

agriculture there is concurrent jurisdiction. The subject of roads was assigned to and falls entirely within the powers of the provincial Parliaments, and that has always been so understood, and the provincial Parliaments have had their subsidies increased from time to time. One of the reasons put forward in our part of Canada for the increase of subsidies was this very subject of the heavy burden that was cast on the provinces in building the roads. From that point of view, you are mixing up the powers of the central government and those of the provincial governments; and if this Bill becomes law it will hereafter be a question with the people to whom they shall look for good roads. Are they going to agitate at their own provincial capital, or are they going to say: "Keep that money for some other local purposes, and let us drain the Federal treasury for the construction and maintenance of our highways?" You will certainly raise trouble in that way. I would much prefer to have the provinces told to build their own roads, and if their subsidies are inadequate to come and make their case for an increase of subsidies. Then they would spend their own money, and the provincial government would be responsible to the people of their own province for the way in which the money was spent.

There is another objection to this Bill. While you have some control over the expenditure, you have not complete, absolute control of the expenditure from beginning to end. There is no more dangerous enterprise on which you can embark to spend money than the construction of ordinary highways, particularly in some of the provinces where there is no trained organization at all, for the purpose either of locating those properly or of constructing them. The location of roads is a science in itself. It is not every man who can go out into a countryside and say where is the right place to put a new highway or where the old ones should be constructed. In many of the provinces there is not a particle of scientific knowledge on that subject, and there are no scientific men, nor are there men who are trained road-builders. I would not be very much afraid of the province of Quebec with regard to the expenditure of the money that would go to that province, because they have demonstrated that they know where to locate a road and how to build it and maintain it. So far as I can see, the province of Quebec

Hon. Mr. ROSS.

is leading in this respect. But what is true of the province of Quebec is totally lacking in almost every other province, with the possible exception of Ontario. From that point of view, I think I shall have to oppose this Bill.

There is this further point. When two governments are dealing with the same subject there is bound to be overlapping at some stage, or at all events there will be pulling and hauling between the two forces as to where the roads should be located, who should build them, and how they are to be built. I have myself a personal knowledge of a great waste that has taken place in connection with the overlapping in agriculture. As I said a moment ago, the Dominion and the provinces have concurrent jurisdiction. I can speak of a period of at least ten years regarding the way things were done in our own province, and I can say, of my own knowledge and on the assurance of men in both the Dominion and provincial organizations, that, if instead of the two organizations there had been but one, a great deal more work could have been done with the money that was available. There was for instance, an experimental farm at Truro, another at Nappan, and another in the Annapolis valley. The one at Truro was owned by the province; the other two were owned by the Dominion. The existence of one of those owned by the Dominion was not at all justified, and the work it was doing might have been transferred to either of the other two farms. The teaching and the smaller investigations might have been assigned to the classes at Truro, and the horticultural work and field experiments could have been conducted in connection with the other institution. Sooner or later you will drift into the difficulty of having two persons instead of one dealing with a matter. I think the sounder and wiser legislation would be to follow on the lines that I indicated a while ago: let the provinces do the work that is assigned to them, and if they can make out a fair case for an increase of their subsidies, let them have that.

You may try to watch the expenditure of this money by the provinces, but for that purpose you must have an expensive staff of engineers and clerks. In any event, even accepting the assurance that the expenditure will be watched, it will be necessary to pay out a great deal of money which in my humble opinion could be saved. In plain English, you are throwing it away