

and investigations in depth have been and will continue to be the bases for sound constructive legislation. The Economic Council of Canada recognized this in its Fifth Annual Review which says at page 136:

"The Senate of Canada might consider the advisability of creating a committee to enquire into the problem of poverty in Canada. An earlier Senate inquiry into the problems of land use in Canada helped to bring about the Agricultural Rehabilitation and Development Act (AR-DA) in 1961. The enquiry we propose would deal with all aspects of poverty, urban and rural. Many excellent witnesses, both Canadian and foreign, would be available to appear before the committee, whose work could also be aided by a small but competent research staff. The work of such a committee could do much to define and elucidate the problem of poverty in Canada, and to build public support for a more effective structure of remedial measures."

There is, indeed, a need for permanent research assistants on the staff of the Senate to ensure that this important Senate responsibility need not depend to the extent it has in the past upon temporary and comparatively costly expert staff.

10. As a result, it seems to have become accepted that the role of the Senate is no longer confined, in these days of rapid change and instant communication, to that of "sober second thoughts" on legislation emanating from the House of Commons. Without the Senate abandoning this responsibility it now seems essential that the work of Parliament itself should be more balanced by the introduction in the Senate of more legislation than heretofore, and that the work of inquiry carried on through the means of special committees should be expanded. For the complexity of modern life requires a greater co-operation between the two Houses in order to ensure that legislation keeps pace with progress in human affairs: the great advances in science and human knowledge; the increasingly repeated and more efficient means of communication and transport; the wealth of new instruments and synthetic materials; the rationalized methods of production; in general, the world-wide reorientation which heralds a new era for man, provided that man organizes and directs these developments under the rule of law.

11. Understandably, there is a feeling of disquiet and unrest in the face of all these

triumphs of science and technology. It is an experience of individuals and nations alike. Our age, like all times of transition, is one of unrest. The era we now live in reveals a great deal of public discussion and considerable evidence of the danger of parliamentary democracy deteriorating into an authoritarian executive supported by a strong and experienced bureaucracy, with Parliament itself relegated to the role of a debating society. When the growing demands, increasing complexity and almost instantaneous communication of problems presented to Governments are considered, these fears appear to be not unreasonable.

12. To preserve the vital democratic responsibility of examination and thorough study in depth of legislation presented to Parliament, an impartial and independent Senate, comprising the ablest talent which can be attracted to it, is of paramount importance to our system and, consequently, to the Canadian public. This emphasizes not only the continuing and perhaps increasing need for our Chamber but, also, the importance of its composition as well as its procedures for ensuring a full and fair examination of public issues with as little distortion as possible by the crisis atmosphere of the daily political scene.

13. The experience of 100 years now indicates that there is some reason for the Senate to approach its task with full impartiality and independence. To this end it may be desirable that there should be a constitutional change widening the base on which senators are appointed. It is apparent that when appointments are confined almost exclusively to those who have faithfully served the party in power, there is a modifying influence imposed on their conduct by the natural loyalty to that party. This is not to suggest that either political experience or party affiliation by themselves should be a deterrent to an otherwise suitable appointment, but that if the Senate were more detached from the political party process it would have an immediate and beneficial effect on its conduct and on its image. In the words of John Stuart Mill,

"If one House represents popular feeling, the other should represent personal merit, tested and guaranteed by actual public service, and fortified by practical experience. If one is the People's Chamber, the other should be the Chamber of Statesmen; a council composed of all living public men who have passed through important political offices or employments.