responded by suggesting various dates for the commencement of collective bargaining. The first meeting commenced on January 29, 1968, and ended, after 20 sessions, on April 24, 1968. During the first several meetings, efforts were devoted to clarifying, clause by clause, items submitted by the Council. Then, the Council requested that "principles" rather than semantic and legal "details" of specific proposals be considered. But since management "found" little real clarification "of the incorporated demands," subsequent discussions consisted of "tentative" statements of "opinions".

Considerable time and effort were utilized on the consideration of:

1) Matters associated with "attitude and philosophy on the part of Council representatives which implied joint Council/Employer policy-making and administrative powers over a wide range of functions."²

¹ The request submitted comprised a 46-article demand with various sub-units under each draft article of agreement. Post Office Department, Submission to the Conciliation Board, Ottawa, 1968, p. 1.

² Ibid, p. 2.
2. Matters which in the opinion of the Employer may not be included in a collective agreement; and

3. Questions associated with the capacity of the parties to agree on matters relating to part-time employees (other than part-time letter carriers) and Railway Mail Clerks.

Basic differences continued throughout the negotiations in respect of "attitude or philosophy". The Employer's main concern was for ensuring sufficient flexibility to make decisions essential to the operation of the service and a reasonable degree of stability within a specific time span. Early in the negotiations, two sub-committees were established; one to examine and report upon a grievance procedure, the other to consider demands dealing with the provision of uniforms and protective clothing. It was later decided proposals should be dealt with in two groups, non-economic matters and economic matters. Proposals and counter-proposals were tabled on 29 February, March 1, 7, 14 and 21. Management, in this connection, submitted proposals on the following matters under consideration:

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1 Obviously, the Council's main concern was to secure an early decision on each item under discussion. "Management rights" appeared to be at stake, at least in terms of the status quo, and the need for ensuring the efficiency of the service.
1. Intent
2. Recognition
3. Union Activities
4. Freedom of Association
5. Management Rights
6. Check-off (verbal)
7. Employee Information
8. Union/Management Consultative Committees
9. Work Stoppages
10. Seniority
11. Bidding on Letter-Carrier Routes
12. Selection of Shifts
13. Selection of duties, Supervisory Letter Carriers
14. Preferred Assignments
15. Leave for Union Business
16. Maternity Leave
17. Education Leave
18. Other Leave
19. Military Leave
20. Health and Safety
21. Changes in Technology
22. Wicket Employees
23. Transportation of Employees
24. General Conditions
25. Grievance Procedure

The position of the Union was that any agreement on the above proposals would be "tentative" and subject to agreement in all matters under consideration. In event, few of the counter-proposals were subjected to detailed consideration during the negotiations before the Council presented its secondary proposals during March 21, and March 28, on the following subjects:

1. Preamble
2. Cessation of Work
3. National Union—Management Consultative Committee
4. Present Conditions and Benefits
5. Bulletin Boards
6. Recognition
7. Transportation of Employees
8. Union Security
9. Full Employment
10. Health and Safety
11. Seniority
12. Selection of Shifts
13. Selection of Duties of Supervisory Letter Carriers
14. Bidding on Letter Carrier Positions
15. Preferred Assignments
16. Grievance Procedure
As a result of considerations of the Council's secondary proposals the Employer presented a second set of counter-proposals at the meeting on March 29, April 4, which in the opinion of the employer would have the effect of moving the rather fixed opinions of the parties on a number of items reasonably close together. The subjects were basically a condensation of the union's secondary proposals from sixteen to fourteen. The wording no doubt, represented some concessions. These proposals were for the most part considered by the Council's representatives without comment. The Unions' position was that no comments would be made until the employer submitted proposals in writing or verbally on all other matters, monetary or non-monetary. The employer agreed to move onto consideration of monetary issues by verbal presentation rather than written proposals, but suggested that before doing so, an attempt should be made to clarify the status of matters under consideration. The Council was unwilling to become involved in further clarification and definition of bargaining subjects. At this stage, discussions became rather stagnant.

Consequently, the employer moved on to a consideration of "so-called" monetary issues. The Council in response to management's presentation, objected to a situation which would necessitate the centering of discussions around supporting evidence. The Council was not in a position to present supporting evidence, or statistics. Neither was
the Council interested in evidence of the Employer in support of the Employer's proposals. The Council wanted, in simple and brief terms, written commentary. This was the only basis upon which the Council would consider the Employer's counter-proposals on economic and non-economic matters. The economic subjects were then tabled formally, on February 24. Virtually no comments were made by the Council's representatives.

The Employer then moved onto a presentation of views on salaries. The Employer was not in a position to make or resolve any major issues in dispute and considered it unrealistic and inappropriate to make any proposals on pay. The Employer stressed that any proposals on pay should be considered strictly in accordance with the revised classification scheme. After a lengthy caucus, the meeting on April 24, ended with no commentary from the Council's representatives. The Council's expressed position was that classification is or should be subject to negotiation prior to and during the life of the collective agreement. Unless the Employer agreed to do so, further negotiation would be fruitless. The Employer's representatives were not in a position to accept the Council proposals. After considerable argumentation, neither party was in a position to accept the proposals of the other or make a significant shift on its stand. The position, as it stood, could therefore be described as an "impasse", in terms of the PSSRA. Bargaining was therefore discontinued.
On April 25, the Council applied for the establishment of a conciliation board in accordance with section 77 of the Public Service Staff Relations Act.

**Conciliation Board Results**

The Conciliation Board was able to secure agreement on matters in dispute. Consequently, there evolved a forty-two article agreement (each with many sub-items). However, each side printed its own version of the agreement. This has often resulted in conflicting interpretations by the two parties involved in the power struggle.
C. STRIKES

Arising from its conclusion that collective bargaining is, in
Canada's present circumstances, the most logical institutional arrange-
ment for resolving "inevitable"\(^1\) staff (labour)-management disputes,
Canada's special Task Force on Labour Relations reported to the Privy
Council that:

"Strikes and lockouts are an indispensable part
of the Canadian industrial relations system and
are likely to remain so\(^2\) in our present socio-
economic-political society."\(^3\)

I personally find no reason to disagree with the above considered opinion
and conclusion of the Special Task Force; my reason for supporting the
above-quoted statements is that in a free, democratic society, an em-
ployee does have the de facto power to withdraw his labour under certain
circumstances. This I believe, is the reason why Parliament enacted the
Public Service Staff Relations Act (Chap. 72) of 1967.

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1 - See also M.S. Whittington, *Grievance Procedures in the Canadian

2 - Canadian Privy Council Office, *Canadian Industrial Relations

3 - See Appendix 22 for definitions of (a) Employee, (b) Employee
Organization, (c) Employer, (d) Grievance, (e) Public Service,
(f) Strike, (g) Bargaining Agent, and (h) Bargaining Unit.
With the above background and in terms of economic efficiency, it would be fruitful to consider strikes in a Western World context, within the Canadian socio-economic political context and in terms of the Post Office Department. We intend to do this not by long arguments pro or con strike, as a necessary phenomenon but by a realistic examination of basic, pertinent data which will help us to arrive at some conclusions. Appendix 27 is a schedule showing "Workers Involved in Strikes as a Percentage of Non-Agricultural Paid Workers in Various Western Countries in the Period 1945 to 1967". With the information available during the 12-year period, Sweden is seen to have the lowest percentage. One may therefore be tempted to conclude that Canada should copy Sweden's example but it is necessary to look more closely into the circumstances, as did the Task Force on Canadian Labour Relations in order to verify this. With the Canadian socio-economic, political background, as given we would wish to re-assemble the Task Force's explanation of the Swedish phenomenon. Many of Sweden's socio-economic characteristics diverge sharply from those of Canada, for Sweden is a comparatively small unitary state with a homogeneous population. Swedish management long ago accepted trade unionism as a legitimate and positive force in the

2 - Canada, on the other hand, is a vast country with the federal system of Government a heterogeneous social milieu. Management only accepted strike as inevitable in 1967 after Parliament had approved the Public Service Staff Relations Act, 1967, the Public Service Employment Act, 1967, and An Act to Amend the Financial Administration Act, 1967, thereby assuring in bilateral relations, statutorily.
economy. Additionally, the work force in Sweden is highly organized; perhaps more than 70% unionized\(^1\) and its bargaining process, unlike that of the federal public service of Canada, is highly centralized. Finally, the Social Democratic Party of Sweden which has ruled Sweden for many years enjoys the support of the trade union movement. These we consider sufficient reasons for supporting the present unique Canadian federal public service provisions for bilateral relations.

As indicated in Appendix 28, the highest record of man-days lost through strikes, as a percentage of estimated working time in Canada is 0.54 which was under half of one percent in 1946. The percentages of man-days lost in 1967 and 1968 respectively were 0.25 and 0.32. Lost man-days were made up quickly in many cases through the utilization of stock piles and also by means of accelerated production after particular strikes. Consequently, therefore, although strikes such as occurred in the postal service in 1965 and 1968, resulted in the disruption of essential services and trade and commerce, they have given no cause for alarm and Canadians, characteristically now looked beyond the immediate impact of the particular strikes and into their underlying causes. Furthermore, appropriate remedies have been worked out with the aim of reducing the incidence of such strikes. Many of the steps already taken

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\(^1\) In Canada, union membership as a percentage of non-agricultural work force was only 33.1 in 1968. Union membership is less than 14% of the total Canadian population.
are evident in our analysis of the Organization and Operations of the Post Office Department, as well as of Collective Bargaining.¹

A schedule showing the incidence of postal strikes since 1965 as well as the number and categories of employees involved and man days lost is attached as Appendix 29. It will be seen from the schedule that there were only two major Canada-wide postal strikes during the period July 1965 and March 1969. Differences resulting in these and other union strikes have been fairly effectively resolved. The Canadian Post Office Department has also taken a number of positive steps to reduce the incidence of strikes further, as we shall see in the next stage of our analysis. As will be seen in the next section, the Post Office Departmental Planning Board has already drawn up departmental objectives, for the guidance of all serving officers in the Department. Two of the objectives are relevant to the subject matter of this section. These are Objectives 1 and 4. Objective 1 states: "Operate at a continuing profit level." Objective 4 is as follows: "Maintain a comprehensive industrial relations program that improves overall organization competence, effectively

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¹ - Collective bargaining apart from resulting in agreements which greatly limit the incidence of lawful strikes, also has the added function of creating a "healthy", psychological state, after workers have had the opportunity to air their grievances and receive due redress.
anticipates and resolves union problems and negotiates and administers reasonable union contracts." A comprehensive industrial relations program effectively administered will tend to reduce the incidence of strikes if factors giving rise to strikes are carefully analysed and problems are realistically anticipated and resolved, before they simmer into strike action. The organizational set up for this particular function, is no doubt, in the early stages of preparation.
CHAPTER V
CONCLUSION

1. COMMENTS

Personnel problems have, in the past, arisen in the Canadian postal system, mainly as a result of growth and complexity. In the late 1940's, the impact of the expansion of the entire Canadian economy began to be felt, and the Canadian Post Office Department consequently began to assume the character of a major industry. However, it continued to be managed as an ordinary Government department. As in the case of the United States and British counterparts, the physical environmental as well as the personnel administrative needs of the postal system of the country continued to lag behind expansions and growth in the postal industrial business as a whole. The need was partially met when, in 1953, a Personnel Branch was, for the first time, established. The impact of change soon resulted, during 1965, in a labour disturbance. The cause of the disturbance was traced by a Government-appointed Royal Commission, to the inadequacy of physical facilities, and problems arising out

1 - The functions of the branch, upon its establishment were: personnel development, training, staff service and district personnel administration.

2 - The 1965 postal strike, because of its widespread nature, resulted in the closure of most post offices throughout the country.

3 - Similar problems were, during this whole period, occurring in many other postal systems, throughout the world.
of an outdated environment. Another factor contributing to labour unrest was the need for more than ordinary effort to meet operational needs. The labour force, especially the Canadian Union of Postal Workers and the Letter Carriers' Union, by the early 1960's, had become fully organized and was in a position to challenge managerial authority. In 1967, due to a change in attitude toward labour organizations, and as a result of organized action on the part of labour unions, including the Council of Postal Unions, the Canadian Parliament passed three Acts which, together made collective bargaining, in the public sector of the economy, possible. Concurrently, personnel services in the Post Office Department began to expand considerably but still, did not adequately fulfil the need for expertise; thus, another major labour disturbance with consequent widespread disruption of services, occurred in 1968. These problems, compared with those of postal systems of similar complexity, were moderate in dimension. As from 1967, the complex problems of the Canadian postal system began to be viewed in their totality rather than by piecemeal fashion. Action began to be taken fairly systematically to identify

1 - In event, rules and regulations became more and more stringent.

2 - Another predisposing factor was the fact that numerous studies of the needs and problems of the Canadian postal system had, from time to time, been carefully organized, and fairly satisfactory solutions had been found; but these were, to a large extent, of a piecemeal nature.
and provide a solution to the problems associated with the expansion and complexity of the postal system. By 1968, both the Canadian public and the postal authorities began to view the postal industry as an industry. Contemporaneously a new cadre of managerial talent, was infused into the system gradually by the Government. The new management have, in an effort to provide vastly improved services to the Canadian public (and at minimum cost to the taxpayers), established a high-powered departmental Planning Board; the board soon instituted an exceptionally balanced program of research in diverse fields. The research projects, organized through the media of departmental and independent, expert, Task Forces, have been instituted in seventeen separate but interrelated fields: Organizational, Operational and Managerial. The Planning Board also established, early this year, an eight-point system of departmental objectives. Additionally, commendable efforts have been made to improve the physical working conditions and management/labour relations.

2. POST OFFICE DEPARTMENT ACTION

Action so far taken by the Department will be discussed in this thesis under the following interrelated headings:

a) Environmental

b) Managerial

c) Organizational.

1 - We refer to these objectives again, explicitly, under our sub-title Organizational Action.
a) **Environmental Action**

The environment, for the purpose of this summary, includes the physical working conditions and the competitive industrial environment in which the postal system would operate if it becomes a Crown Corporation. On the physical working environment, the postal authorities of Canada have already taken action and made substantial progress\(^1\). The Post Office Department is currently able, substantially, to "review and amend drawings of post office buildings" prepared by consulting architects of the Public Works Department\(^2\). The Department is, in accordance with its established objectives and goals, developing a comprehensive developmental plan for buildings and accommodation. This plan, scheduled to operate on **short term**, **medium term** and **long term** basis, takes into account federal overall as well as regional and provincial developmental schemes, programs and forecasts. Areas of intensive managerial action in respect of physical working conditions include safety, health, and welfare, cafeteria, air conditioning, ventilation, and parking space. Justice André Montpetit, who led the 1965 Royal Commission that investigated these

\(^1\) - In the past, improvements in and growth of the physical environment lagged farther behind the rate of growth and development in other areas of postal facilities and activity.

\(^2\) - Post Office Department, Headquarters Buildings and Accommodation Division, 1969. Note: Growth figures are not available.

\(^3\) - A schedule of available building facilities, showing number, available floor area, and cost to the Department, is shown in Figure 5.
POST OFFICE BUILDINGS

1. Facilities and relevant information

   (a) Public buildings:
       No. of buildings: 2055
       Floor area: 8,740,814 sq. ft.
       Rent charged by Department of
       Public Works: $38,482,262

   (b) Buildings rented for the Post Office
       Department by Department of Public
       Works
       No. of buildings: 816
       Floor area: 1,699,412 sq. ft.
       Rent charged by Department of
       Public Works: $6,414,672

Note: The Department of Public Works charges the Post Office
Department rental rates as for Public buildings and not
at the rate actually charged by the lessor.
conditions and their attendant problems has recently commented favourably on the department's efforts as follows:

"In my opinion the Department, following a well-conceived and well-planned policy, has made remarkable progress since October, 1966, and will continue to do even better if support of the unions at all levels is received along with the support of District Directors and Postmasters." ¹

The Departmental executive and union leaders are constantly in consultation about further developments in physical working conditions. In addition, the consulting firm, Keats, Peat, Marwick and Co. of Toronto, Canada, has in its Environmental Forecast for Canada Post Office, dated March 1969, anticipated a fair amount of competition to postal operations² as a result of facsimile transmission, telexwriter, video-phone and scribble-phone, though these would not substantially limit the rate of growth of the postal industry³.

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¹ - Post Office Department: Review Comments and Summing up by Justice André Montpetit, Public Relations Branch, Records, 1969.

² - Even in areas of first class mails where the department holds a monopoly right.

³ - The Post Office Department would need to mechanize in order to complete successfully. Mechanization involves a change in technology in respect of which adequate provisions for joint management/labour consultation and agreement have been made in respect of redundant labour. See Article 31 (.01-.03) of Agreement Between the Treasury Board and the Council of Postal Unions, POSTAL OPERATIONS GROUP (NON-SUPERVISORY), Ottawa, Queen's Printer, 1968, p. 90.
b) **Managerial Action**

In the area of management, detailed studies have been concluded and results already communicated to the Departmental Planning Board. Areas covered in these Task Force reports include *Staffing, Personnel Administration, Communications,* and *Staff Relations.* These studies reveal that the Post Office industry requires a further infusion of managerial expertise, precision, effective staff relations programs, and a well-conceived and coordinated managerial information system of a vastly improved nature. Speed in communication between the headquarters and field staff down to the area where real managerial action takes place, has been stressed in the detailed recommendations in the *Personnel* areas already studied.

Task Force studies in managerial needs include:


b) **Management Inventory.** Analysis of managerial skills to be developed or recruited; study has necessitated the setting up of a comprehensive
management inventory system as a basis for a decision on what management needs are to be recruited.

c) **Program Information System.** Studies in this area encompass information and reports required in the new (Crown Corporation) organization; and have resulted, already, in the creation of a Management Information Directorate additional to Directorates of Management Services, Research and Development, Computer Services, Strategic Planning, and Operational Research under the Director General, Planning and Systems.

d) An **expert report** on a system of recruiting, retention and utilization of manpower in the Post Office, including improved training facilities, an effective labour relations and pay and benefits program, special emphasis being placed on the development of management skills at all levels.

1 - As has been noted earlier, the Planning Board of the Planning and Systems Branch is distinct from the overall, top level Departmental Planning Branch.

2 - A fairly detailed report in this has been included under Chapter I, Organization and Operations of the Post Office Department.
Directed Task Force Studies Necessary for Organizational and Managerial Competence. The environmental study already discussed in this thesis required an expert Task Force forecast of "the social and economic environment the Post Office will operate in up to 25 years ahead".

c) Organizational Action

Organizationally, as had been previously pointed out, the Post Office Department, has already established a powerful Planning and Systems Branch under a Director General and has revised considerably its organizational structure. Additionally, the Department has already given an indication that it would, in the future, operate on the basis of "Management by Objectives", consequently, the Departmental Planning Board has established its broad general Objectives. These departmental objectives have been broken down into short term, medium range and long range goals, with general and specific operating criteria for establishing the effectiveness of expected action, in terms of planned results (and goals). The general objectives include these two:

1) Operate at a continuing sustaining profit level

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1 - With effect from March, 1969.

2 - The established objectives are tentative, pending final Parliamentary approval, along with other established goals such as operating as a Crown Corporation.
2) Maintain a comprehensive industrial relations program that improves overall organization competence, effectively anticipates and resolves union problems and negotiates and administers reasonable union contracts (Objective No. 4). ¹

Other Task Force studies already initiated as a basis for managerial and organization expertise and planning embrace:

1. Identification of critical problem areas
2. Marketing
3. Transportation needs
4. Mail forecasting
5. Productivity
6. Feasibility design and equipment utilization
7. Mail sortation and distribution
8. Evaluation of the E.D.P. facilities

¹ - The Postmaster General has already announced to Parliament, as reported in the Canadian Press, that the department expects to recruit, preferably on an exchange program basis, up to a total of fifty top-level and medium-grade managerial talent from Canadian industry and commerce. This decision does not in any way downgrade managerial talent in ordinary government departments. In many of the more commercially oriented Crown Corporations namely the lending corporations, a large proportion of the memberships of the established boards is made up of civil servants.
3. THE POST OFFICE DEPARTMENT AS A CROWN CORPORATION

The specialized Organization Study on this key topic, now nearing a completion will focus attention on one issue, namely, whether a Crown Corporation status is feasible for the Post Office Department and if so, "what type of organization is best suited to the Department's needs". At this stage, it would be necessary to define adequately what a public corporation or Crown Corporation idea implies within the context of the Canadian Public Service environment. The Public Corporation or Crown Corporation has been defined as an

"institution operating a service of an economic or social character on behalf of the Government, but of an independent, legal entity; largely autonomous, though responsible to Government and Parliament, and subject to some direction by Government; equipped on the other hand with independent and separate funds of its own, and the legal and commercial attributes of a commercial enterprise."  

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1 - The United States Federal Government and the United Kingdom Government have already concluded major studies aimed at converting their postal systems into Public Corporation.

The form, functions and manner of operation of Canada's Crown Corporations are so varied that they elude adequate categorization. However, the Canadian Financial Administration Act, 1951,\(^1\) provides a satisfactory form of classification. The Act provides for three distinct categories of Crown corporation, viz., departmental, agency and proprietary corporations. **Departmental** corporations have administrative, supervisory, and regulatory functions closely akin to ordinary departments and are financed by appropriations. **Agency** corporations undertake trading, service and procurement operations and are usually given controlled "revolving funds". Proprietary corporations manage lending, financial, commercial or industrial operations and are normally expected to finance themselves from the sale of goods and services.\(^2\) By 1965, a total of forty-one Crown corporations had come into operation throughout Canada\(^3\), eight of them are unclassified. In order to distinguish clearly the functions of

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1 - As amended in 1967.


3 - Royal Commission Report, No. 5, p. 50.
a Crown Corporation, we list the functions of ordinary government departments. Ordinary Government Departments in Canada have the following functions:

1) Development of departmental policies for the consideration of Government;
2) Preparation of future plans of activities;
3) Ensuring the availability of qualified staff and other resources;
4) Development and application of techniques appropriate to departmental requirements;
5) Measuring and appraising the performance of various elements of the Department;
6) Executing departmental policies;
7) Adapting the departmental organization to its changing responsibilities.

Canadian Departmental Corporations include the Agricultural Stabilization Board, the Atomic Energy Control Board, Director of Soldier Settlement, and the National Research Council. Ten of these have been identified\(^1\).

\(^1\) - Ibid, p. 126.
Agency corporations include the Atomic Energy of Canada Ltd., Crown Assets Disposal Corporation, National Battlefields Commission and the National Capital Commission. There are ten of these. Proprietary corporations include the Canadian Broadcasting Corporation, Canadian Railways, Canadian Overseas Telecommunications Corporation, and the St. Lawrence Seaway Authority. Thirteen of these have been identified.

Since the Post Office Department is an "institution operating a service of an economic or social character on behalf of the Government", it qualifies to become a corporation. If the Department manages to achieve its objective of becoming as a "Crown Corporation" it will be better able to operate on "a continuing sustaining profit level"; and as a "legal entity" it will be largely autonomous in its management, but would be responsible to the public through government and subject to some direction by government. It will thus be "equipped . . . with independent and separate funds of its own, and the legal and commercial attributes of a commercial enterprise".

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1 - Ibid., pp. 41-42.
2 - The Postmaster General is currently Minister of Communications.
The Canadian community would, through Parliament and the responsible Minister, exercise control over the new Post Office corporation.\(^1\) In event of the Post Office opting for a Crown Corporation status it would, we suggest, opt for the Proprietary Corporation Status, thus joining the "family" of the Canadian Overseas Telecommunications Corporation, the Canadian Broadcasting Corporation, and the Canadian National Railways. It would have, as a Corporation, a Board of Directors.\(^2\)

The corporation status will solve the problem of diffuse managerial authority, responsibility and accountability. Appointments to boards of Crown corporations are made by the Governor General in Council (i.e., in effect the Cabinet) thus regional interests would be protected through the functioning of the Cabinet which is a fully representative body in Canada. It would be able to operate freely as a commercial corporation.

\(^1\) See C.A. Ashley/R.G.M. Shailey p. 99.

\(^2\) Canadian boards are either full-time or part-time and of varying sizes. A nine-man board has been recommended by the Presidential Task Force (1968) for the Post Office Corporation of the United States of America. The British Government is already along similar lines in establishing the United Kingdom Postal Service as a Public Corporation. Managerial responsibility for the department is currently shared between the Treasury Board, the Comptroller of the Treasury, the Auditor General, the Public Service Commission, the Department of Public Works, Departments of Manpower and Immigration, National Health and Welfare, and the Post Office Management, thus creating a situation described by the U.S. Presidential Task Force as one resulting in "no control" for the responsible departmental executive.
with minimum amount of control from outside, and out of the full-glare of publicity.

To sum, we invite attention to a fuller definition of a Proprietary Corporation; it is "responsible for the management of the lending or financial operations or industrial operations involving the production of or dealing in goods to the public, and that is ordinarily required, according to the Financial Administration Act, to conduct its operations without parliamentary appropriations."

As in the case of Air Canada and the C.B.C., the Post Office Corporation would be required to submit annual reports to Parliament, within three months of the ending of each financial year.

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1 - For example, in Parliament the existing "House rule" is that, in respect of Crown Corporations, the responsible minister may refuse to answer a question, may refuse to give reasons for the refusal, and may not be subjected to debate on his stand as they would in case of ordinary government departments.
<table>
<thead>
<tr>
<th>Year</th>
<th>Significant Development</th>
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<tbody>
<tr>
<td>1948</td>
<td>Treasury Board system for set. wages and new years in operating sections.</td>
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<td>1948</td>
<td>40 hour week for mail couriers</td>
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<td>1947</td>
<td>Closing of small rev. po's</td>
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<td>1947</td>
<td>Lin route measurement</td>
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<td>1946</td>
<td>Management reporting system</td>
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<td>1946</td>
<td>Campaign to improve mail service by Government Departments</td>
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<tr>
<td>1945</td>
<td>Distributing centers introduced</td>
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<td>1945</td>
<td>Grading pattern for rev. to seal staff</td>
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<td>1944</td>
<td>Sorting stools</td>
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<td>1943</td>
<td>L.O. Wing cases introduced</td>
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<tr>
<td>1943</td>
<td>Sorting stools for new employees</td>
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<td>1943</td>
<td>Calls required for letter carrier service reduced</td>
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<tr>
<td>1942</td>
<td>Safeman machine in Winnipeg</td>
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<td>1942</td>
<td>P.O. no longer stocks P.R. books</td>
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<td>1942</td>
<td>P.O.P. for small staff offices</td>
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<td>1942</td>
<td>Christmas mail box for lobby</td>
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<td>1941</td>
<td>Special tables for Christmas mail</td>
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<td>1941</td>
<td>Punch rack introduced</td>
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<td>1941</td>
<td>Short padded air mail paid &amp; forwarded</td>
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<td>1941</td>
<td>3rd delivery of parcels for five</td>
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<td>1940</td>
<td>Electric opal machines</td>
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<td>1940</td>
<td>Delivery of householders spread over 7 days</td>
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<td>1959</td>
<td>Discontinued listing of parcels for hotels, hospitals etc.</td>
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<td>1958</td>
<td>Bench mailing discontinued.</td>
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<td>1958</td>
<td>Bulk circulars on terminals</td>
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<td>1958</td>
<td>Residential business routes</td>
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<td>1957</td>
<td>Decentralization of B &amp; F mail from Montreal</td>
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<td>1956</td>
<td>Montreal Toronto mail train</td>
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<td>1956</td>
<td>Letter carriers may accept mail from patrons</td>
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<td>1955</td>
<td>Box service for lock box patrons</td>
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<td>1955</td>
<td>2 deliveries for regulars, codes etc.</td>
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<td>1954</td>
<td>All up service extended to 8 am items</td>
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<td>1954</td>
<td>Introduction of work measurement</td>
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<td>1953</td>
<td>Suburban service started-40 hour work week</td>
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<td>1952</td>
<td>Price machines introduced</td>
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<td>1952</td>
<td>50% a reduced-cost to O.C.</td>
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<td>1951</td>
<td>Air Parcel Post</td>
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<td>1951</td>
<td>Letter carrier-1 delivery per day</td>
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<td>1950</td>
<td>Articles of an optical or dental nature sent first class</td>
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<td>1949</td>
<td>Recording of special delivery items discontinued.</td>
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<td>1948</td>
<td>Letter carrier relay storage boxes</td>
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<td>1948</td>
<td>All up service-items up to 1 oz.</td>
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<td>Revenue Offices</td>
<td>Postal District</td>
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### NUMBER OF EMPLOYEES IN POSTAL SERVICES AS OF MARCH 31ST, 1967

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### CANADA POST OFFICE

#### ORIGINATING MAIL VOLUME

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<td>1967-68</td>
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ORGANIZATION CHART
Field Organization
Grades 7–8–9 Post Offices

- Postmaster
  - Assistant Postmaster
    - Wicket
    - Relief
    - Operations
    - Letter Carrier
## FEDERAL PERSONNEL COMMUNITY—CODE

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Note: 'T' represents Post Office; as applies to Appendices 14 to 17 also.
## PERSONNEL OFFICER DISTRIBUTION BY ACTIVITY

### AS A PERCENTAGE OF DEPARTMENT POPULATION

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<th>Staffing Officers</th>
<th>Classification Officers</th>
<th>Manpower Planning Officers</th>
<th>Staff Relations Officers</th>
<th>Personnel Services Officers</th>
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APPENDIX 15
## NUMBERS AND PERCENTAGES OF PERSONNEL STAFF
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OFFICERS EMPLOYED IN THE PERSONNEL FUNCTION

PERCENTAGE OF GENERALISTS

Departments

APPENDIX 17
THE STRUCTURE OF THE CLC-BASED SEGMENT OF THE CANADIAN LABOUR MOVEMENT

COUNCIL OF POSTAL UNIONS (1969)

C.U.P.W.   L.C.U.C.
Mail Handlers   Letter Carriers
Postal Clerks   Sup. Letter Carriers
Despatchers   P.T. Letter Carriers
P.T. Postal Clerks
P.T. Mail Handlers
P.T. Postal Helpers

Part-Timers
85% ➔ Mail Services Couriers
Claim MSCs because constitution. All employees except Letter Carriers.

Part-Timers
15% ➔
Claim MSCs because they work outside.

C.L.C. Umpire—ruled that MSCs be represented by L.C.U.C.
BASIC DEFINITIONS

PSSRB, Chapter 72, Section 2

Employee: means a person employed in the public service with the exceptions specified under (2m).

Employee organization: means any organization of employees, the purpose of which includes the regulation of relations between the employer and its employees for the purpose of the (PSSR) Act.

Employer: means Her Majesty in right of Canada.

Grievance: means a complaint in writing presented in accordance with the (PSSR) Act by an employee on his own behalf or on behalf of himself and one or more other employees for the purpose of the Act.

Strike: includes a cessation of work or a refusal to work or to continue to work by employees in combination or in concert or in accordance with a common understanding or a slowdown or other concerted activity on the part of employees designed to restrict or limit output.

Public service: means the several positions in or under any department or other portion of the public service of Canada, specified from time to time, and specified in Part 1 of the Act. Specifically, it includes Departments and other portions of the public service of Canada in respect of which Her Majesty as represented by the Treasury Board is the employer.

Bargaining Agent: means an employee organization

(i) that has been certified by the (PSSR's) Board for a bargaining unit, and

(ii) the certification of which has not been withdrawn.

Bargaining unit: means a group of two or more employees that is determined in accordance with the (PSSR) Act to constitute a unit of employees appropriate for collective bargaining.
The Right Hon. L.B. Pearson,
Prime Minister
Ottawa, Ontario.

Honourable Sir:

Since 1950 the Canadian Postal Employees' Association has been requesting full collective bargaining rights from the Government of Canada. There is a difference between our position and that of the other civil service staff associations. As you know, they request bargaining rights but advocate submitting unresolved disputes to arbitration.

However, in our opinion, it would not be in the public interest to enact legislation which would have the effect of submitting the civil service employee organizations to compulsory arbitration. It could be argued that compulsion is not a factor because all civil service staff associations, except the Canadian Postal Employees' Association, are in favour of arbitration. Nevertheless, if legislation of this nature were approved by Parliament it would, in effect, be binding.

There is much clamour, emanating from reactionary sources, that labour disputes should be settled by compulsory arbitration. If Parliament approved legislation which bound its public servants to arbitration, it would be giving, by precept, potent arguments to those whose aim is to deprive the trade union movement of its democratic rights.

Those who advocate arbitration for the settlement of labour disputes believe that strikes can be avoided by following this procedure. Elaborate arbitration procedures are practiced in several countries, Great Britain and Australia for example, but they have not prevented serious industrial strife. Mr. Carl Goldenberg, O.B.E., Q.C., in an address, "Facing Facts in Labour Relations" stated "Peaceful relations between the parties will therefore depend not on laws but on the degree to which they are willing and able to understand each other and to make compromises imposed by the facts that confront them". This is the crux of the matter. When both parties bargain in good faith, industrial strife does not develop.

There is a grave danger that arbitration in the public service of Canada may precipitate situations it is thought it will avoid. The average civil servant thinks that when collective bargaining and arbitration procedures are implemented all his problems will be solved. It is probable that disillusionment with an arbitration decision may cause a revulsion against all forms of orderly negotiations, foment great discontent and leave him a prey to irresponsible agitation. It has happened in other jurisdictions.
In our opinion, far too much emphasis is placed on the strike issue when the question of bargaining rights for civil servants is considered. Hundreds of collective agreements are negotiated each year without the strike weapon being invoked. In 1961, time lost through strikes was 0.11%. Further, the employees of the Government of Saskatchewan have enjoyed full collective bargaining rights since 1945. Collective agreements have been negotiated at regular intervals and no major dispute has arisen.

Our concern in this matter is with basic principles. The worker in a free society should not be deprived of the democratic right of withholding his labour under certain circumstances. In practice, this important right is exercised with the greatest discretion. Therefore, in this critical historical period when democracy is under attack from many directions, basic rights should not be denied any citizen because of nebulous fears.

The Canadian Postal Employees' Association believes that the enactment of elaborate legislation is not necessary to initiate collective bargaining procedures in the public service of Canada. An effective instrument is at hand; The Industrial Relations and Disputes Investigation Act. The necessary amendments having been made, the Canadian Postal Employees' Association believes it can bargain collectively with its employer in a harmonious and efficient manner within the confines of the Act.

The Canadian Postal Employees' Association requests an early opportunity to discuss collective bargaining with the Hon. J. Pickersgill, Secretary of State. I understand you have designated him to explore this matter.

Yours sincerely,

(Sgd.) W.L. Hood

W. L. Hood
National President
## COUNCIL OF POSTAL UNIONS
### SUMMARY OF BARGAINING UNIT DATA

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APPENDIX 25

PUBLIC SERVICE STAFF RELATIONS BOARD

M & C
S. & Prof.
Non-supervisory

Private Sector
Bargaining Unit

M & C
S. & Prof.
Non-supervisory

Public Sector
Bargaining Unit
(1) An employee organization wants to bargain with the employer. To do so it must first apply to the Board for certification in order to have the legal right to bargain. Once certified, the employee organization, now a bargaining agent, is entitled to bargain with the employer.

(2) The parties, the employer, and the certified bargaining agent bargain about terms and conditions of employment with a view to concluding a collective agreement which will have a specified term or life of perhaps 1 or 2 years.

(3) The parties may again negotiate together for a new contract — but there is no need for the union to be certified again before it may re-negotiate an agreement. A certification remains in effect unless and until it is revoked by the Board.
THE PUBLIC SERVICE STAFF RELATIONS BOARD

MEMBERS

J. Finkelman, Q.C.  Chairman
G. E. Gauthier  Vice-Chairman

Representatives of Employer  Representatives of Employees

P. Davis  A. Andras
(Miss) H. Cryderman  S. Frankel
J. Guilbault  J. R. Cardin
R. Doucet  E. O'Connor

The Board is charged with overall responsibility to administer the Act. One of its main functions is the determination of applications for certification made by employee organizations on behalf of employees who wish that employee organization to represent them as their bargaining agent. In so doing, the Board determines the unit of employees it (the Board) considers to be appropriate for collective bargaining.
CONCILIATION (s. 52).

Where parties are unable to reach an agreement on any term or condition that may be embodied in a collective agreement either party may in writing request assistance of a conciliator and the Chairman may appoint one to assist the parties.

It should be noted that

1. a request for a conciliator may be made irrespective of whether arbitration or conciliation board has been specified for resolution of disputes;

2. it is not a mandatory step which must be followed before proceeding to arbitration or to a conciliation board;

3. the discretionary power of the Chairman to appoint or not to appoint a conciliator is contingent upon a request being made in writing by the employer or by the bargaining agent.
PUBLIC SERVICE ARBITRATION TRIBUNAL

Chairman 
Judge André Montpetit

MEMBERS

Panel Representing Interest of Employer
Marius G. Bergeron, Q.C. (Montreal)
R. G. Herbert (Vancouver)
R. V. Hicks, Q.C. (Toronto)
Jean Massicotte, Q.C. (Montreal)

Panel Representing Interests of Employees
Robert G. Burns (Montreal)
Denis E. Coupland (Ottawa)
S. W. Jamieson (Vancouver)
W. Leonard (Regina)

For each dispute (interest dispute) the Arbitration Tribunal will consist of 3 persons – chairman (or alternate chairman) and one member from each panel.

Award is binding. No minority report permitted.

member representing the "employer interest"

chairman
(or alternate chairman)

member representing the "employee interest"
CONCILIATION BOARD

A tripartite board is established for each dispute (interest) referred to conciliation. One member is nominated by one party and one member by the other party. These two may select a chairman or failing agreement the Chairman selects a chairman.

The report is the report of the majority. Recommendations not binding.
Minority reports not prohibited.

Member nominated by employer  

Member nominated by bargaining agent  

chairman
Certification
---
Consider question of designated employees

Dispute Process Specification

Notice to Bargain
---
Settle question of designated employees

Negotiations

Agreement
---
Dispute
---
Dispute Settlement

---
Arbitration Tribunal
---
Binding Award

---
Conciliation Board
---
Board Report Recommends (not binding)
---
Strike
---
Agreement
ADJUDICATION PROCEEDINGS

Chief Adjudicator
Adjudicators

or

Adjudicator named in any collective agreement

References to Adjudication

(1) Employee grievances referred to adjudication after the final step in the grievance procedure

(a) collective agreement grievances

(b) grievances over disciplinary action resulting in discharge, suspension, or financial penalty

(2) Policy grievances - (s. 98) differences between employer and bargaining agent during the life of an agreement. These grievances go directly to the Chief Adjudicator.

Decision is binding on parties.
Chairman: The Hon. Justice André Montpetit (Montréal)

Panel Representing Interests of Employer

M.G. Bergeron Q.C. (Montreal)
R.V. Hicks Q.C. (Toronto)
I.M. MacKergan Q.C. (Halifax)
J. Massicotte Q.C. (Montreal)
R.G. Herbert (Vancouver)

Panel Representing Interests of Employees

R.G. Burns (Montreal)
A.M. Kruger (Toronto)
W. Leonard (Regina)
S.W. Jamieson (Vancouver)
PUBLIC SERVICE COMMISSION OF CANADA
ORGANIZATION MARCH, 1969

Chairman.......... J.J. Carson
Commissioner..... R.E. Addison
Commissioner..... Y. Labonte

Public Service Commission

Secretariat
Mrs. M. Dubroy

Public Relations
L. Racine
Director

Language Bureau
G.A. Blackburn
Dir.–General

Bureau of Staff
Dev. & Training
G.G. Duclos
Dir.–General

Staffing Branch
A.R.K. Anderson
Dir.–General

Appeals Branch
J. Vinokur
Director

Admin. Branch
R.F. Smith
Director

Personnel Branch
M. Legris
Director

Asst. Director-General
Staffing Branch
D.R. Taylor

Admin. & For. Serv. Unit
AS/PM – E.B. Meredith
PE/IS – A.R. Slater
Fl/PG – J.G. Falardeau
OM/CS – S.T. Ferguson
FA/CO – E. Coffin
AMRDP –

Director of Planning
G.R. D'Avignon

Selection Standards
– R. Aupy
Planning & Special Projects
– F. Libera
Delegation & Monitoring
– G. Broadley
Selection Procedures & Testing Services
– C. Prefontaine
Management Information Service
– A. Martin
Computer Systems Development Division
– G. Guruprasad

Sen. Staff Off.
J.R. Neville

Exec. Prog.
D. Morley

Soc.–Econ. Prog.
R.H. Laken

Bio–Phy. Prog.
D.H. Laughland

Univ. Liaison Off.
J.Y. Harcourt

App. Sciences
J.F. Godsell

D.L. McGivern
<table>
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<th>Year</th>
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<th>United States</th>
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<td>N/A</td>
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N/A = Information not available.
*Less than 0.1 per cent.
Sources: See Tables 16 and 19.
## Strikes and Lockouts in Canada

### 1945-1968

<table>
<thead>
<tr>
<th>Year</th>
<th>Strikes and Lockouts</th>
<th>Workers Involved</th>
<th>Duration in Man-Days</th>
<th>Man-Days as a Percentage of Estimated Working Time</th>
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<tr>
<td>1945</td>
<td>197</td>
<td>96,068</td>
<td>1,457,420</td>
<td>0.19</td>
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<tr>
<td>1946</td>
<td>226</td>
<td>138,914</td>
<td>4,515,030</td>
<td>0.54</td>
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<td>1947</td>
<td>234</td>
<td>103,370</td>
<td>2,366,340</td>
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<td>1948</td>
<td>154</td>
<td>42,820</td>
<td>885,790</td>
<td>0.10</td>
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<tr>
<td>1949</td>
<td>135</td>
<td>46,867</td>
<td>1,036,820</td>
<td>0.11</td>
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<tr>
<td>1950</td>
<td>160</td>
<td>192,083</td>
<td>1,387,500</td>
<td>0.15</td>
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<tr>
<td>1951</td>
<td>258</td>
<td>102,793</td>
<td>901,620</td>
<td>0.09</td>
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<td>1952</td>
<td>219</td>
<td>112,273</td>
<td>2,765,510</td>
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<td>1953</td>
<td>173</td>
<td>54,488</td>
<td>1,312,720</td>
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<td>1954</td>
<td>173</td>
<td>56,630</td>
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<td>1955</td>
<td>159</td>
<td>60,090</td>
<td>1,875,400</td>
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<td>1956</td>
<td>229</td>
<td>88,680</td>
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<td>1957</td>
<td>245</td>
<td>80,695</td>
<td>1,477,100</td>
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<td>1958</td>
<td>259</td>
<td>111,475</td>
<td>2,816,850</td>
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<td>1959</td>
<td>216</td>
<td>95,120</td>
<td>2,226,890</td>
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<td>1960</td>
<td>274</td>
<td>49,408</td>
<td>738,700</td>
<td>0.06</td>
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<tr>
<td>1961</td>
<td>287</td>
<td>97,959</td>
<td>1,335,080</td>
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<td>1962</td>
<td>311</td>
<td>74,332</td>
<td>1,417,900</td>
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<td>1963</td>
<td>332</td>
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<td>1964</td>
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<td>1965</td>
<td>501</td>
<td>171,870</td>
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<tr>
<td>1966</td>
<td>617</td>
<td>411,459</td>
<td>5,178,170</td>
<td>0.34</td>
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<tr>
<td>1967</td>
<td>522</td>
<td>252,018</td>
<td>3,974,700</td>
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<tr>
<td>1968</td>
<td>582</td>
<td>223,562</td>
<td>5,082,732</td>
<td>0.32</td>
</tr>
</tbody>
</table>

*1Strikes and lockouts in existence during year.

Source: Canada Department of Labour, Economics and Research Branch, *Strikes and Lockouts in Canada* (Ottawa, Queen's Printer, Annual).
### STRIKES
#### POST OFFICE DEPARTMENT
#### 1965 to 1969

<table>
<thead>
<tr>
<th>Year</th>
<th>Period Covered</th>
<th>Persons Involved</th>
<th>Duration Mandays</th>
<th>Comment</th>
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</thead>
<tbody>
<tr>
<td>1965</td>
<td>July 22-Aug. 9</td>
<td>12,248 (Letter Carriers and Postal Employees Associations (C.L.C.))</td>
<td>89,830</td>
<td>Canada-wide</td>
</tr>
<tr>
<td>1966</td>
<td>—</td>
<td>—</td>
<td>—</td>
<td>—</td>
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<tr>
<td>1967</td>
<td>Nov. 7-Nov. 9</td>
<td>635 (Letter Carriers (Locals) (CLC))</td>
<td>1,270</td>
<td>Hamilton, and Niagara Peninsula</td>
</tr>
<tr>
<td>1968</td>
<td>a) June 15- June 17</td>
<td>113 (Letter Carriers (CLC))</td>
<td>60</td>
<td>31 workers in Oakville, Ontario.</td>
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<tr>
<td></td>
<td>b) July 18- Aug. 8</td>
<td>24,000 (Council of Postal Unions (CLC))</td>
<td>360,000</td>
<td>Canada-wide</td>
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<tr>
<td>1969</td>
<td>March 7- March 12</td>
<td>1,309 (Letter Carriers Various levels)</td>
<td>2,780</td>
<td>Various Centres, Ontario, Manitoba, and Saskatchewan</td>
</tr>
</tbody>
</table>

---

July 1969 & Sept. 1969
Source: Economic Research Division & Labour Organization Division
Through the good offices of Messrs. F.J. McKendy and M. Caro.
SELECT BIBLIOGRAPHY


Mussolf, Lloyd M. *Public Ownership and Accountability,* Massachusetts. 1969.


