

the most important that have so far been developed in Canada. The Agricultural Rehabilitation and Development Act is a simple exposition which touches with perception and truth on basic human needs. The ARDA legislation has deep implications. Its fulfillment as a practical programme demands systematic adjustment of deeply-ingrained thought and action patterns.

ARDA is a complex concept, for it demands correlation of the natural sciences and the social sciences within the framework of a generally free-enterprise economy. And the primary instruments of action — the federal and provincial governments — are subject to the strains and tensions that are inherent in a federal democracy. If the ARDA programme is to become fully successful, it must, by definition, reach into nearly every aspect of the use and management of natural resources. And it must touch, with real affect, the social and economic life of nearly all rural people. This is not to say that ARDA, as a federal-provincial agency, should impose a particular programme on a particular region, supposedly for its own good. Quite the converse. ARDA will work in a satisfactory way only when the people of each region take part in the economic and social planning for the region.

IDEA BEHIND ARDA LEGISLATION

The concept that is implied, fundamentally, in the ARDA legislation, is this; that we can no longer afford to exploit the natural resources of this country in an unplanned way. This is to say that, while machines are continually replacing men as labour, human insights and imagination are indispensable in the creation of national wealth. The fact that we can identify nearly half a million low-income people in resource rich rural areas seems to imply that we have neglected to develop our human resources. Our people are the only means we have of converting the natural resources into usable goods. If we waste the potential of our people, we waste the wealth of the nation. I look to ARDA as one very important means — and there are many others — of helping the people of rural Canada to achieve a sound and prosperous relationship with their environment.

Now, in this context, I will review the ARDA programme as it has developed, and I hope to offer my views of how ARDA can, in future, work effectively for the development and allocation of natural resources and human resources, in a way compatible with the general interest of the country and with the competitive individual objectives which are inherent in a democratic economy.

ARDA is two things — money and a programme. I will talk about the money aspect of it first. Under the present programme, federal-provincial expenditures of up to \$40 million a year can be made. On an average, the costs of projects are shared approximately equally by the federal and provincial governments.

FINANCING THE PROGRAMME

In the programme to date, the Federal Government has, up to October of this year, contributed something over \$2 million to ARDA projects in the Atlantic

Provinces, about \$6.5 million to programmes in the Central Provinces, and over \$11.5 million to the Western Provinces. In addition, the Federal Government spent nearly \$7.5 million in purely federal projects — mainly research. In all, some 560 projects had been initialled at the beginning of October, and there have been a score or more since that time.

In Ontario, there have been major projects to retire land which is sub-marginal for agriculture, and to acquire areas for forestry, recreational and wildlife development...In the other regions of Canada, similar programmes have been going forward with increasing momentum.

There can be no question as to the value of most of these projects. Land which is being used inefficiently is converted to higher use. Soil and water conservation projects enhance the present and future capability of the land to produce wealth. Community pastures, blueberry plantations, recreational areas, and many other kinds of projects significantly enhance the earning power of tens of thousands of rural people.

However, as I have previously implied, *ad hoc* projects of this kind, however useful they may be, are not in themselves enough to solve the gigantic problem of rural low income and under-employment.

This fact — that agricultural and resource adjustment alone is not enough — was foreseen in the ARDA Act and in the general agreement of 1962. Provision was made to identify areas where rural social and economic problems were particularly grave. Special measures of research, planning, and capital investment would be introduced in large enough measure to cut to the bone of the problem.

REGIONS CLASSIFIED BY NEEDS

Two kinds of regions have been identified for this kind of action. One kind is the *rural research region*, where special investigation is being done to reveal more clearly the complex elements of rural poverty. What are the relationships between educational level and rural poverty? Does a poor renewable-resource base inevitably mean a poor local population? What are the cultural factors of poverty? And so on, down a long list of possible factors.

Then there is the *rural development area*, in which planning may be carried out for integrated, comprehensive ARDA programmes, with special "inputs" of capital and expert assistance...

In some areas...the ARDA programme is being applied or planned for at a level that can hope to provide the people with the means of remedying their condition. In other areas, it is not possible to be so optimistic. My objective, as the federal Minister responsible for ARDA, is to achieve, so far as it lies within my prerogatives, a programme in which the major "inputs" are focused on the areas of Canada that need them most. If I may paraphrase a political-science classic, ARDA is an agricultural programme where necessary, but it is not necessarily an agricultural programme. With regard to the application of ARDA, there may be said to be three types of rural areas in Canada. First, there are large areas of Canada where progressive commercial agriculture is the norm, where intensive rural-development programmes are not

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