

**DOMINION-PROVINCIAL JOINT CORPORATION  
OR BOARD**

**THE EASTERN ROCKIES FOREST CONSERVATION BOARD**

J. M. WARDLE, C.B.E., B.Sc.

Representative of Canada on the Board.

Mr. Chairman and Gentlemen: I wish first to express my appreciation to the executive of The Institute of Public Administration for this opportunity of giving a talk on our Board operations. While for a good many years I have had an interest in public administration from the Federal Government standpoint, I don't think I ever realized how important it was or what a high level it might attain until I heard the speeches and discussions at this convention. I am consequently glad that I have been associated even if in a minor way with some administrative problems of the Dominion Government.

I hope that some of the points that I bring out will be of interest, and probably might be also beneficial when the time comes for other provinces to co-operate with the Dominion in Boards for the development of our country.

The Eastern Rocky Mountain Forest Conservation Act is an example of joint Dominion-Provincial action through legislation.

The Act is designed to effect the conservation of the waters and forests of a large area of the Eastern Slopes of the Rocky Mountains by an independent organization established under the auspices of the Government of Canada and the Government of Alberta. This independent body is called the Eastern Rockies Forest Conservation Board.

Its need really developed some twenty years ago when the Dominion transferred to the Western Provinces the administration of their natural resources, including lands, minerals, forests and water. Prior to that time these resources were administered by Dominion authorities through the former Department of the Interior. This policy had permitted uniformity in the handling and conservation of the water resources of the Prairie Provinces, since their inter-provincial waters could be administered on an over-all

basis. These Provinces on obtaining control of their natural resources, recognized that although substantial revenues were obtained from them, there was also a great responsibility for their conservation.

This was particularly the case with the Province of Alberta, for it embraced the Eastern Slopes of the Rockies within its boundaries, and from this area there flowed easterly to the great central plains those rivers on which largely depended the agricultural economy not only of Alberta, but of Saskatchewan and Manitoba as well. These streams carried such well-known names as St. Mary, the Belly, the Castle, the Crowsnest and Oldman, the Highwood, the Kananaskis, Bow and Red Deer, and the Clearwater and Brazeau, all tributaries of the main Saskatchewan. The existence of a uniform and adequate flow of water in these streams was dependent to a great degree on the maintenance of a suitable forest cover.

As time went on the Province of Alberta found that the proper protection of the forest cover along the East Slope of the Rockies from fire and insect damage was a heavy burden, and that the cost outweighed the normal revenue from forestry development. That Province also found that while it had the responsibility of protecting the East Slopes, *it* had no financial assistance from the Provinces of Saskatchewan and Manitoba, which benefited from such protection.

It became apparent to both the Dominion and Provincial Governments that some arrangement must be made for the adequate protection of the area, and that this objective was in the national interest. This justified substantial financial aid from the Federal authorities.

For freedom of action and to provide for an independent body, it was agreed that a Board would be established by concurrent legislation to develop the East Slopes from the standpoint of water and forest conservation. The area reserved for this purpose is a strip averaging some 25 miles wide by 300 miles north and south, containing some 8,585.4 square miles. Its western boundaries in the north are Banff and Jasper National Parks, and in the south, the Continental Divide.

Under the terms of the Dominion-Provincial Agreement as ratified by legislation, and effective on April 1st, 1948, the Board to administer this area consists of three members—one appointed at large, Major-General Howard Kennedy, C.B.E., a consulting forester of national repute, who is Chairman—one representing the Dominion Government (the author of this paper), who is a Civil Engineer—and one representing the Province of Alberta, Mr. H. G. Jensen, who is very familiar with provincial laws and regulations pertaining to natural resources. The Minister of Mines and Resources is the responsible Minister for the Federal Government, and the Provincial Minister of Lands and Forests is the responsible Minister for the Province.

The provincial member of the Board keeps the provincial authority informed on matters of mutual interest and acts as liaison officer between the Board and the Province. He is responsible for keeping the Board advised of the views of the Province on questions that may affect general policy.

Similarly, the Dominion member keeps the Federal Government in touch with Board matters through the Department of Mines and Resources, and places before his Minister questions of policy that require decisions at the Ministerial or Cabinet level. He communicates to the Board, the Dominion attitude as and when required. The two governments are further kept in touch with Board activities by receiving copies of the minutes of the monthly meetings held by the Board in Calgary.

The agreement and ratifying Act provides for the financing of the Board in its operations. To maintain roads and other services in the area, and to provide adequate fire protection \$300,000 is voted annually, the Dominion contributing \$175,000 and the Province \$125,000.

The Federal Government was fully aware of the importance of the project and the need for full co-operation and undertook to provide the greater share of the financial outlay.

Consequently, in addition to its annual contribution of \$175,000, the Federal Government is providing a capital sum of \$6,300,000 for the development of roads and trails, the construction of buildings, forestry operations, and other conservation features, all to be undertaken over a six-year period. The Dominion further

provides a sum for the salaries or expenses of the Dominion Members of the Board, and the maintenance of their Ottawa office. For the current fiscal year this Vote totals \$23,000.

The Act states that if during the period of capital expenditures, revenue derived by the Province from the area in any year exceeds its contribution, then the excess should be added to the said contribution. For the year ending March 31st, 1949, the revenue to the Province from the surface rights was \$6,679 more than the Provincial contribution and the latter was thus increased accordingly. A further provision is made for the Dominion annual contribution to be decreased under certain conditions depending on revenue received, after the period of capital expenditure is over.

The drafting of an Act of this nature requires careful treatment of the administrative angle. As passed it gives due weight to the right of the Province to establish and have carried out its policies in its own territory. It has financial control of the resources of the area and receives the revenue therefrom. The Provincial Forest Reserves Act now under revision, and the general regulations made thereunder, apply to the area. The Province is responsible for basic regulations covering grazing and mining, and for the administration of wild life. It disburses the funds for maintenance and capital expenditures that are incurred under the direction of the Board, with these provincial outlays being recouped every quarter from the Dominion in accordance with the latter's share. While the staff of the Provincial Forest personnel that had been previously assigned to the Forest Reserves taken over by the Board, now work under the Board's direction, the Province pays the salaries of the staff from its annual contribution.

The Board undertakes the administration of the area in accordance with the overall policy of the Province. It is responsible for the protection of the forest cover from fire, insect pest or other causes. It makes the area accessible for patrol, protective measures and development purposes, by the construction of roads and trails. It undertakes the establishment and maintenance of Rangers' Stations, including buildings and necessary equipment. It undertakes silvicultural projects, investigates the best types of forest cover for any district, and undertakes reforestation programmes. The Board arranges for the measurement of streamflow in the Conserva-

tion area, and makes plans for augmenting and conserving it. It is guided in this phase of its responsibilities by the wording of the Act which states that the Board shall take steps to obtain "the greatest possible flow of water in the Saskatchewan River and its tributaries".

It was impossible in drafting an Act of this nature to strictly define the limits, of responsibility and activity as between the Province of Alberta and the Conservation Board. As a result there are general provisions in the Act and Agreement that require interpretation when applied to specific problems.

In order to clear up as many controversial matters as possible before the Act became effective, the Chairman held several meetings with interested parties. These included a meeting with Provincial and Dominion Treasury representatives, in regard to accounting procedure and accounting records; a meeting with representatives of the Dominion Treasury and the Auditor-General, in regard to the handling of the inventory of provincial supplies and equipment that were being turned over to the Board; a meeting with the representatives of adjacent areas including British Columbia, Alberta and the National Parks, and which dealt with such matters as standard wages for fire fighting and the initial fighting of fires by the agency most conveniently located regardless of the area affected. These prior discussions were found to be of the greatest benefit and greatly facilitated the work of the Board when it officially assumed its responsibilities.

A few examples will illustrate the degree of co-operation which must exist between the Board and the Province without the former losing its right of initiative in administration, or the latter its prerogative in regard to final governmental responsibility.

In the matter of grazing the Board advises the Provincial authorities just how many head of stock certain grazing areas can support without over-grazing. Applications are referred to the Board which approves, modifies, or disapproves them. Detailed grazing area surveys are being made to facilitate the handling of grazing applications. In considering the latter in the foot-hill country the Board finds it must give consideration to the need of game animals in any district, such as deer, moose, elk, and Rocky Mountain sheep, as these must have grazing ranges for both winter and summer.

Coal mines operate in the area, most of these being stripping projects. Existing agreements between the Province and the mining companies are, of course, honored by the Board, but where new applications are received by the Province for coal mining development, these are referred to the Board for review and recommendation from the standpoint of forest and water conservation. To date there has been no clash of interests in respect to such applications, but the Board controls the actual location of new mining roads to be built by the coal operators, and specifies the grades and alignment to be adopted. This is especially important in areas where such a road might be useful for Board purposes.

Applications for logging and lumbering rights in the Board area as received by the Province, or the Forest Service, are referred to the Board for its opinion. If the timber stand applied for is mature, and if cutting is in line with good forest conservation practice, the Board will agree to the issue of a license subject to adequate provision for proper logging operations. Where large areas are involved tenders are called for by the Province on Board specifications. The class of trees to be cut on any timber berth is decided by the Board. The Board controls the location of new logging roads and decides the type of construction to be adopted.

The Conservation Board area includes certain watersheds where water storage for power or irrigation purposes may be desirable, and this fact can raise very serious questions. In the first place, storage reservoirs flood out valleys where valuable timber stands may be located. In the second case, storage for power may be prejudicial to the functions and objectives of the Board since it often involves holding back the spring and summer flow of water so that it can be released for power purposes in the winter months. This means a lower summer flow as against the greater and more uniform flow that is desirable. On the other hand, storage reservoirs for irrigation mean the holding of water for release in the spring and summer months for agricultural purposes.

In April of this year, after the Board had let road construction contracts through the Valleys of the Kananaskis and Oldman Rivers, it appeared that large sections of these valleys might eventually be flooded by storage reservoirs for power and irrigation respectively. While no land reservations whatever had been made in the Conservation Board Act for these purposes, it was suggested that

the Board might assist these future projects by re-locating its main road system through the valleys in question on the higher mountain slopes above probable reservoir levels. This proposal, while reducing the capital costs of the future reservoir projects in regard to road replacements, would have practically doubled road construction costs of the Conservation Board in the affected area. Further, as these extra costs would be borne by the capital funds made available by the Dominion, such a proposal meant Dominion funds would be used now to make less costly provincial power or irrigation projects that might or might not be developed over the next ten or twenty years. The Board felt it had no authority to increase its normal capital expenditures for such purposes, and was strongly supported in this view by the responsible Minister for Alberta. The matter was settled amicably by a discussion between the parties concerned—it being agreed that the Board's programme would proceed without change, and that neither the Water Resources Branch of the Province nor the Board would plan water storage development or major road construction without advising the other interested party.

In considering applications referred to it by the Province for grazing, timber, or water licenses, the Board feels its decisions should be made from the conservation standpoint, having in mind the object of the legislation and the fact that the Agreement with the Province covers a period of twenty-five years from April 1st, 1948. This is the minimum period that will permit any long-range planning. Close co-operation is maintained with the Province in the matter of property required by the Board for its operations. The Act authorizes the Board to hold property in its name but none is purchased outside the Forest Reserve area without consultation with the Province.

The Board has adopted the policy of utilizing the facilities and personnel services of the Provincial Government whenever this would be of advantage in its investigations or operations.

An early question arose in the important matter of communication between Ranger Stations and between the Stations and Headquarters. It was necessary for the Board to decide whether it would maintain and extend the existing forest telephone lines, or adopt radio telephone communication. The question was referred to the Radio Communication Division of the Province, which studied it jointly with our personnel.

Field tests were made in 19-48, and radio voice communication was decided upon. Detailed specifications are now under preparation.

The Board also works closely with the Province in publicity for the protection of forests against fire. Joint bulletins and notices urging public care and co-operation in the dangerous fire periods are issued, and apply to both the Board's area and other forested areas in the Province.

When the Board decided to make a short colored film outlining its objectives, this was followed through with the full co-operation and help of the Film Division of the Province.

The test of any Act is its operation and it is worthy of note that over the past year so few questions of administration have arisen that are not directly covered by the Act or Agreement. This should give considerable satisfaction to those who drafted the legislation because, not only is it of a pioneer nature, but also because of the limited time available for completing the Agreement and preparing the Act so that these could be approved by the Federal Parliament before the close of its 1947 Session. One point that has arisen is the control of traffic and the provision of accommodation and service stations along main roads that may be built under the Board's program. The Act does not give direct authority to the Board to police these roads or to close them in cases of fire hazard or for other reasons. Such action can only be taken through the Provincial Minister of Lands and Forests. This condition, however, is being remedied by a proposed Amendment to the Alberta Forest Reserves Act which refers to the formation of the Conservation Board and empowers the Minister to delegate his authority on roads, to the Board.

An important point arose in connection with the undertaking of the work programs formulated by the Board. The Agreement states that

- "(2) The Province shall, as expeditiously as possible, carry out:—
- (a) the Board's programme for capital expenditures for any year upon being advised by the Board that such programme has been approved by the Dominion, and

- (b) the Board's programme for maintenance and current expenditures for any year upon receiving the programme for that year."

Early in 1948 the Province advised that it would be unable to undertake the works program of the Board in regard to either maintenance or capital construction, **nor** undertake necessary survey work. After a reference to the Department of Justice suitable letters were sent by the Provincial Minister to the Chairman of the Board, asking the Board to supervise and undertake the works program for 1948, 1949, and 1950, and in effect appointing the Board as the agent in carrying out the work. The Board consequently organized an engineering staff, made surveys, drew up specifications, and awarded contracts. A substantial road program is now underway by contract under the immediate direction of the Board's engineers. Contractors' Progress Estimates are sent to the Province for payment in accordance with the terms of the Act. The Province is refunded each quarter from Dominion capital funds the amount so paid out.

To date the operations of the Board have been most successful and its programs are well up to schedule. In the field of forest protection it has greatly strengthened its organization by increased personnel, by additional training of the staff, and by the purchase of adequate fire-fighting equipment. It has reviewed the location of Ranger Stations and Headquarters, and adjustments are planned that will tend to greater efficiency. It has underway surveys and investigations relating to forest cover, drainage, and planting.

It has made more accessible some two thousand square miles of forested areas by the construction of highways. In this field it has built to date, largely by contract, 57 miles of main trunk road with a 20-ft. width. By day labour it has built 44 miles of secondary road, 14 feet wide, together with five miles of truck road, and several miles of pioneer road, all in mountainous areas.

The Board is particularly pleased that it awarded its contracts for major road construction on a unit cost basis. It held the view that the time had come in the expenditure of Dominion funds to change from the cost plus fixed fee basis so much in use during the war and afterwards, to the normal competitive unit price basis for items of work to be done under any contract. Very good prices

were obtained from five or six capable firms, and the work is being done most economically.

The Board has given a good deal of thought to public relations. While it has authority under its Act to do many things, some of these could not be smoothly initiated without first educating the public regarding its aims and objectives.

This is particularly true in the case of farmers, ranchers and others who live adjacent to the reserved area. Premature action on restrictive measures would embarrass the provincial government particularly, and weaken public confidence in the Board's administration. Consequently the Board members lose no opportunity of giving informative talks to their neighbours, and telling them how in the long run, the Board's programs will prove beneficial.

In conclusion I would like to say that as the terms of the Conservation Board Act and Agreement are general in several cases, misunderstandings would be possible between the Provincial authorities and the Board if there was not full co-operation. The success of the Act to date owes a great deal to the very fine support given the activities of the Board by the Minister of Lands and Forests of the Province of Alberta, the Honourable N. E. Tanner, his Deputy Minister Mr. John Harvie, and their staff. This Provincial Department has given the greatest support to the Board in all its objectives and recommendations, and the relations with them have been most amicable and co-operative. This, coupled with the hearty support given by the Federal authorities, is very encouraging to the Board, and is evidence that both Governments are most anxious to see the Act successful and its objectives attained.

Eventually, and this is not probably in the period that this Board will be operating, this Act may be extended a little further north to take in a greater area. Our only fear is that the 25 years might not give us enough time to show the benefits that will accrue from some scientific and co-operative Dominion-Provincial management of one of the most important border resort areas in Western Canada. Thank you. (Applause).

MR. MACKINNON: Thank you very much, Mr. Wardle, for your paper. I can only hope that there will be more work done on the various Boards and tribunals in Canada because that is a

field which has yet hardly been scratched and one which demands a good deal of research.

We now have some time for discussion, approximately three quarters of an hour, and if anyone wishes to make any comments on any one of the three papers or on all three papers, will they please come to the microphone at the front of the room. I now throw the meeting open for discussion.

MR. H. L. TRUEMAN, PERSONNEL OFFICER FOR THE DEPARTMENT OF AGRICULTURE (CANADA): I would like to add the experience of the agriculturists to the presentation made by Mr. Stephens on Joint Dominion-Provincial Action by Agreement.

The British North America Act left things pretty well wide open for both the Dominion and the Provinces and in the agricultural service field. The Provinces can do anything they want to, provided there is no over-riding Dominion legislation to prevent them. There are only two fields in which the action is specified by constitution in favour of one or the other side. One section of the Act provides that education is a Provincial matter. Consequently the agricultural colleges are associated either with the universities or the Provincial Departments of Agriculture. The Dominion Government is not in the agricultural college or school field at all. Under another section of the Act, the Dominion has the right to regulate inter-provincial and export traffic in agricultural products and to make export agreements. In between these two fields, education on one side belonging to the Province, regulation and control of grades and exports belonging to the Dominion, there is the whole wide field of experimentation and extension.

Now extension may be said to be adult education, for with 700,000 farmers, many of whom are individually their own production managers and sales managers, their own labour force and so on, you have to go out and teach them how to do things. Both the Dominion and the Provinces are into that field, although the Dominion recognizes that the Provinces have prior claim, the right to organize short courses, schools and demonstrations, to show farmers how to do things. The Dominion people come in more or less as subject matter specialists to assist the Provincial extension men.

With that brief explanation of the constitutional position, what do we find in the way of the administrative problems? We find that there was a great acceleration in the growth of both Dominion and Provincial Departments after the first World War and a further acceleration after the second World War. We have in the Dominion Department alone about 1500 university graduates. I think that we are the largest employers of university graduates in the Dominion. The provinces employ at least that many more, which gives us at least 3,000 professional men employed by the Provinces and the Dominion. The ratio of professional men to non-professional (that is, sub-professional, clerical, inspection forces, labourers, and so on) is about 1 to 4, which gives us somewhere around 15,000 employees in these agencies, spending for maintenance of public services at least \$50 million a year.

We have standards of training and service which I think meet the definitions Dr. Gulick laid down last night for a profession. These men are organized into their own Agricultural Institute of Canada. They have a very definite pride in their profession and feel a very definite obligation that the public shall receive its money's worth from the activities of that profession. It was a matter of worry for some years to the profession that there was overlapping and duplication and that there were gaps in the work being done.

In 1932 and 1933 two conferences were held, out of which grew an organization that arranges for Dominion-Provincial action on a co-operative basis. We set up what is called the National Committee on Agricultural Services. Please note that this is not a National Committee on Agricultural policy. Policy-making belongs to the elected representatives of the people. Our committee is the National Committee on Agricultural Services and the Ministers of Agriculture, Federal and Provincial, form that Committee. They have under them a National Advisory Committee on Agricultural Service made up of the Deputy Ministers of the Provinces, the Deans of the Agricultural Colleges, the Dominion Deputy Minister and his four or five Directors, representatives of the National Research Council and the Research Foundations in the different provinces, and one or two other organizations. The Ministers meet at the call of the Federal Minister. They recognize his right to call them and so far the system has withstood any

political stresses that may have developed between the Dominion and the Provinces. The original organization was set up under a Conservative regime, and has been continued under a Liberal regime, so we feel that we have no political problem in getting the Provinces and the Dominion together as far as agricultural services are concerned.

The National Advisory Committee, consisting entirely of professional people, meets oftener, usually once a year, and at least every two years. That committee has set up a number of Dominion-wide subject sub-committees on sheep, swine, dairy cattle, barley, etc. Any one of these sub-committees consists of a group of professional men who are specialists in that particular subject. That is to say, if you want to know anything about barley in Canada, the National Barley Committee knows more about it than anybody else. They follow it right through from the work of soil specialists to plant breeders, plant disease men, insect protection men, millers, and through to the National Research Council's big distillery in Ottawa where they study industrial fermentation. When the Board of Grain Commissioners wishes to revise the market grades of barley, it is the National Barley Committee to whom they turn for advice. The same sort of work is being done by all of these different sub-committees.

I was interested in listening to Dr. Gulick last night to realize that we built better than we knew according to the principles that he enunciated. We have the vertical authority line: the Minister and the Deputy Minister and his professional staff representing the vertical line of authority. The Deputy can say to one of his units, "You people must undertake this type of work; we'll provide the funds for it." In addition we have horizontal administration in the co-operative field achieved by bringing the different provinces together. We have the different fields of science brought together, the plant breeders, and the nutrition men, and the processors and so on. In the fields of work covered by the National Advisory Committee on Agricultural Services you can pin-point where that vertical line of authority and the horizontal line of provincial co-operation or scientific advice cross. When any Member of Parliament or farm group comes to a Minister of Agriculture and says "I think something should be done on this particular piece of work," the Minister can refer back to his own officers, and he

will find that either his own Department is at work on it or that his department in agreement with the Dominion and other Provincial Departments has assigned that particular problem to some institution where the best facilities exist, where the best trained men are, and where there are the best chances of getting that work done with the least expense and most surety of results. This system is working very well in a number of fields of agricultural service where jurisdictions overlap. The coverage is not complete but we have gone a long way.

We think that we have a complicated and difficult field to handle. The professional agriculturists are subject to a great deal of pressure from farmers' groups and others who want things done and from legislators and Ministers who want to do things to satisfy farmers' groups. Prior to the establishment of this committee we did have a lot of overlapping and duplication between services within the Provinces and the Dominion.

Successive conferences, beginning with the Rowell-Sirois Commission, and following through two or three subsequent Dominion-Provincial conferences, have given us a fairly clean bill of health. They stated that overlapping and duplication is at a minimum and that what is often thought by the public to be duplication is, in reality, necessary replication in experimental work.

In one field we still have a lot of room for improvement, and that is in the field of extension and the advice that we give to farmers. Quite obviously, all institutions that do work, all organizations that have policies, wish to disseminate their results and promote those policies, and they get out bulletins and circulars, and give out information to the farm press. Sometimes there is a surplus of information given out and sometimes recommendations are contradictory. This is one of the problems of co-ordination of services that we still have ahead of us.

I would like to express my appreciation for the opportunity of adding to the information that has already been given on the co-operative type of administration where joint jurisdictions are involved. (Applause)

MR. MACKINNON: Any further discussion on any one or all three of the papers?

PROFESSOR HARRY M. CASSIDY, DIRECTOR OF THE SCHOOL OF SOCIAL WORK, UNIVERSITY OF TORONTO: I think that this morning's topic is of fundamental importance and I wish we really could go further to dig down into the problems and the implications of Dominion-Provincial relations in administration. The papers and the discussions have brought out implicitly, if not explicitly, some extremely important points. This appears if we compare the report of Mr. Poisson on Old Age Pensions with the remarks by Mr. Trueman and by Mr. Wardle on other examples of Dominion-Provincial collaboration. I think there are some very significant differences between the different schemes which are worthy of close consideration.

In the case of old-age pensions, I think that many of us who have observed the programme over the years would say that, granting that it has worked not too badly in many respects, granting that it has provided subsistence for a lot of people who need it badly, but quite frankly it has been an undistinguished programme since it was set up in 1927. However, it has improved materially during the last few years, since certain conferences between the Dominion and the Provinces have led to the revision of regulations and since administrative machinery has been improved in some provinces.

In the days when I saw it working at first hand, as Director of Social Welfare for British Columbia in the mid-1930's, it did not look very good to my colleagues and myself. It was, literally, a hand-out of money with but little regard for the social implications involved. It was operated under the Workmen's Compensation Board, by a staff of untrained people, who did a routine job of investigation and decided eventually that some person was eligible for a grant. But problems of housing for the old people, problems of medical care, problems of association with members of the family, and other important issues in the lives of old people all closely related to their economic maintenance, were largely disregarded. By and large, the same was true in the other provinces of Canada. The administration in B.C. was probably better than in most, certainly it was honest and, in a sort of accounting sense, it was efficient.

Now the money payment was thoroughly necessary; I would be the first to agree with that. But so much more ought to have

been done, in the way of related services, to make the old-age pension programme really good. The provinces did not have the initiative and the resources to do this something extra; and Ottawa gave only money for pensions, little or nothing in the way of leadership toward better and more adequate policies and procedures.

Some who are here will remember a study by Louella Gettys Key, on Conditional Grants-in-aid in Canada. Mrs. Key, who did that investigation while her husband, V. O. Key, did a similar study in the United States, concluded that the administration of old-age pensions, as well as of our other grant-in-aid programmes in Canada, had been far from successful. Some will also remember the very stimulating introduction to that book, written by Professor Joseph Harris of the University of California, in which he contrasted the administration of the Canadian conditional grants with those of the United States, to the marked disadvantage of Canada. There are many here, particularly Dean Mackintosh, who will recollect the discussions of the Rowell-Sirois Commission, the brilliant memorandum by Professor Mackintosh's colleague Alex Corry on the difficulties of divided jurisdiction, and the conclusions of the Commission which were very unfriendly to the whole idea of Dominion-Provincial collaboration in administration and which condemned the method of conditional grants-in-aid, except in certain cases, largely on the ground that the difficulties of collaboration that Professor Corry brought out in his memorandum were virtually insuperable. He argued that we tended to have political interference because of our system and that it became a matter of negotiation from Provincial Minister to Federal Minister and that therefore the discussion, even of all kinds of detailed matters, rose to the political level in Canada very easily, whatever might have been the case in the United States. This led, you will remember to that very important conclusion of the Rowell-Sirois Commission, that we ought to have clear-cut lines of division as between the responsibilities of the Dominion and of the Provinces: a conclusion which I was never able to accept personally, which has not been adopted as a guide to Dominion policy, and which, I think, the circumstances of the War and the post-War years have made it impossible to support.

In short, Dominion-Provincial Administrative relations in connection with old-age pensions and unemployment relief have

not been very successful. But Mr. Wardle and Mr. Trueman report quite satisfactory experience with the Eastern Rockies for its conservation scheme and the work of the Department of Agriculture. Why this difference? May I suggest that part of the answer, at least, lies in the marked contrasts between the administration of the two sets of programmes.

The first point to note in support of this thesis is that, in the case of pensions and relief, we had administration by people who were not professional in any sense of the term. This was certainly true of unemployment relief. We had, by and large, staff personnel who were not well educated; in many cases they were taken off the relief lines in those days and put into administrative jobs and some of them still remain. And we had people without any kind of professional training or equipment for that work. The same thing has been generally true of old-age pensions, until very recently in some provinces where professional staff has been recruited. One of the major issues still outstanding in connection with the administration of our public social services is that we do not have genuine merit systems of appointment in most of our provinces. A good many of our provincial staff members are still appointed, more or less, on a quasi-patronage basis, and they do not have much in the way of professional qualification or disposition to professional service.

But contrast this with agricultural administration. Consider the point Mr. Trueman so properly brought out about the qualifications of the staffs in the field of agriculture. There you have a situation in administration where the professionally equipped and disposed person in the Province talks with his professional friend in Ottawa. They talk the same kind of language, they work from common premises, and they can reach certain common understandings about procedure fairly easily and they can settle many issues without the Ministers in the Provinces or in Ottawa intervening. Such negotiation is a quiet kind of thing; proposals or counter-proposals seem sensible, and so they are accepted without fuss or fury. Hence the issue usually never rises to the political level, with pressures from Alberta or from Nova Scotia, or from Ontario, coming up to influence the Federal Minister. It seems to me that this is a point of fundamental importance regarding programmes staffed with professional personnel, which distinguishes them

sharply from other programmes, such as unemployment relief and old-age pensions.

Secondly, is there not this difference between the two sets of programmes—that there was provision for research in one case but not in the other. I know that in the case of the social service programmes there has been very little governmental research. We went through that whole great unemployment relief experience involving Dominion expenditures of \$400 million during the 1930's and there was scarcely a dollar put into objective research on the whole subject except for some useful work by the Purvis Commission from 1936 to 1938 and by the Rowell-Sirois Commission after 1937. There was no research division in the Unemployment Relief Commission at Ottawa or in any of the provincial relief agencies. Our statistics were very bad until the Purvis Commission undertook to analyze statistical data and get out some reports. So we came through the whole relief period without much serious study of the issue. The same has been literally true of old-age pensions. We have not yet had any study, apart from Mrs. Key's, of the administrative implications of the relationship between the Dominion and the Provinces in connection with old-age pensions. By contrast with agriculture and forestry, governmental research on the social services has been much neglected.

So the moral of my piece, Mr. Chairman, is this, that we can't make a good judgment on the problems and difficulties and the implications of Dominion-Provincial relations in the field of the social services until we do more of the kind of thing that the agricultural and forestry people have done, to develop professional staff for administration and to devote much more attention to research.

Having had an opportunity for some years of observing the reasonably successful Federal-State administrative relations in the United States, I have felt that it was not fair to jump to the conclusion that we could not do as good a job in Canada—even though we face difficulties which the Americans do not. I venture to think that the unfavorable conclusion of the Rowell-Sirois Commission on the subject was frankly too hasty and did not take sufficient account of the facts that we had not employed skilled staff and had not given sufficient attention to research in the large social service programmes whose inadequacies shocked the Com-

mission. If the Commission had looked more at agriculture and forestry, as we have done today, and had considered more fully the implications of administration by professional personnel its judgment might have been somewhat different. We have much to learn about the technique of administering joint Dominion-provincial schemes, and the experience in certain areas, such as agriculture and forestry, suggests that techniques which have emerged there are applicable elsewhere. If we can apply such lessons we may do much, at the administrative level, to solve the great issue of Dominion-provincial relations in our federal state. (Applause)

MR. MACKINNON: I am sure, gentlemen, that you would wish me to extend, on your behalf, to Mr. Poisson and Mr. Stephens and Mr. Wardle, our very grateful thanks for the trouble they went to to prepare the papers for us this morning, and also to Mr. Trueman, and Professor Cassidy for their very pertinent comments on the papers. Our thanks indeed, to all five! Now, if there is no more business, I will declare the meeting adjourned upon motion.

Mr. Shink has made a motion from the floor. Will anybody second that motion?—I declare the meeting adjourned.

