

way and will not accept this recommendation, then he will proceed with what I regard as a serious defect.

There is another consideration here which I think should also be brought to the attention of the house. This provision places the right of the department to do something under the control of an agency of government outside the ordinary government structure. This film board is the creature of the government, and that creature of government is given the authority to say to the departments of government whether they can or cannot do something that they would ordinarily do. I think the principle, notwithstanding the object, is one that is a definite departure from our ordinary procedure.

Mr. Macdonnell (Greenwood): I should like to refer to section 11, subsection 1. When I asked the minister if the effect of this subsection was to rule out private production agencies, he said no. I believe the effect of it really will be that, because his answer went on to say, if I correctly understood him, that it would still be possible for the film board to act as intermediary for another department to employ a private agency. Now, to me that is so unlikely that I think it can be disregarded. No one is going to believe that the film board will want to have that done. Unless they are superhuman people, it is going to be almost impossible for them to fall over backwards to the extent that they could act as a genuine agent for the employment of someone else.

Is this not a definite change in the practice? In the past, if I recall the information we had in this house last December, other departments had been able to deal directly. It is not merely a case of the initiation, but under this section as it stands there will be no dealing directly between any department and any private agency. In other words, unless I have misrepresented the situation, what we are really doing, and we may as well face it, is stating that this agency will exclude private producers.

Mr. Winters: No, as the Prime Minister has just suggested it is just like the king's printer. There is no departure here, and I can assure my hon. friend that there is no intention of insulating government departments from private operators in the motion picture field. The section of the present act reads:

All processing and production of films by and for government departments shall be undertaken by the bureau, except where the commissioner agrees that the work can be done through officers of other departments and that the results obtained will be technically adequate and economical, or where the board considers the use of commercial firms advisable in the public interest.

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The same practice is being followed.

Mr. Macdonnell (Greenwood): The minister referred to the king's printer. May I ask whether there are any private producers entering that field?

Mr. Winters: Yes, a great deal of the government printing is done by private producers through the printing bureau, the king's printer.

Section agreed to.

Section 12 agreed to.

On section 13—*Plan of organization.*

Mr. Macdonnell (Greenwood): This section seems to be setting up a separate kingdom with a vengeance. I notice particularly subsection 3 which enables the board to disregard the provisions of the Civil Service Act. Will the minister deal first of all with subsection 1 which in itself seems to give unusually broad powers? May I ask if I am correct in taking it that these are powers beyond what the ordinary department of government has? Would that be correct with regard to subsection 1?

Mr. Winters: It is powers beyond or different from those where the Civil Service Act applies, but it is not extraordinary powers in the light of the way the film board operates and has been operating. This subsection says that for the permanent employees of the board a plan can be set up, provided it is recommended by the minister and approved by treasury board. Once that plan is approved, the board then has, under this section, the power to appoint employees to fill the establishments. That is what the section purports to do.

Mr. Macdonnell (Greenwood): What is it necessary to deal with it so differently from the ordinary civil service department? Is it because it is thought that the employees that are required to be obtained by the board are of a different type and will not come in under ordinary civil service conditions?

Mr. Winters: It has always been considered that the making of films is a different sort of operation. It is a creative field in which you normally expect and get a different type of personnel. In this field there are people who are experts whom you could never get through competitive arrangements under the Civil Service Act. They are nevertheless people who have been doing and who will continue to do an excellent job for the board. Having regard to the nature of the operation, I think that the power to appoint people is a necessary one if the board is going to remain a live and creative organization.