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Fifty-four participants met to consider counseling and training for women who were entering or re-entering the labor force after varying periods of time devoted to their families, and the need for day care services and facilities for children of working mothers, provision for maternity leave, and part-time work. Presentations were: (1) "Women in the Labour Force--Comments on Developments," by H. Trainer, (2) "Counseling and Training for Women Entering or Re-Entering the Labour Force," by E. McLellan, (3) "Day Care Facilities and Services for Children of Employed Mothers," by F. Manson, (4) "The Development of Maternity Leave in the Civil Service of Canada," by D. Caldwell, (5) "Labour Legislation and Part-Time Workers," by E. Woolner, and a panel discussion on part-time work. It was concluded that there is a need for further study of the culturally disadvantaged, attitudes toward working women, the effect of maternal employment on children, the occupational outlook for women, and the effect of part time work on productivity. Social policies were recommended to improve services and facilities in vocational guidance and counseling, strengthen existing day care services and establish additional centers, and provide maternity leaves. Precises, comments, questions, and discussions of each presentation are included. (FP)

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Report of a Consultation

on the

**EMPL. YMENT OF WOMEN WITH
FAMILY RESPONSIBILITIES**

held

(February 17, 1965)

ED023811

Under the Auspices of

THE WOMEN'S BUREAU
DEPARTMENT OF LABOUR OF CANADA

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R E P O R T

Consultation on The Employment of Women with Family Responsibilities
Women's Bureau, Department of Labour of Canada
February 17, 1965.

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I N T R O D U C T I O N

Year by year over the past decade in Canada women with family responsibilities have entered the labour force in impressive numbers. The majority seek employment because of economic necessity; others choose to work for various reasons, irrespective of economic need. Whatever their personal motivation, without them, particularly those with specialized skills and training, many of the vital services of community life could not be maintained.

Despite this growing trend, social attitudes towards such women remains highly ambivalent, and, on the assumption that woman's place is exclusively in the home, they are often subject to discrimination in employment. The fact is that, along with their responsibilities in the labour force, they continue to fill an indispensable role in the home. To ensure their position in employment, therefore, as well as to safeguard the health and welfare of themselves and their families, policies and services are needed to assist them in combining the two roles.

This whole subject is a matter of interest and concern not only in Canada but in practically all of today's world, whatever the stage of industrial development in a particular country. It has, therefore, been engaging attention at the international level.

Last year the International Labour Conference, as part of an agenda item on Women Workers in a Changing World, approved, for submission to Member States of the Organization, proposals for a Recommendation concerning the employment of women with family responsibilities, which defines appropriate policies and services directed towards enabling them to work outside their homes without being subject to discrimination. In June 1965 the Conference will discuss these proposals a second time in light of the replies from governments with a view to the adoption of a Recommendation.

The Organization for Economic Co-operation and Development (OECD), another international agency of which Canada is a participating member, is also giving consideration to various aspects of the subject in relation to its concern with the effective development and use of womanpower.

These concerns at home and abroad gave rise to the decision of the Women's Bureau to call together a group of strategically placed individuals in a Consultation on The Employment of Women with Family Responsibilities on February 17, 1965.

To approach the subject as practically and realistically as possible the Women's Bureau selected for discussion four issues which for us in Canada are particularly urgent:

Counselling and training for women who enter or re-enter the labour force after varying periods of time devoted to their families.

Such women need special counselling and training to enable them not only to find a job but through employment to make a constructive contribution to the economy. Moreover, the changing place of work in women's lives means that girls still in school must give special attention to long-term plans for study and work, thus introducing into the discussion an additional facet of counselling and training.

Day care services and facilities for children of working mothers.

Mothers of both pre-school and school-aged children who take up employment outside the home need to be assured of competent care for their children as does the community, for which the welfare of children is a particularly urgent concern.

Provision for maternity leave.

To ensure continuity in employment for women whose working life is interrupted by pregnancy and child birth, provision for maternity leave, with adequate protection for the health and welfare of both mother and child, is essential.

Part-time work.

For many women with family responsibilities, part-time work in ranges of hours that fit in with family responsibilities may be a solution for the combining of home and work.

Women with training and experience in particular fields who otherwise would be unable to accept employment, may, through the adoption of part-time schedules, become an important resource of skilled personnel. There are situations also in which part-time work may meet the employer's needs more satisfactorily than full-time work.

At the same time part-time work may result in complexities of administration, the threat of fragmented jobs and of competition resulting from sub-standard conditions of work, even the postponement of social innovations that might facilitate the full-time employment of women with family responsibilities.

The subject is one, therefore, that should be kept under continuing review so that policies may be devised to minimize the disadvantages, while constructively exploiting the advantages.

These four subjects were introduced by persons with special competence against the background of comment on changes in women's participation in the labour force since 1954, the year in which the Women's Bureau was established.

As a guide to discussion and to provide a framework for the summary of the consultation, participants were asked to orient their thinking towards:

- areas requiring further study and research;
- directions for social policy;
- how to develop broader understanding of the problems involved and build a climate of opinion conducive to constructive action.

The Report which follows includes "precis" of the talks that were given, each followed by comments, questions and discussion, and the final summary.

Full texts of the speeches as listed under Further Reading are available on request.

It is our hope that the material may be widely used to stimulate further thinking and lend direction to research and social action appropriate to the needs of today's working women and their social environment in a changing Canada.

Marion V. Royce,
Director,
Women's Bureau,
Department of Labour.

Department of Labour,
Ottawa, Canada,
March 23, 1965.

Women in the Labour Force - Comments on developments, 1954 - 1964
Miss Helen Traynor, Assistant to the Director of the Women's Bureau

Précis

In 1964 the working woman in Canada was one of almost 1,900,000 women, comprising 28.8 per cent of all those employed. Women in the labour force, which includes both persons at work and those looking for work, made up 30.5 per cent of the female population 14 years of age and over - 6,418,000.

From 1954 to 1964 both the numerical and the percentage increase in the number of working women was greater than that of men. The addition of 700,000 women represented an increase of 58.4 per cent, while 652,000 additional men meant an increase of 16.1 per cent in the male labour force.

Geographically, Ontario accounted for almost 40 per cent of the total female force, Quebec almost 27 per cent. The Atlantic Region, less industrialized, had only 8 per cent of the total.

As to age, 32.3 per cent of the total were between 14 and 24 years of age, though relatively few were below the age of 17. The next highest age group was that from 35 to 44 years, a change from 1954 when the 25 to 34 year olds were the second highest group. Explanation of the drop in the latter group may be found in the decline in the birth rate from 1930 to 1939 and also in the increased labour force participation rate of women over 34 years.

The highest participation rate was in the 20 to 24 year group, while that of the 45 to 54 year group came second. The participation rate of this latter group climbed from 31.1 in 1954 to 35.9 in 1964.

Every fifth woman in the labour force in 1964 worked part time, i.e. less than 35 hours a week. In 1954 approximately every eighth woman worked part time.

The participation rate of single women was twice that of married women. Only 24.2 per cent of all married women were in the labour force compared with 48.5 per cent of the single women. However, married women made up 51.2 per cent of all women in the labour force. In 1959 single women were the highest group at 45.3 per cent.

The service industry sector of the economy is the largest employer of women. The number of women in this sector almost doubled from 1954 to 1964.

Occupationally clerical work is the largest field for women. Over the 1954-64 period the number of women in clerical occupations increased by more than one half.

The young woman of 17 to 24 years old is most often either a stenographer, typist, clerk or office machine operator, or she may be a waitress, hairdresser or hotel chambermaid, depending upon the level of her education.

The woman of 35 to 44 years who has remained in the work force will probably have found a niche, but the one in the same age group who is about to enter or re-enter the labour force is likely to be perplexed. She does more soul searching than the young girl who tends to think in terms of a job until she marries. A product of our time, this woman has no tradition to fall back upon in her desire to enter the labour force in middle life, and she is desperately in need of counselling.

Women of the in-between group, 25 to 34 years old, are likely to have young children and the question arises whether suitable arrangements exist to care for them while the mother is at work,

In the case of 17 to 24 year olds, many of whom marry early, similar problems may arise, and for both groups there is the problem of what happens when a woman becomes pregnant. If she wishes to continue working after the birth of her child, has she security of employment? How long may she remain away from work? Will she lose her seniority and other accrued benefits?

Finally, is part-time work the answer? In the fact that more women are working part time, is there a forecast of the future for all workers? One may ask whether chance, foresight or feminine intuition has caused the majority of women to choose jobs in the service producing industries, to which men are now turning because of the decline in goods producing industries. In any case we now have increasing numbers of collective agreements that include provisions for shorter hours.

* * * * *

Counselling and Training for Women Entering or Re-entering
the Labour Force - Findings of a Survey
Mrs. Ethel McLellan, Director, Women's Bureau,
Ontario Department of Labour.

Précis

To obtain information about women's employment attitudes and expectations, the Women's Bureau of Ontario conducted a survey* at the 1964 Canadian National Exhibition in Toronto. In order to perform a service as well as to gather information, it was decided that job counselling would be the best kind of help that could be given.

During the period from August 21st to September 7th, 3,500 women came to the booth and contributed their opinions. About one woman in five was interviewed personally.

The counsellors, who were experienced guidance teachers from the secondary schools of Metropolitan Toronto, had been provided with a reference book including job descriptions, qualifications and training for over 100 occupations usually performed by women in the clerical, sales, service, industrial and professional fields, together with information about labour laws in Ontario and vocational and social services having to do with employment. Before the Exhibition a one-day training course was given to explain interview techniques and acquaint the staff with the Department of Labour so that they could answer questions which might arise.

* The printed report of this survey, What do Women Think About Working, may be obtained on request from the Women's Bureau, Ontario Department of Labour, 8 York Street, Toronto 1, Ontario.

The women who responded were mature, urban and educated. The majority were married, lived in a city, were in the age group of 35 to 54, had children over the age of six and had received a minimum education of Grade 12.

1. Comparison with DBS Survey - The Survey applied to the third week in August, 1964, so that it would coincide with the regular monthly labour force survey done for all of Canada by the Dominion Bureau of Statistics. Despite differences in the composition of the two samples, the results were very similar in both surveys.

2. Education - Eighty-four per cent of the 3,500 women had completed Grade 10; 57 per cent Grade 12, and 20 per cent had attended university or had other post-secondary school education or training.

3. Employment experience - Only one per cent of the respondents had not had work experience. They were almost equally divided between those currently in the labour force and those who were not. Of those not in the labour force, 78 per cent indicated an interest in employment, and 25 per cent had worked at some time within the last year. Ninety per cent of the women who said they wanted to work had some idea what they wanted to do and how to find a job. Preferred sources for locating employment were equally divided between answering help-wanted newspaper advertisements and applying directly to a firm.

4. Training - Ninety-five per cent of the sample recognized the importance of training. Two out of three women indicated willingness to take training. Specific requests for training were made by 1,314 women: of these, 62 per cent were in the clerical and sales

category; 21 per cent in professional fields; 14 per cent in service occupations, and 3 per cent in manufacturing occupations. Requests for training in general office work, typing and the use of business machines accounted for 35 per cent of all requests.

The most common requests for training were in 20 different occupational fields, which are listed below in numerical order of demand:

General Office	Secretarial	Shorthand	Public Relations
Typing	Bookkeeping	Administrative	Seamstress
Business Machines	Social Work	Nursery Work	Receptionist
Teaching	Sales Clerk	Practical Nursing	Stenographer
Nursing	Nurses' Aide	Hairdressing	Library

5. Clerical occupations - Office jobs were by far the most popular. Of the respondents not working but interested in a job, 57 per cent would have liked positions in the clerical and sales category, 80 per cent specified office jobs. Sales clerks and cashiers accounted for the remaining 20 per cent. ✓

6. Teaching, Nursing, Social Work - These traditional professional fields for women were next in demand to clerical work.

7. Women with family responsibilities - Most women with family responsibilities who were ready for employment had children who were in school or grown up. Only 15 per cent had pre-school children and three out of four of these women were not working. Mothers of pre-school children tended to regard employment as a possibility only after their children had reached school-age.

8. Part-time work - Of the women who were employed, 64 per cent were working full time. Of those who wished to work, however, only 26 per cent were interested in full-time employment, whereas 74 per cent wanted part-time work. ✓

9. Reasons for working - Economic reasons for working were given by 52 per cent of the respondents, while 40 per cent ✓ indicated self-fulfillment and enrichment; the remaining 9 per cent regarded employment as a means of maintaining or improving skills.

10. Day care services - Fifty-four per cent were in favour of community supported low-cost day care for children, 34 per cent were opposed, and 12 per cent were undecided about such a service. These responses were the same for all age groups.

The comments indicated that the concept of day-care was not fully understood and that personal conflict existed in the matter of a mother's responsibility for looking after her own children.

Mothers of children under the age of 14 were asked how they would use day care facilities: 34 per cent answered that they would use them in order to go to work; 3 per cent would take training, and 63 per cent replied that they would not use day care services.

Employed mothers with children under 14 were asked about arrangements for care of their children: 4 per cent of the children were in day care centres, 16 per cent were cared for in another home, and 80 per cent were looked after by some member of the family.

Counselling results - Counsellors derived much satisfaction from helping women to clarify their attitudes about work. In the main they felt that women needed assurance as to their ability and acceptability for employment. There were many cases of women feeling guilty because they were content and did not want to seek employment. They were assured that not every woman wants to work, nor does she find satisfaction in paid employment. Only one per cent of the respondents, however, had not had some work experience.

Some of the frequent problems were:

Age discrimination - Older women had found that once a woman passes the age of 40 it is difficult to find a job even though she has the required skills, training or experience. The difficulty increased with every year and was most serious for women in their sixties.

What can I do? - Some wished to take an aptitude test, and many stressed the need for more adequate counselling services.

Where to look for a job - Lack of knowledge about where to start looking for a job was one of the most frequent problems, especially for those who wished to enter a field in which they had had no prior experience. Typical cases were:

- University graduates who had never worked.
- Women who wanted to get started in a field such as commercial art.
- Women who wanted to go into social work but who had had no training or experience.

Training - How to obtain more education or training to refresh skills or acquire new ones.

Job interviews - How to arrange and how to conduct oneself.

Advancement to higher positions.

Part-time jobs - Where are they available?

The high cost of day care for children.

Those who received counselling interviews expressed particular attitudes and needs. Some of these were:

- Bitterness towards employers because of age discrimination, particularly among those over 40.
- Criticism of employers for lack of enforcement of equal pay.
- Resentment of the cutting of hours following the introduction of minimum wage legislation.

- A sense of frustration because employers wanted experienced help but would not give inexperienced workers an opportunity to gain experience, however willing they might be.
- Indignation because of the refusal of many employers to consider women for promotion. Employed women sought advice on how to advance to better positions or to greater responsibility levels; some wanted to know how to change to more interesting work.
- Unmet need of supplementary welfare assistance among women with few resources and heavy responsibilities.
- Criticism of government re-training programs as not equipping them for the positions they had hoped to have.

In retrospect the concensus of the staff was that they had assisted visitors in clarifying their views on work by giving advice on how to go about finding jobs and applying for them and in encouraging women to further their education or to undertake vocational training. Many women had appreciated having an opportunity to discuss their problems with an "outsider". They were gratified that someone was taking an interest in their position and providing such a service.

Question - Comment - Discussion

Have we no adventurous women in our society?

Respondents in the Ontario survey showed remarkable resemblance to Miss Traynor's "femme typique", especially in respect to occupational choices.

A participant commented, "Women need a great deal of help to acquire confidence to move into new and different fields of work. Social pressures are against living dangerously, even to the extent of departing from traditional paths."

"I think an important area of exploration is the study of attitudes of one group towards the other - the attitudes of the woman who is fully satisfied at home towards the woman who is working and vice-versa", said another speaker. "This whole matter of inter-relationship and attitudes seems to me fundamental to the fulfillment of women as a whole within today's society".

The girl makes the woman

What is happening to girls in school today in their outlook towards work?

A high school counselling official replied, "We try to get them excited about conditions in a changing world and not to be afraid to explore new fields. However, most of them have probably always wanted to be a nurse or a teacher or to work in an office. They think that these traditional fields will be more apt to provide a nice secure job any time they drop back into the working world after having been away from it."

The university student was brought into the picture: "I'd like to add a word about "pass B.A.'s". They seem to have been given the idea that a straight B.A. is all they need to write their ticket in this world. Vocational counselling right in the university could acquaint them with the fact that they need either professional training beyond the B.A. or the acquisition of some marketable skills before they are employable at the level they anticipate. If they were brought to realize that they are likely to work for at least 25 years, then summer employment could be worked more effectively into a total plan. I'm sure they are intelligent enough to work this out, but they are confused by what they are told and even more by what they are not told".

Will men take so-called women's jobs?

A man who had read the Department of Labour publication, "Occupational Trends in Canada 1931 to 1961", recalled that women's employment in the professional fields had fallen off as they entered more and more jobs in clerical and service areas. What would be the future employment prospects for women if men were to move in greater numbers into the so-called women's professions, such as nursing and teaching? "Women are certainly getting more jobs in service areas", he added, "and with long hours and hard work too. Would women be acceptable in the "masculine" professions such as engineering?"

We might give some thought to the employer's situation

"In a field such as engineering a graduate's training nowadays is valid for about five years. Up-dating of training and experience must be practically continuous. Considering new applicants, therefore, the employer chooses those who give promise of permanency; from purely economic and practical reasons it seem obvious that his choice will be a man rather than a woman.

Another speaker asked what guarantee an employer would have that a man would not transfer to another field. The reply came back that, even when conditions are equal, with women there is always the additional hazard that it is they who bear children.

Another participant urged education of the public in respect to the possibility of a woman remaining in continuous employment with suitable intervals for maternity leave. She reminded the group also that there are women who do not marry and who, therefore, are more than likely to continue in employment, depending upon their own abilities, ambitions and financial status.

Still another speaker took up the question of the employer's reluctance to take the risk of training women - a reasonable attitude, she thought. At the same time, there are women who would be interested to get into such a profession as engineering but do not have the opportunity. Studies might well be undertaken to discover ways in which women who are interested could be helped to enter such fields without penalizing the employer, if a woman were to decide suddenly that she wanted to marry and not continue her professional training.

Concern for the woman from an impoverished background

"Our surveys do not reach the culturally deprived woman. Often she has no more than Grade 2 or 3 education and, for reasons that have nothing to do with her inborn intelligence, she goes through life thinking she is stupid. She may need public assistance; she may want to work right now or when her children are older, but fear of failure prevents her from asking for what she wants. This group is one whose needs should be further explored".

Are existing counselling services adequate to the need?

"In more than 200 cities and towns in Canada where the National Employment Service has offices, there are facilities for counselling about employment, training and re-training. This service has not been nearly as effective as we would like to have it, but it is about to be transferred from the Unemployment Insurance Commission to the Department of Labour, and there are good prospects of its obtaining more and better staff. If people think that the National Employment Service is not doing its job well, they should make representation to the responsible authorities to have the service improved".

Another speaker advocated supplementary experimentation: "I'd like to see a pilot project in which a small number of women would undergo intensive interviewing and aptitude testing and be exposed to some reading, writing and arithmetic to get a rough idea of the level at which they must begin."

"If they want to go back to school they need to know what the cost would be. If they have children they have to work through the problem of what it would mean to them. For some women to leave their children would be very difficult, for others it might be bad, while in some cases the result might be all to the good."

"The fact is that very few women really know what they can do. They have been told by their husbands and children how stupid they are. Many want to go back to work without knowing any of the things we have been discussing here, such as that in five years they would probably have to take re-training. Perhaps women want to try part-time work to find out what they can do. The waves of tradition support ideas of what they are supposed to do or not to do. All these questions have to be clarified, and it takes time. I do not think we can do this as quickly as we are trying to do it."

Still another person directed attention to the problem of a woman in a professional field who has married and stayed at home for several years. "When she goes back she finds the world pretty rough. Everybody else is ahead of her. Those who have stayed in the profession are much better than she. What she needs most is a way of keeping abreast of developments in her profession while she is at home. Then perhaps, she would not have the feeling of being cut off from everything, which makes it so much harder to go back."

Group counselling was suggested by another participant as a way of tackling some of these problems.

What do we know of the effects on children of a mother's employment outside the home?

It was strongly urged that further research be undertaken into this whole matter. "We tend to assume that the effects are unfavourable and almost bound to be so," said the speaker. "But have we any right to make this assumption as flatly as we do? To be sure it is an area of research where there are many variables. Perhaps there could never be definitive answers, but steps should be taken to fill in the gaps of our knowledge and understanding of what is involved."

Day Care Facilities and Services for Children of Employed Mothers
Mrs. Freda Manson, Assistant Executive Director,
Ontario Welfare Council

Recently the Social Planning Council of Metropolitan Toronto conducted a study of social needs and resources in the municipalities that comprise the metropolis. The purpose of the study, one of the most comprehensive of its type ever undertaken in Canada, was not only to assess existing needs and resources but also to chart further needed developments for the ensuing five years, until 1967.

Information gathered from more than 100 health and welfare organizations, both voluntary and public, and area social planning councils, provided projections of needs and estimates of the resources required, together with suggestions for co-ordination and planning. Since Metropolitan Toronto includes almost 10 per cent of the total population of Canada, the findings have much more than local significance.

Mrs. Manson, a social worker on the staff of the Council at the time of the study, drew upon that experience in presenting the subject of day care.

Following are highlights from Mrs. Manson's talk:

The lack of adequate resources for day care of children was one of the areas of need most frequently identified in the study. A high proportion of employed mothers, most of them working because of economic need, were found to have young children. The provision of adequate care for their children was, therefore, a social necessity.

Contrary to general opinion, submissions made to the Council indicated that neither the existence of day care facilities nor the lack of them seemed to affect women's decisions to seek employment outside the home.

Types of care recommended - The study revealed a variety of needs for child care and it was recognized that several types of care should be made available.

- Day nurseries providing all-day group care, with a hot meal at noon and supervision of the children from 7:30 a.m. until 5:30 or 6:00 p.m.
- Family day care (sometimes called foster home day care) to provide individual attention for children who are too young or who for other reasons cannot fit into a group program. This type of care is being provided at present by three voluntary social agencies in Toronto. For these agencies compliance with the best standards of child welfare is required in order to qualify for participation in the United Appeal Fund.
- After-school care for school aged children. Several day nurseries in Metropolitan Toronto provide this type of care, but existing facilities were found to be insufficient.
- Day camps in the summer holidays for children who during the other 10 months of the year would be in school.

Under the Ontario Public School Act there is permissive authority to set up junior kindergartens for children of three or four years. Also, nursery schools, organized on a voluntary basis, often through a parents' cooperative, exist in some numbers. These may be used for the care of younger children whose mothers work part time. If the mother's hours do not coincide with school hours, however, the child may have several caretakers in one day.

Legislation governing standards of child care - Legislation defining the requirements for licensing day nurseries and nursery schools exists in five provinces. (See Women's Bureau Bulletin No. XI - "Day Care Services for Children of Working Mothers"). These laws require certain standards of physical accommodation and staff qualifications. In addition the Ontario Day Nurseries Act provides for re-imbusement by the province of 50 per cent of the net expenditure for the operation by a municipality, or by a voluntary agency sponsored by a municipality, of a day nursery that meets the required standards.

Problems - There are some nurseries that are operated on a commercial basis for parents who are able to pay for the service. Licensing regulations apply to these as well as to those that receive community support. A problem that arises in the Ontario law, however, is that, while persons operating an unlicensed day nursery or one that does not comply with the standards set forth in the Act are subject to a fine, the Act does not clearly set out with whom responsibility lies for disqualifying a nursery. Also there is no provision for the licensing of private families who offer paid accommodation for children. All homes providing care for children should be licensed and should be required to meet standards that are set out clearly.

Ontario is the only province that provides financial subsidy for day care. This provision covers operating costs only, however, and municipal authorities have not always been willing to provide the capital funds necessary to establish nurseries.

Zoning restrictions in many localities prevent the establishment of day nurseries close to where working parents need them.

The greatest problem is that the community as a whole remains unaware of or indifferent to the need for day nurseries for children whose mothers are employed.

Assessing the need - Surveys to discover the extent of the need have proven costly since a door-to-door canvass is the only reliable method of locating mothers who are employed outside the home. Moreover, because mothers are highly sensitive about admitting dissatisfaction with the day care arrangements they have

made, the results are of only indifferent value. The Social Planning Council found health and welfare organizations that are in touch with large numbers of working mothers to be an excellent source of the needed information.

Newspaper advertisements, whether seeking care or offering care, have proven useful in estimating the extent and nature of the need in a number of communities.

Industries and institutions may be able to assess the need among their employees. For example, the Riverdale Hospital for the Chronically Ill, recently opened in Toronto, has set up its own nursery. The hospital had been "all set to go" but was unable to obtain necessary staff. Having a day nursery within the hospital has made possible the recruitment of women with small children who are trained nurses or laboratory technicians but who, without adequate provision for child care, would have been unable to accept employment.

The best way to discover the extent of need is to initiate a service; soon the demand outstrips the available resources.

Values and components of high quality child care service -

Good day care service offers more than just good physical care and protection; it is not merely a "hotel service" for children. The competently staffed day nursery draws upon the insights of childhood education. Parents may receive help in child-rearing through the counselling which is an important component of a good day care service, whether it be a nursery or a family day care program.

Moreover, good day care service can often prevent the separation of children from their parents. In many cases it provides the only stable relationship that children experience with adults.

Suggestions for action

- Information regarding need for day care should be collected and the results made known. The appropriate social agencies are likely to be the best source of information. The co-operation of various industries and enterprises may often be enlisted in finding out how many of their employees have young children and whether they need help with the care of their children. It is unnecessary to undertake costly surveys.
- Judgment should be made with respect to the most urgent need, whether it be for pre-school or school-aged children, and the most appropriate means of meeting the need.
- Better use could be made of school facilities for school-aged children, if supervision were provided at the noon recess and after school, with a hot meal at mid-day.
- Zoning by-laws should be revised to make possible the setting up of day care centres in areas where they are needed.
- Voluntary groups and citizens can do a great deal to interpret the need for day care of children, as it comes to their attention, and to support efforts to establish adequate services.

Questions - Comment - Discussion

Attitudes towards the employed mother

"We shall never get anywhere with this problem of day care until we resolve our conflicting attitudes to the working mother". The speaker continued: "Reluctance to accept the need for day nurseries is the real obstacle to action. We do not accept the fact that substantial numbers of mothers of young children are employed. We have laws that set up certain controls for child care services, but they are not designed to encourage the establishment of the services that are needed. Social policy in this as in many other matters needs to be clarified. We have to decide what kind of policies are most appropriate to our Canadian situation".

A broader approach to the question

"Discussion of day care for children is focussed too narrowly on charitable needs in the community. We need day nurseries whether or not mothers are employed".

The speaker recounted her experience in helping a group of parents to set up a co-operative nursery in the community where she lives, where few mothers are working outside their homes.

Another participant similarly questioned the presumption of differences between women who stay at home and those who do not, adding: "Such services should be for all women whether they are employed or not".

Standards of child care, including training of personnel

One speaker stated that in some countries in Europe it had been found that children placed in day nurseries were less well developed than children brought up in their own homes. A social worker responded, however, that it is the quality of care that is the key to the development of the child. The Institute of Child Study in Toronto has found that children in its nursery program have considerably greater maturity at the age of five than those who have not had such experience. The remarkable development of children in the kibbutzim in Israel was also cited.

The strategic importance of the quality of child care was further emphasized:

"We must decide what standards of day care we want not only in the very important matters of space, equipment, buildings, but also in light of our knowledge of the needs of children and of families. Questions of staff qualifications, both as to personality and training, are extremely important. Much thought should be given to the content of training and also to standards of counselling for parents, not specifically vocational counselling but counselling related to the needs of the family. These matters should be the subject of study and research at the very beginning of our exploration of the problem. Then what kinds of day care would be most appropriate could be decided in light of evaluation of the needs."

Freedom of choice for a woman - whether or not to work for pay outside her home

The payment of a "social wage" to mothers to enable them to stay at home, as is done in several European countries, was suggested as an alternative to facilities for day care. One speaker in advocating this policy emphasized the importance of freedom of choice for a woman, suggesting that the individual should be able to choose which form of assistance she would prefer.

Still another person, supporting this point of view, believed that the "social wage" should be considered from the point of view of its contribution to equality of men and women in the labour market. At present, higher wages for men were justified on

the grounds that the man is the wage earner of the family. A "social wage", however, was not, in the speaker's opinion, an alternative to the availability of child care facilities to assist the woman who finds self-fulfillment in her work.

Yet another type of solution

One participant believed that the woman who goes out of the home to work in order to buy a few extras or to have more money for the household, thus supplementing her husband's too meagre earnings, may help to keep the wages of the latter at a low level. "From a trade union point of view", she said, "the needs of the family as a whole are good reason for pressing for better wages".

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The Development of Maternity Leave in the Civil Service of Canada
Miss Dorothy Cadwell, Pay and Standards Branch,
Civil Service Commission

Précis

Only in comparatively recent years has the question of maternity leave required the attention of the Civil Service Commission. Up until the Second World War married women who were not self-supporting were employed only in special circumstances and the number of pregnancies in the Service was inconsequential.

War changed this situation. Married women were employed in increasing numbers and in 1941-42 "maternity leave regulations" were developed. The chief provisions were that the employee must cease work at least two months before the birth of her child. She retained her right to re-employment on production of a medical certificate to the effect that the child had been weaned and no longer needed the mother's personal care. She had preference in employment over new entrants to the Service and on re-employment was to be considered as having had continuous service.

Many of the women who were granted leave did not return to employment for several years. For them to carry forward preference in employment for an indefinite period was regarded as impractical and inequitable. In 1945, therefore, the rules were altered to provide that, if a mother failed to return to work within a year following child birth, she would have no claim to future employment.

Later, the wartime emergency past, the regulation requiring a woman to resign on marriage was again enforced. A woman could not be retained after marriage without special authority and maternity provisions became relatively unimportant. Except for occasional questions regarding the receipt of unemployment insurance benefits by pregnant women who had been required to cease duty in the Civil Service, the subject was comparatively dormant until November 1955. At that time the regulations restricting the permanent employment of married women were revoked and absences for maternity reasons became more frequent.

In June 1958 the Civil Service Regulations were amended to provide for the granting of maternity leave without pay. Leave was to begin two months prior to the expected date of the birth, and the employee was required to return within six months afterward. Certain modifications of the two-month period prior to date of birth were authorized by reference to medical advice and with the consent of the departments involved.

Maternity leave was not an entitlement, however, until 1962 when, with the promulgation of a new Act and Regulations, the right was established. Further it was ruled that an employee may be granted sick leave when complications related to the pregnancy occur during the first seven months after conception.

The proposal that maternity leave be an entitlement was opposed by some departments for two reasons: (1) that a replacement would be required during the employee's absence and further disruption occasioned on her return and (2) that the efficiency of the employee and her value to the department would be impaired by a prolonged period away from her functions. On the whole, however, the regulations have worked out satisfactorily. Since the first few months of their implementation there have been few problems and no representations to have them altered.

Questions - Comment - Discussion

Differences in policy

Examples from industry and business were cited in which a woman must resign on becoming pregnant or even on marriage. In other cases the period of leave is defined; it may extend from as short a period as two months to eight or ten months or a year, and occasionally to two years.

The Ontario Civil Service regards maternity leave as an entitlement if the employee has served for one year. A second leave is not granted; if the employee applies to return to work for the government within a two-year period, however, she may be re-instated with all former rights and benefits and will be appointed to a position as nearly as possible like the one she left.

In the case of the Public Service of Saskatchewan, although provision for maternity leave as such is not written into the existing agreement, there is provision for leave up to one year "for valid reasons", which may be interpreted as applying to maternity leave. Job security is guaranteed pending return to work, but the Commission reports a strong tendency for women who have taken maternity leave not to return to employment. (See Women's Bureau Bulletin No. VIII Maternity Leave, for further details of policy and practice in various types of employment.)

Seniority Rights

"What standing in seniority does a woman have on her return to work?" The speaker who raised the question added: "This is an aspect of the subject that should be widely investigated".

In this connection Miss Cadwell stated that in the Civil Service of Canada, leave does not affect seniority. While on leave, however, the employee does not earn sick or special leave.

Health and welfare of mother and child

A physician commented on the lack of reference to the health and welfare of the mother and her baby. Regulations seemed to have been designed to protect the employer and the continuity of the job but not to meet the physical and emotional needs of the pregnant woman nor to safeguard her relationship to her child, This is another field of needed research.

Collective bargaining and/or legislation

The Government of Ontario has received a number of requests to introduce legislation on maternity leave but up to the present time has taken the position that the matter is better left to collective bargaining or to personnel policies.

A trade unionist strongly urged the enactment of legislation, beginning at the federal level of government. She added: "It is a matter that should not be left to collective bargaining or to the discretion of an employer".

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Part-time Work - A Panel Discussion

Moderator - Miss Cecile Harris, Quebec Region, N.E.S., Montreal
Panelists - Miss Evelyn McCorkell, Family Service Centre of Ottawa
- Mr. P. R. Lamb, Simpson Sears Limited, Ottawa
- Miss Jean Milligan, Civic Hospital, Ottawa

Questions to which Panelists had been asked to speak

What is your definition of part-time work?
How do you distinguish between part-time and casual employment?

From your point of view, what are the advantages of part-time work? What are the disadvantages?

What factors govern the setting of your schedules of part-time work?

In your experience, how does the number of applicants for part-time work compare with the demand for their services?

Are your part-time workers paid at the same rates as full-time workers? How do fringe benefits for the two types of workers compare? If your employees are organized, are part-time workers included within the bargaining unit for collective agreements?

Are you aware of differences between part-time and full-time workers in attitudes toward their work?

On the whole, how do full-time workers regard part-time workers?

What types of study and/or policy developments would you favour with respect to part-time work?

Introduction by the Moderator

One of the main factors of the rapid growth of the female labour force over the past decade is the increasing number of married women returning to work. Working wives have outnumbered unmarried working women since 1960. Because of their family responsibilities, however, many married women, although they would like to take employment outside their homes, find it almost impossible

to work full time. Many of them look at part-time employment as a means of combining home and work responsibilities. Not surprisingly then an accelerated growth in part-time employment has been experienced not only in Canada but in nearly all industrially developed countries. Although part-time employment does not exist on any wide scale in the developing countries, recent studies suggest that it is more common than had been suspected.

The International Labour Office has considered the question of part-time employment on several occasions and as far back as 1946. The prevalence of such employment varies in the different countries but is widespread in many. As we have seen previously, in Canada, one woman worker out of five works part-time; this can be compared to approximately one out of three in the United States and in Sweden, one out of six in the United Kingdom and one out of nine in Japan.

The expansion of part-time employment explains the interest taken in this subject and the importance of studying the situation of this category of workers.

A question that comes to mind at this point is the occupational distribution of part-time workers. Where do we find them? Although part-time employment exists to a greater or less degree in a wide range of occupations, it tends to be concentrated in a few main occupational areas: professional services, personal services, cleaning and domestic services, commercial work and clerical work.

These fields of employment are well represented by our panel members, and we are privileged today to benefit from their experience, in our discussion on the conditions of employment of part-time workers.

Miss McCorkell - A précis of her remarks.

The Family Service Centre of Ottawa gives professional social work counselling to families and individuals with problems in personal relationships and social functioning. The educational requirement for professional staff is the M.S.W. degree, which represents two years of graduate study and training after the B.A. or other degree at that level.

Definition - Part-time employment is defined in the personnel policy of the Centre as "employment for a specified number of hours and days on either a temporary or permanent basis".

The hours and days of work of part-time employees are clearly outlined when the individual is employed. All personnel practices apply to permanent part-time employees according to the proportion of the regular full-time schedule for which they are employed. Arrangements may be made on an individual basis between the employee and the agency to compensate for benefits in ways other than those specified in the code.

The agency has no definition of casual employment. The term temporary employment denotes employment for a time-limited period during which workers are employed either to substitute for permanent staff on leave or to work on a special project. The duties and time-period are clearly defined. The duration of temporary employment is for less than one year except when persons are required for a longer time because of a special project.

Advantages - Part-time employment enables the agency to make more productive use of professional resources. Because of the serious shortage of professional social workers, without

part-time professional staff the agency would be unable to do the work entrusted to it. Moreover, there are sometimes jobs that can be done more effectively by part-time than by full-time employees.

Part-time work is beneficial also to the employee in that it provides her opportunity "to keep a hand in" and avoid becoming rusty in professional skills and know-how.

Disadvantages - It is difficult to incorporate part-time workers into the agency. To set up a situation in which the part-time worker can experience the totality of the agency organization and service is costly. Conversely, it is difficult for the part-time worker to see the agency's total program and become identified with it.

Part-time work may make special demands on supervisory staff. Communication is not as readily achieved as with full-time staff. Also part-time availability limits the scope of work an individual may be expected to do. If part-time people are being employed, there must be a corps of full-time workers to make up the basic staff and also clarity as to what can be expected of the part-time worker to enable her to fit into the picture.

Setting schedules - Part-time employees are likely to have more responsibilities external to the job that are difficult for them to control. The agency has certain tasks, however, which a part-time professional worker can handle. The crux of the matter is to assess the volume and limits of the service to be expected from a part-time person and set schedules accordingly. The agency cannot always adjust its work load to the time which a part-time worker is able to give. Recently it was necessary to reject a qualified applicant, the mother of a small boy who wanted to work

mornings from 9:30 to 11:30. Because of the nature of the agency's work this daily block of time was not useful; in another type of work situation it might have been practicable.

Rates of pay - If part-time work is less than half time, payment is made on an hourly basis. The rate is set to compensate for lack of leave for sickness and vacation and is, therefore, somewhat higher than that paid to full-time people who have these fringe benefits in addition to salary.

If part-time extends beyond half-time the salary is calculated as a fraction of the annual salary for full-time work and benefits apply also on a proportionate basis.

Attitudes - Attitudes of part-time staff towards their work are indistinguishable from those of full-time workers. Part-time workers often work beyond the stipulated time. For example, three-quarter time people may be working practically full-time. However, it is difficult to control extra work in the agency; full-time employees often work well beyond scheduled hours.

Full-time people sometimes feel that those on part-time get "the cream of the crop". The more difficult cases involving problems and gross social pathology must be handled by full-time workers. Careful definition of what it is possible for part-time workers to do and of what is expected of full-time staff are essential if good relationships are to be ensured.

Needed studies and/or policies - There is urgent need to define the content and extent of part-time work in particular situations in order to establish more dependable "ground rules" regarding the most effective use of part-time personnel and the limits that should be established with respect to the proportion of part-time and full-time workers in a given agency.

Mr. Lamb - A précis of his remarks

Definition - Part-time workers in the retail establishment represented are defined as contingent employees working 18 hours a week or less, on an on-call basis.

Advantages - The advantage of having such workers is that staff can be increased in accordance with the fluctuations of the work load. These people usually are quite capable and develop a loyalty to and interest in the company.

Disadvantages - The only disadvantage is that part-time workers, because of breaks in the continuity of their employment, cannot be given as much responsibility as full-time employees.

Setting schedules - The scheduling of part-time employment is based on projections of sales. The workers are given one week's advance notice of the hours and days they will be working.

Rates of pay - Part-time workers are paid the same basic wage as regular full-time workers, and the same commission rates apply. Increases in their wages are granted on the same basis as for regular staff, commensurate with their production, responsibility and length of service.

Part-time employees are covered by Workmen's Compensation and receive the same discount privileges for purchases made in the store as regular employees. Benefits on a pay roll deduction basis cannot be offered to contingent employees, because of the fluctuating nature of their work.

Attitudes - There is little difference in attitude towards work between regular and contingent employees, and part-time people are regarded as equals by their full-time work companions.

The company usually has considerably more applicants for this type of employment than jobs to be filled.

Needed policies and/or studies - The company has no special problems with this segment of its personnel, but any studies or developments that could assist in training or in helping these people to overcome difficulties arising from their family responsibilities should prove of benefit.

Miss Milligan - A précis of her remarks

Definition - In nursing part-time work is defined in different ways, depending upon the institution concerned. In a hospital, the main difficulties are to give adequate nursing care without having too many different people looking after the patient, and the amount of time it takes to train a person in specific areas of work. A hospital or a public health agency, therefore, may require a contract of 6 - 8 - 10 months for full-time employment. This might be for a specific period of duty, such as 3:30 to 12:00, or it may mean rotation on all periods. Anyone then who does not fit into the established picture would be considered a part-time worker.

The term casual employment is not one that is usually used, although all hospitals have nurses on call for single shifts. These nurses may be available only one or two days a week.

Advantages - Hospitals could not get along without these part-time workers. In the United States, there is one part-time nurse for every two who work full time. The ratio in Canada is not quite so high, but is increasing.

The chief advantages are:

- Part-time workers are available on short notice;
- There is financial advantage to the hospital in being able to meet peak periods of employment for nursing care by employing part-time workers instead of having to maintain a full-time staff adequate to such emergency periods.
- Nurses who work part-time are able to maintain their professional skills and even to specialize in particular areas of work.

Disadvantages - There are various disadvantages:

- Lack of continuity of patient care is a handicap. Many different nurses are caring for one patient with much time spent in orientation.
- It is difficult to arrange rotations to cover all periods of duty, including Saturday and Sunday.
- Home responsibilities come first and, if a woman has children, sickness may come suddenly.
- There is the problem of keeping informed of the many new developments in nursing care.
- Limitations on availability at holiday times, in the summer and at week-ends, are difficult to cope with. Also some women will work in only one area; they steer away from communicable diseases, especially if they have children. Time must be spent in calling to see if they are available.
- Part-time nurses do not have the same opportunity for growth and have little opportunity for promotion.
- The part-time nurse does not have the same satisfactions as the full-time nurse, for example, in seeing a patient recover.
- Demands on the supervisory staff are increased.
- It is difficult to have important communications reach everyone.
- Opportunities for advancement do not present themselves.

Setting schedules - The same schedules apply to all employees; this arrangement of hours is made possible by the ample supply of trained nurses willing to work part-time. However, most want to work on a Monday to Friday basis. There is most demand for the 3:30 shift. Substantial numbers are available at week-ends when husbands are at home.

Rates of pay - Part-time nurses receive \$17.00 for 8 hours' work, i.e. \$2.13 per hour, plus six per cent of earnings after 520 hours in lieu of sick time, statutory holidays and annual leave. No pension or insurance plan and no coverage for medical services is provided.

Full-time nurses receive \$77.00 to \$92.00 (maximum) per week, i.e. \$1.93 to \$2.30 per hour; 15 days' annual leave and one sick day per month.

Part-time workers are not included in the bargaining unit.

Attitudes - Attitudes are an individual matter. Many part-time nurses are conscientious, interested and anxious to learn. They need to be adaptable.

For the most part full-time nurses are glad of help from part-time people, but they regret the time that must be spent daily on orientation. There is a tendency for the full-time nurse to feel that the part-time worker dictates her time of working, making it necessary for full-time people to take the less desirable hours of work. Some feel, too, that the part-time worker gets the pay without commensurate responsibility.

Needed studies and/or policies - Studies are needed of how to make the most effective use of the needed skills which the part-time worker can supply; how to facilitate the availability of the part-time worker when her services are needed, e.g. how to solve problems of transportation when a shift ends or begins at midnight or other equally awkward hours, and how to provide care for children between 5:00 p.m. and 8:00 a.m.

The Moderator

Each of the three speakers has presented a different definition of part-time work. In view of these variations, it would be advisable to have before us the definition used by the Dominion Bureau of Statistics in compiling labour force data. By this definition, part-time work is work for less than 35 hours a week. The difference between part-time and casual employment is that casual employment is temporary in nature. For instance, persons employed in the retail trade at Christmas, Easter or for special days would be temporary or casual workers, while those who work regularly for a shorter week would be considered part-time workers.

Labour Legislation and Part-time Workers
Miss Evelyn Woolner, Legislation Branch, Department of Labour

Précis

The purpose of this paper was to show the extent to which part-time work is covered by protective labour laws in Canada.

With some exceptions, the part-time worker is required to be paid at least the legal minimum wage and is guaranteed pay for a minimum number of hours per day.

Most provinces set minimum wages on an hourly basis and the part-time worker must be paid the minimum rate per hour. However, there are some provinces, for example, Alberta and Saskatchewan, that set a weekly minimum wage. Alberta does not use the terms "full-time" and "part-time". Weekly rates are set for employees who work 40 hours or more and hourly rates for those who work fewer than 40 hours.

In large centres the full-time rate is \$34.00 a week, while the part-time rate for less than 40 hours is 85 cents an hour. The Saskatchewan Minimum Wage Board follows the same principle. The hourly wage for part-time workers is set at a higher rate than full-time workers receive. In addition, Saskatchewan limits to 25 per cent the proportion of part-time workers who may be employed in any establishment. Saskatchewan classifies the part-time worker as one who works less than 36 hours. The minimum rate in the cities is \$36.50 a week and \$1.00 an hour for part-time work. These policies have been adopted in order to encourage full-time employment, the premise being that the higher hourly rate will discourage part-time employment.

With some exceptions, which are cited in the paper, the part-time worker comes within the scope of annual vacation legislation and is entitled to vacation pay on termination of employment.

Part-time workers are not excluded from either federal or provincial labour relations Acts, but in practice, persons employed for not more than 24 hours per week are frequently, though not always, excluded from the bargaining unit.

Part-time workers, but not persons whose employment is of a casual nature, if injured in the course of employment, are entitled to workmen's compensation benefits in the same way as full-time workers, provided their employment comes within the scope of the relevant provincial Workmen's Compensation Act.

Questions - Comment - Discussion

From the point of view of the Retail Clerks' Association - Summary of remarks by Mr. David Wade.

Definition - As to a definition of part-time work, each employer establishes his own definition. From the point of a trade unionist, it might be defined as "part-time problem".

Part-time work is not a matter of concern to women only, but its volume has increased with the increasing number of women in the labour force. To give an example, a few years ago about 25 per cent of the members of a local union of retail workers in the food business were part-time workers; now there are two part-time people for every full-time worker in the union.

The policy of the Retail Clerks' Association is to represent part-time as well as full-time workers in negotiating an agreement. Lack of representation of part-time workers might have been due to indifference of the union and, more than likely also, to opposition from the employer. There is no fundamental legal bar against an employer and union negotiating on behalf of part-time workers.

Advantages and disadvantages - Part-time employment might serve as a "bumper" to the person who could not meet full family needs otherwise. It also provides employment for students and for the casual female worker.

The fluctuations in the retail industry today present the employer with problems that seem to justify the employment of part-time workers. For example, in the food business, with the increase of night shopping and concentration on Friday rather than Saturday as the main shopping day, the employer needs extra part-time people for such peaks in selling.

The union is concerned with two major aspects of part-time work:

- (1) Its abuse in the employment of part-time workers as cheap labour; in some cases as many as three people are employed to replace one full-time worker.
- (2) Its effect on the job security of the full-time employee.

First, with respect to the abuse of part-time work, previous speakers indicated that the part-time worker received at least the same basic wage as the full-time worker. Such is not the common practice in Ontario, however, on anywhere in Canada east of Manitoba. In Western Canada, the part-time employee is usually paid the same wage as the full-time employee. In one case, at least, part-time people get 10 cents more per hour than full-time employees.

While full-time employees undoubtedly appreciate help during peak hours, the majority definitely feel that part-time workers pose a threat to security in full-time jobs. The union, therefore, favours the type of legislation in Saskatchewan where the number of part-time employees is limited in relation to full-time staff.

Attitudes - Attitudes of part-time people as compared with those of full-time people differ considerably. Full-time people who take an interest in their job develop an interest in the business. On the other hand only a small minority of part-time people - at least in the food industry - had, the speaker believed, a real and genuine interest in their work nor did they go on to become full-time employees.

Also where part-time employees not only received lower wages but also had fewer fringe benefits than full-time workers, such differences created a sense of competition for the job between the full-time and the part-time worker, and relationships became antagonistic.

A woman from the Service industry comments

"I cannot fully agree with all the last speaker has said. I have found that the part-time worker can be a useful and respected employee if working hours are properly scheduled and there is proper policing of grievances. This, of course, does pre-suppose good understanding between the employer and the union and continuing consultation between the two parties".

Summary of The Day's Discussions
Miss Catherine McLean
Quo Vadis School of Nursing, Toronto

Miss McLean, in summarizing the day's discussions in relation to the four subjects under consideration, i.e. vocational counselling and training, day care for children, maternity leave and part-time work, channelled the conclusions into three areas:

Questions requiring further study and research;

Directions for social policy;

Ways of developing broader public understanding and building a climate of opinion conducive to constructive active.

Questions requiring further study and research

The needs of culturally deprived women who for one reason or another left school early and have insufficient education to gain employment, immigrant women and others in similar situations who need further opportunities for education, vocational counselling and training to assist them in finding satisfactory employment.

Attitudes of various groups of women towards one another, for example, how those who remain at home regard those who go out to work and vice-versa.

The effects on children of the employment of mothers outside the home.

The health needs, both physical and mental, that should be taken into consideration in establishing policy and practice in respect to maternity leave.

The implications for women's occupational outlook, distribution and status in the labour force in view of the fact that more men are going into occupations usually regarded as "women's fields".

The nature, extent and underlying causes of the increase in part-time employment and its relation to the progressive reduction of maximum hours of work.

Directions for social policy

The improvement of facilities and services for vocational guidance and counselling for women who are establishing a new life pattern in returning to study and/or employment in middle years; their mothers did not return to work or study in middle life.

These women need help

- to resolve their own ambivalence;
- to evaluate their aptitudes and experience;
- to get information about job opportunities, the training required and how to find employment.

More adequate vocational counselling of girls in high school and university to encourage them to look beyond marriage and plan for further education and training in a chosen field of work.

Counselling services for university graduates, especially those with pass B.A. degrees, who lack clear vocational direction.

It was noted that The Canadian Federation of University Women is conducting a survey of the further educational interests of women graduates, which should be useful in establishing the extent and nature of their counselling needs. Also, taking into consideration the vocational counselling needs of these and other types of persons in the community, it was agreed that the counselling services of the National Employment Service should be strengthened and expanded.

More adequate day care of various kinds for children of employed mothers. Existing services should be strengthened; improved standards of care established and made more widely applicable, and effective provisions for enforcement introduced. Standards should apply not only to physical facilities but also to personnel.

The removal of zoning restrictions that prevent the establishment of child-care facilities in areas where they are needed by employed parents.

The dissemination of information about how adequate child care programs may contribute to the education of parents and the prevention of family breakdown and separation.

Legislative provision for maternity leave. Federal legislation governing maternity leave was advocated as a means of providing leadership for the provinces, the premise being that the matter should not be left to collective bargaining. The advantages of statutory provision for leave "for valid reasons", irrespective of sex, such as that in the Public Service Act of Saskatchewan, was underlined. (See Women's Bureau Bulletin No. VIII, page 4).

Ways of developing broader public understanding and a climate of opinion conducive to construction action

Education should be directed to the resolving of ambivalent attitudes towards the role of women in society and the respective claims of family and work made upon them in today's society. It was strongly advocated that the goal should be to provide women with valid choices. Some persons favoured financial subsidy to relieve economic pressure on women with families.

Voluntary groups, churches, social agencies, trade unions - various groups of informed and concerned citizens - can contribute to public education regarding issues inherent in women's employment.

The establishment of women's bureaus similar to those in the federal department of labour and in the departments of labour of Ontario and Saskatchewan was advocated as a way of extending public understanding in this whole area.

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FURTHER READING

Available without charge from the Women's Bureau, Department of Labour, Ottawa 4.

Full text of papers presented at the Consultation:-

Counselling and Training for Women Entering or Re-entering the Labour Force, by Mrs. Ethel McLellan, Director, Women's Bureau, Ontario Department of Labour.

Day Care Facilities for Children of Working Mothers, by Mrs. Freda Manson, Assistant Executive Director, Ontario Welfare Council.

The Development of Maternity Leave in the Civil Service of Canada, by Miss Dorothy Cadwell, Civil Service Commission Officer, Civil Service Commission, Ottawa.

Labour Legislation and Part-time Workers, by Miss Evelyn Woolner, Legislation Branch, Department of Labour, Ottawa.

Women in the Labour Force - Comments on Developments, 1954-1964, by Miss Helen Traynor, Assistant to the Director, Women's Bureau, Department of Labour, Ottawa.

Women's Bureau Bulletins:-

Consultation on the Occupational Preparation of Women.

Day Care Services for Children of Working Mothers.

Maternity Leave.

Opportunities for Continuing Education.

Continuing Education for Women - II.

United Nations Commission on the Status of Women, Eighteenth Session.

Other pertinent reading:-

International Labour Office. Geneva:-

Forty-Eighth Session. Report VI (1). Women Workers in a Changing World. 1963. (\$1.50)*

-----, Report VI (2). Women Workers in a Changing World: (Employment of Women with Family Responsibilities). 1964. (\$1.50)*

Forty-Ninth Session. Report V (1). The Employment of Women with Family Responsibilities. 1964. (.50)*

-----, Report V (2). The Employment of Women with Family Responsibilities. 1965. (.50)*

Klein, Viola. Arrangement of Working Hours for Women with Family Responsibilities. Elasticity of Hours-of-Work Systems (20-15). Enquiry No. 1. Paris: Organization for Economic Co-operation and Development. 1964.

Inquiries may be directed to: OECD, Publication Office, 2, rue André-Pascal, Paris (16^e).

Ontario Department of Labour, Women's Bureau. What Do Women Think About Working? A survey conducted by the Women's Bureau - Ontario Department of Labour.

Copies may be obtained on request by writing to the Bureau at 8 York Street, Toronto, Ontario.

United States Government publications**:-

Department of Health, Education, and Welfare. What is Good Day Care? Children's Bureau folder no. 53-1964. Eleven-page brochure. (.15)

President's Commission on the Status of Women:-

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