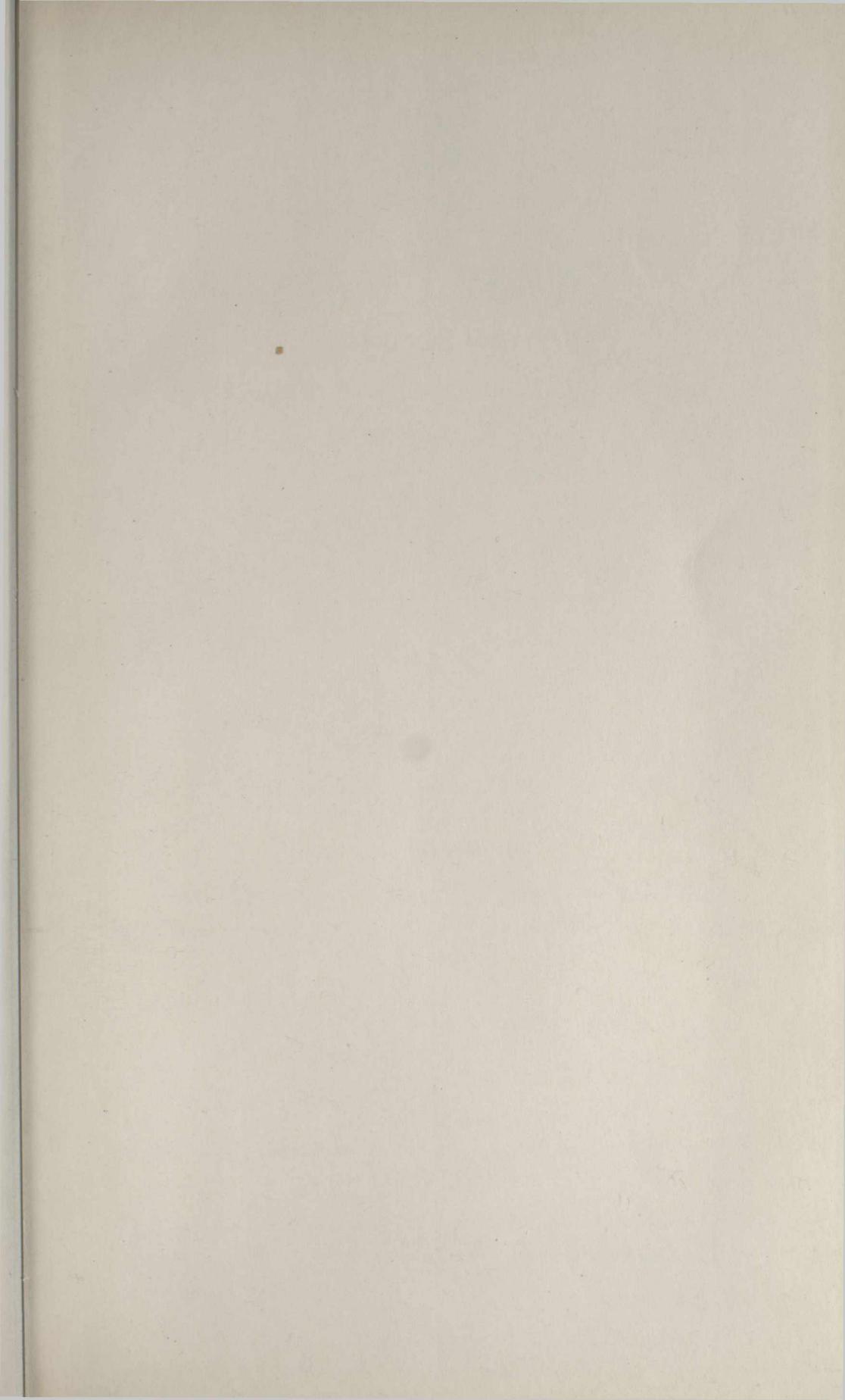


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SENATE
Special Committee on
Land Use in Canada

5th Session, 24th Parliament
1962

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Fifth Session—Twenty-fourth Parliament
1962

THE SENATE OF CANADA

PROCEEDINGS OF

THE SPECIAL COMMITTEE OF THE SENATE

ON

LAND USE IN CANADA

No. 1

THURSDAY, FEBRUARY 22, 1962

The Honourable Arthur M. Pearson, Chairman
The Honourable Cyrille Vaillancourt, Deputy Chairman

WITNESS:

Mr. A. T. Davidson, Director, Agricultural Rehabilitation
Development Act

ROGER DUHAMEL, F.R.S.C.
QUEEN'S PRINTER AND CONTROLLER OF STATIONERY
OTTAWA, 1962

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CLERK OF PARLIAMENT

THE SENATE OF CANADA
PROCEEDINGS OF
THE SPECIAL COMMITTEE OF THE SENATE

SPECIAL COMMITTEE OF THE SENATE ON LAND USE IN CANADA

The Honourable Arthur M. Pearson, *Chairman*

The Honourable Senators.

Basha	Horner	Smith (<i>Kamloops</i>)
Bois	Inman	Smith (<i>Queens-Shelburne</i>)
Boucher	Leonard	Stambaugh
Buchanan	MacDonald	Taylor (<i>Norfolk</i>)
Cameron	McDonald	Taylor (<i>Westmorland</i>)
Crerar	McGrand	Turgeon
Emerson	Méthot	Vaillancourt
Gladstone	Molson	Veniot
Higgins	Pearson	Wall
Hollett	Power	White—30.

(Quorum 5)

ORDER OF REFERENCE

Extract from the Minutes of the Proceedings of the Senate.

WEDNESDAY, February 7, 1962.

The Honourable Senator Aseltine, P.C., moved, seconded by the Honourable Senator Macdonald, P.C.:

That a Special Committee of the Senate be appointed to consider and report on land use in Canada and what should be done to ensure that our land resources are most effectively utilized for the benefit of the Canadian economy and the Canadian people and, in particular, to increase both agricultural production and the incomes of those engaged in it;

That the Committee be composed of the Honourable Senators Barbour, Basha, Bois, Boucher, Buchanan, Cameron, Crerar, Emerson, Gladstone, Higgins, Hollett, Horner, Inman, Leonard, MacDonald, McDonald, McGrand, Methot, Molson, Pearson, Power, Smith (*Kamloops*), Smith (*Queens-Shelburne*), Stambaugh, Taylor (*Norfolk*), Taylor (*Westmorland*), Turgeon, Vaillancourt, Veniot, Wall and White;

That the Committee have power to engage the services of such counsel and technical and clerical personnel as may be necessary for the purpose of the inquiry;

That the Committee have power to send for persons, papers and records, to sit during sittings and adjournments of the Senate, and to report from time to time;

That the evidence taken on the subject during the six preceding sessions be referred to the Committee.

After debate, and—

The question being put on the motion, it was—

Resolved in the affirmative.

J. F. MacNEILL,
Clerk of the Senate.

MINUTES OF PROCEEDINGS

THURSDAY, February 22, 1962.

Pursuant to adjournment and notice the Special Committee of the Senate on Land Use in Canada, met this day at 11.00 a.m.

Present: The Honourable Senators:—Pearson, Chairman; Vaillancourt, Deputy Chairman; Basha, Buchanan, Cameron, Gladstone, Hollett, Horner, Inman, MacDonald, McGrand, Molson, Smith (*Kamloops*), Smith (*Queens-Shelburne*), Stambaugh, Taylor (*Norfolk*), Taylor (*Westmorland*), Turgeon, Veniot and Wall.

In attendance: Mr. Ralph A. Stutt, Special Consultant to the Committee, and the Official Reporters of the Senate.

Mr. A. T. Davidson, Director, Agricultural Rehabilitation Development Act, was heard with respect to the order of reference.

At 12 Noon the Committee adjourned to the call of the Chairman, tentatively set for Thursday, March 1st, 1962.

Attest.

James D. MacDonald,
Clerk of the Committee.

THE SENATE
SPECIAL COMMITTEE ON LAND USE IN CANADA
EVIDENCE

OTTAWA, Thursday, February 22, 1962

The Special Committee on Land use in Canada met this day at 11 a.m.
Senator ARTHUR M. PEARSON in the chair.

The CHAIRMAN: Honourable senators, will the meeting come to order please.

We have appearing before us this morning Mr. A. T. Davidson who has recently been named head of the Agricultural Rehabilitation and Development Act, commonly known across Canada as ARDA. He has just come back from touring across Canada discussing relevant problems with the provinces and arranging the program contemplated under this legislation.

I would ask Mr. Davidson first to give us a little data on his background, his previous engagements and so forth, and how he arrived at the position he now holds, all this to let honourable senators become acquainted with him.

Mr. Davidson is going to make a short presentation to the committee and after that he will be pleased to answer any questions directed to him.

Mr. Davidson will you proceed?

Mr. A. T. Davidson, Director of ARDA—Agricultural Rehabilitation Development Act: Honourable senators, I was appointed as director of ARDA on December 1, 1961.

Senator STAMBAUGH: Will you give us a little bit of the background of ARDA?

Senator SMITH (*Queens-Shelburne*): Let him give his personal history first.

Mr. DAVIDSON: I am a geographer by profession, which is something unusual, and being such I am likely to get into a discussion describing geographical aspects. There are not too many geographers in Canada. I am a graduate of Queen's University and the University of Toronto and most of my experience has been in resources administration. I was assistant Deputy Minister of Natural Resources in Saskatchewan for five years, from 1953 to 1958. I left Saskatchewan in 1958 to come to the federal Government as Chief of Resources Division, Department of Northern Affairs, and was in that position until December 1 last year.

Senator VAILLANCOURT: Did you come from the country or the city?

Mr. DAVIDSON: No, I was born in Fort William, Ontario. I lived three years on a farm in Bruce county, Ontario.

Senator MACDONALD (*Queens*): What age were you when you left the farm?

Mr. DAVIDSON: Nine.

Senator SMITH (*Queens-Shelburne*): Mr. Chairman, it would be interesting if Mr. Davidson would tell us what he studied when he was at university. Did he study agriculture or some other course?

Mr. DAVIDSON: No, I did not study agriculture. In Queen's I took economics and history and in Toronto I took geography with specialization on what is called regional planning. The only specific agriculture training I have is training in agricultural economics.

The CHAIRMAN: Are there any other questions? If not, Mr. Davidson might go ahead with his brief.

Mr. DAVIDSON: Honourable senators, I must confess I did not prepare a formal brief for this meeting. I was not sure until this morning that I would be asked to appear before you today, and I came off the plane from Washington late last night, and have simply a few notes which I put down in a short time before I came over.

I think you know that the programs and projects under the act are to be carried on jointly between the federal and provincial governments. That is, what is largely done under ARDA has to be carried on in agreements between the federal and provincial governments. We must either carry on these projects jointly, or the federal Government must assist financially. The federal Government may carry on research on its own or jointly with the provinces, so that in summary the only part of the program that the federal Government may carry on strictly on its own is research. All projects and programs must be carried on jointly, so when I came on staff as director on December 1st last we agreed that one of the first things that should be done was to visit the provinces—since, as I pointed out, this is a federal-provincial program—to get their thinking on the program, to try to tell them what our thinking was to date on how the act might apply—really exploratory meetings with them to feel our way with their thinking and ours. We are still really in this stage of policy making or thinking. Mr. Stutt, who is your secretary here, was at most of the federal-provincial meetings.

The CHAIRMAN: With you?

Mr. DAVIDSON: Yes.

We have now held meetings with all the provincial governments, and in most cases the provinces have already set up inter-departmental coordinating committees, made up of a number of departments that are concerned in the ARDA program in the province. Many are set up at deputy minister level, or directly below the deputy minister level. In a number of cases this had already been done, so that in some cases it was a formal and in other cases an informal committee that we conferred with when we went to the provinces.

My general impression, as a result of these meetings, is that the provinces are keenly interested in the program. In every case I think we had excellent meetings. The provinces showed a great deal of interest, and they had done a great deal of thinking as to how the program might apply in the individual province. They proposed to us a large number of projects and programs for consideration and agreement under the act. I have not counted exactly how many were proposed, but they would certainly be in the scores from all the provinces.

The provinces are now submitting to us—and they are coming in daily—briefs setting down more formally the kinds of projects and programs they are interested in under the act, but already we have had informally from them their proposals in our meetings. We are now considering these proposals from the provinces, and we have been drawing up what I might call a federal policy statement on the application of the ARDA program within the next two or three years.

To indicate to you the kinds of things the provinces have in mind, what I have tried to do here is to set down very generally the kinds of programs and projects the provinces have proposed to us.

Under the section of the act regarding programs and projects for the alternative use of land, (one of the three major sections of the act), these are the kinds of things the provinces have talked to us about:

Projects to establish association, group or community pastures. We believe that the use of land, that is now submarginal or marginal, for cultivation for grassing or pasturage will prove to be a major possibility of transfer of land use. It seems, in our meetings, that the provinces generally agree with us. I think all the provinces talked to us about or proposed community pastures programs. We are now working on a policy for community pastures, under ARDA, which I think will be acceptable to all the provinces. A number of different kinds of suggestions on the mechanics of this program, and how it would work, came from each province, and what I am trying to do now is to devise a program that rather comprises these various suggestions—that is, a program that is a compromise between them—and to come up with a community pastures assistance program that would apply across the country.

Projects to encourage farmers to establish pastures on marginal lands.

Projects to acquire marginal or other related lands for forestry purposes—for Crown or provincial forests, for municipal forests, county forests or other public forestry management areas. We believe that there can be a large scale transfer of lands which are now abandoned, unused or are under cultivation but which are uneconomic for cultivation, to tree growing, particularly in eastern Canada.

As you know, under the program we are concerned not with land idling, or keeping land in abandonment; we are interested in land use.

Senator STAMBAUGH: I wonder if I might ask this question at this time: What do you consider to be eastern Canada. Where is the line of demarkation?

Mr. DAVIDSON: When I say "eastern Canada," I am speaking of east of Manitoba—Ontario—

Senator STAMBAUGH: Starting at Ontario and going east?

Mr. DAVIDSON: Yes, sir.

Regarding this transfer of fairly large areas to tree growing, we are hopeful that this could result, over a period of years, in considerably increased incomes in rural areas, and that it could also be an important factor in the future competitive position of our forest industry and the supply of tree fibre at competitive prices down the line. If this is true, the transfer of these lands could not only be a major answer from the point of view of agriculture but could also have important implications from the point of view of the forest industry.

The CHAIRMAN: Do you mean, the transfer of property from one government to another, or the transfer of use?

Mr. DAVIDSON: The transfer of use.

Senator TAYLOR (*Westmorland*): It would still remain under the ownership of the individual?

Mr. DAVIDSON: In some cases the provinces propose that they would actually acquire the lands and put them into public forestry management areas. In other cases there is quite the opposite proposal, and that is to take public forestry management areas and lease them to farmers to establish an economic unit based on cultivation and tree farming, both.

Projects to acquire marginal lands for assembly to lease to adjacent farmers for forestry purposes, to promote diversified economic forest farm units. This kind of program was proposed to us in two provinces.

Projects for the acquisition and planting to trees of lands that are designated as marginal or submarginal agricultural lands.

Projects to assist in the establishment and maintenance of farm woodlots, including assistance in planting, thinnings, access trails to woodlots, management, planning and other woodlot extension services.

Projects to acquire marginal lands for growing recreational needs as a result of urbanization, and particularly for recreational needs for land near urban centres. Recently I have had some brief discussions with officials of the American Rural Area Development Program, and the alternative use of lands for recreational purposes is one of the major factors in their program. They are proposing to transfer many millions of acres of land to recreational needs because of the burgeoning demand for recreational lands in the U.S.A. We think there is also a great demand for recreational lands in certain areas in Canada.

Senator BUCHANAN: What type of development should they evolve for recreational purposes?

Mr. DAVIDSON: Some of these are simply set aside as, you might almost say, wild land, but others are concerned with the development of natural or artificial lakes and beaches.

Senator BUCHANAN: To produce wild game, and hunting areas?

Mr. DAVIDSON: In the U.S.A. program and, presumably, in ours, these areas would be open for public hunting. That is the next class I was going to suggest.

Projects to acquire marginal lands for public shooting areas, wild life management areas, or to lease or acquire easements on such lands from farm owners for public use.

Under this kind of program comes the proposed Prairie pothole lease or easement program, and a couple of provinces in the east have suggested programs for acquiring public shooting grounds.

This is an attempt to suggest the kind of projects that have come from the provinces under the Projects for the Alternative Uses of Land portion of the act. With respect to the Soil and Water Conservation Projects portion of the act, and the intensive use of arable farm land, we received a great number of different types of proposals, such as proposals for projects for the drainage of good arable farm land; projects for the protection of such lands from flooding, including dykes, main ditching systems, stream improvement, flood control dams, and so on; projects for the supply of water for agricultural purposes, including water storage, dams and dugouts; projects for shelter belts and other such soil erosion control measures; projects for stone removal on good arable land, and for grassing and terracing to prevent erosion; projects to maintain water levels for stability of agricultural production and related flood control, wild life and recreational purposes; engineering or cost-benefit or other related studies on any projects of this kind.

You can see that the proposals that have come from the provinces under the Soil and Water Conservation Projects portion run practically the whole gamut of possibilities of soil and water conservation. There is a great number of them. Some of them might also be rather costly.

The other main section of the act is that dealing with rural development, and I think you gentlemen are familiar with the concept of the rural development section since you have had a great deal of testimony before this committee on rural development. In fact, I think you took an active part in recommending proposals that had to do with this section.

The idea, of course, is to establish what I might call rural development areas, and in those areas to attack all of the possibilities of local area development with the aim of increasing the income opportunities in those areas.

A number of provinces have proposed areas for pilot area studies, although no agreements—and I should have pointed this out earlier—have been signed with the provinces with respect to any of these projects. These are simply proposals from them for consideration with the expectation that they will lead to agreements. As I have already said, a number of provinces have suggested rural development pilot areas which would be very intensively studied, and in which local committees would be set up out of which we hope would come blueprints or proposals for the development of that particular area. The kind of studies that we have talked about that might take place in these rural development areas include studies of present land use and land capability for various purposes; studies of resource use or resource development opportunities for increasing income in the rural development area; studies of needs in the rural development area for soil and water conservation projects; rural sociology studies; studies of agricultural economics, including marketing studies, employment, labour, under-employment, and vocational training needs; and studies of off-farm employment opportunities and industrial development opportunities.

It is thought that if enough information is gathered about these factors in the rural development areas, and this information is presented to local committees in such a way that they can understand it, it would then be helpful to them in devising proposals for doing something about improving living standards and opportunities in those areas.

Once the local people have made their proposals about the kind of programs and projects they would like to see carried on in their area the idea is that through ARDA, which is partially a co-ordinating agency, programs under ARDA for better use of lands and for soil and water conservation would be applied.

And in addition to that the assistance provided by other Government programs, both provincial and federal, would be focused on that area in an endeavour to meet its local problems, and in an attempt to increase the income opportunities in that area. In other words, it is an integrated attack on the problems of local economic development.

We are quite anxious to get some of the rural development pilot studies started this year because, of course, it will take some time for the completion of the studies and then some further time before actual proposals can come out of these studies, and action taken. Enough of the provinces have now selected areas so that I think it will be possible to begin these studies this summer.

As I said earlier, we are now drawing up policy proposals for submission to the cabinet and if these policy proposals are approved we will return to the provinces and start to negotiate project agreements for implementation with some of them this year. We hope to start this summer.

I have also been concerned since I came on staff about the question of staff and organization for the ARDA program. I have drawn up a staff and organization proposal. ARDA itself will be largely, as I said earlier, a co-ordinating agency. We do not propose to have a large number of staff to carry out the program itself. We will rely largely on the existing agencies of Government, and these will be co-ordinated through people on the ARDA staff who will keep in touch with the other agencies concerned. There will be also an inter-departmental co-ordinating committee at the federal level, and we are now setting that up. This inter-departmental co-ordinating committee will operate at two levels. It will function at the deputy minister level and will meet about twice a year to consider broad policy questions, and also on a lower working level—on a senior officer level—to meet continually to consider the projects and programs which have been proposed by the provinces, to appraise them, and to give advice on the carrying out of these local area studies.

Senator TAYLOR (*Westmorland*): Mr. Chairman, may I ask Mr. Davidson this question with respect to the splendid work that is being done, and has been done over the years by P.F.R.A. and M.M.R.A. in regard to land use, water conservation, water control etcetera: Is it proposed that that work will be carried on under ARDA, or will these other organizations continue on as they are?

Mr. DAVIDSON: It is proposed that in western Canada—let us take the example of P.F.R.A., P.F.R.A. will form the operating arm of ARDA in the west. There will be continuing negotiations to be carried on with the provinces, and joint inspection of projects. The P.F.R.A. staff will do this for us. The P.F.R.A. program as such will, in my understanding, be carried on, but we expect there will be a large number of projects under the ARDA legislation which they will have a lot to do with in connection with administration.

The same will be true with respect to M.M.R.A. in eastern Canada, with this exception that the M.M.R.A. program is almost complete so far as eastern Canada is concerned, and they will be able to spend almost their full time on ARDA projects.

Senator TAYLOR (*Westmorland*): May I also ask if there was any indication from your visits to the provinces that municipalities are coming in and taking an interest in these developments?

Mr. DAVIDSON: I should say there is an indication because the provinces did talk about municipalities being involved in this. There was talk about selecting municipal units as rural development areas, and, of course, if one was selected then the local municipal government would be represented. However, we have had no discussions ourselves with municipal governments. Our concern is to deal directly with the province, or whatever agency the province says is its agent. We have not been dealing directly with municipalities or individuals.

Senator TAYLOR (*Westmorland*): I quite understand that, but I think it is most important that municipalities take an interest in it.

Mr. DAVIDSON: I agree.

Senator WALL: Mr. Davidson, I wonder if I could go back to the general statement you made concerning the fact that there are some indications from some provinces that study areas may be set up—or study projects.

Mr. DAVIDSON: Yes.

Senator WALL: Are you at the stage when you can tell us which provinces have already exhibited an interest, and where these study projects may likely be undertaken?

Mr. DAVIDSON: I am afraid I cannot, sir, because our discussions with the provinces were informal, and they may, indeed, have changed their minds about what area they proposed after having looked at it a little longer. In the meetings we discussed various areas, and what would be the advantages of one area over another as a pilot project area, and we might have tentatively agreed that a certain area might be a good area, but I do not think the provinces are prepared to say formally that it is.

Senator WALL: May I ask this supplementary question? I don't know whether it will be fair. Is present interest reasonably widespread and if you did entertain some of the existing projects suggested would they give us a representative cross-sectional picture of rural development?

Mr. DAVIDSON: You are speaking of the rural development areas?

Senator WALL: That's right. I mean, as you cast your eyes on some of these specific projects which have been tentatively suggested do they give us a cross-sectional view?

Mr. DAVIDSON: You mean under all sections of the act?

Senator WALL: Yes.

Mr. DAVIDSON: Yes, they do. All provinces have made proposals. It would be difficult for me to honestly say whether one province is keener than any other. All provinces are interested and the projects cover almost a full range and perhaps beyond what will be finally agreed upon.

Senator WALL: May I ask this question. You mention an inter departmental committee at the deputy minister's level, and then at the working level.

Mr. DAVIDSON: Yes.

Senator WALL: Which departments are likely to be involved in this type of committee?

Mr. DAVIDSON: It has been proposed to involve—if I can remember them all—the departments of Agriculture, Finance, Fisheries, Trade and Commerce, Forestry, Citizenship and Immigration, and Labour. I think I have covered them all.

Senator CAMERON: The Department of National Health and Welfare would be in there too.

Mr. DAVIDSON: No, not to date.

Senator VAILLANCOURT: I believe at the beginning of your remarks you mentioned that two provinces are interested in reforestation.

Mr. DAVIDSON: If I said two I misled the committee. A number of provinces are interested in projects, under this alternative uses of land section, to do with tree-growing. All the eastern provinces are interested.

Senator VAILLANCOURT: You mentioned two provinces.

Senator TAYLOR (*Westmorland*): No, he referred to all eastern provinces before, Senator Vaillancourt.

Mr. DAVIDSON: Yes. If I said two provinces I was wrong. I think we have such proposals from all the eastern provinces.

Senator HOLLETT: In what connection is the Department of Fisheries associated?

Mr. DAVIDSON: The Department of Fisheries has been proposed to be included on the committee because particularly in the Atlantic provinces there are many areas where fisheries are the major factor in the question of rural development, rural income and employment opportunities. It is our proposal that in the studies of rural development in these areas, the fishing industry and employment opportunities in the fishing industry, the question of what I might call off-farm employment in fisheries—I think it is almost the other way round in some cases—would have to be considered. This is why we have had discussions with the Department of Fisheries, and where they have programs in some sections of the Atlantic provinces they will have to be intimately concerned.

Senator HOLLETT: There is no doubt about that in so far as my province is concerned. I take it Newfoundland is interested in this?

Mr. DAVIDSON: Yes, very much so.

The CHAIRMAN: Are there any further questions? I would like to say we appreciate very much, Mr. Davidson, your presence before this committee. You gave a clear outline of what we more or less anticipated was being done in regard to the Agricultural Rehabilitation and Development Act, but we

did not have knowledge of actually what was taking place. I think we have a good idea now. It would seem this program is actually under way between the federal Government and the provincial governments across Canada and it would appear to me at least that we are on the way to developing this rehabilitation program, which I think is one of the best things that have been thought of for the rural areas. Are there any other questions?

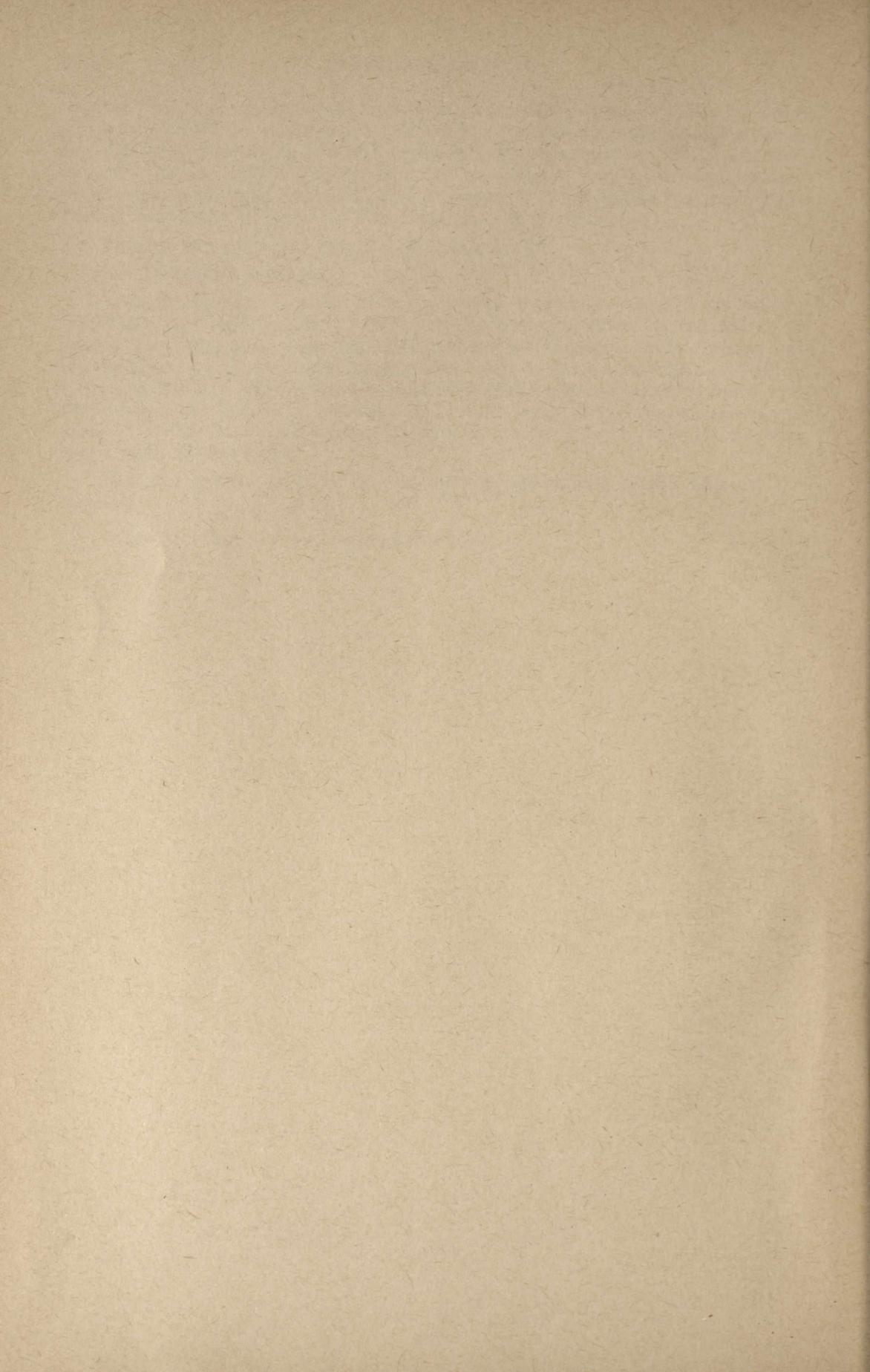
Senator HORNER: You referred to immigration.

Mr. DAVIDSON: Yes, sir.

Senator HORNER: I would like to observe that while there is an opportunity for land development it seems we have almost dried up our source of people who wish to live on the land. I think we require a great infusion of immigrants into this country, people who want to farm and who are willing to live on the land. Nowadays it would seem that everyone wants to move into the cities. I am somewhat alarmed about this. What is the use of developing areas if there is no one willing to live in them? I think this is one idea that should be developed.

The CHAIRMAN: If there are no further questions I would adjourn the meeting.

—The meeting was thereupon adjourned.





Fifth Session—Twenty-fourth Parliament
1962

THE SENATE OF CANADA

PROCEEDINGS OF

THE SPECIAL COMMITTEE OF THE SENATE

ON

LAND USE IN CANADA

No. 2

THURSDAY, MARCH 15, 1962

The Honourable Arthur M. Pearson, Chairman
The Honourable Cyrille Vaillancourt, Deputy Chairman

WITNESSES

Dr. G. Albert Kristjanson, Senior Rural Development Specialist, Manitoba Department of Agriculture and Conservation and Mr. Roger B. Truemner, Regional Development Branch, Manitoba Department of Industry and Commerce.

APPENDIX "A"

Human Factors in Rural Development, Dr. G. Albert Kristjanson.

ROGER DUHAMEL, F.R.S.C.
QUEEN'S PRINTER AND CONTROLLER OF STATIONERY
OTTAWA, 1962

SPECIAL COMMITTEE OF THE SENATE ON LAND USE IN CANADA

The Honourable Arthur M. Pearson, *Chairman*

The Honourable Senators

Basha	Horner	Smith (<i>Kamloops</i>)
Bois	Inman	Smith (<i>Queens-</i> <i>Shelburne</i>)
Boucher	Leonard	Stambaugh
Buchanan	MacDonald	Taylor (<i>Norfolk</i>)
Cameron	McDonald	Taylor (<i>Westmorland</i>)
Crerar	McGrand	Turgeon
Emerson	Méthot	Vaillancourt
Gladstone	Molson	Veniot
Higgins	Pearson	Wall
Hollett	Power	White—30.

(Quorum 5)

ORDER OF REFERENCE

Extract from the Minutes of the Proceedings of the Senate.

WEDNESDAY, February 7, 1962.

"The Honourable Senator Aseltine, P.C., moved, seconded by the Honourable Senator Macdonald, P.C.:

That a Special Committee of the Senate be appointed to consider and report on land use in Canada and what should be done to ensure that our land resources are most effectively utilized for the benefit of the Canadian economy and the Canadian people and, in particular, to increase both agricultural production and the incomes of those engaged in it;

That the Committee be composed of the Honourable Senators Barbour, Basha, Bois, Boucher, Buchanan, Cameron, Crerar, Emerson, Gladstone, Higgins, Hollett, Horner, Inman, Leonard, MacDonald, McDonald, McGrand, Methot, Molson, Pearson, Power, Smith (*Kamloops*), Smith (*Queens-Shelburne*), Stambaugh, Taylor (*Norfolk*), Taylor (*Westmorland*), Turgeon, Vaillancourt, Veniot, Wall and White.

That the Committee have power to engage the services of such counsel and technical and clerical personnel as may be necessary for the purpose of the inquiry;

That the Committee have power to send for persons, papers and records, to sit during sittings and adjournments of the Senate, and to report from time to time;

That the evidence taken on the subject during the six preceding sessions be referred to the Committee.

After debate, and—

The question being put on the motion, it was—

Resolved in the affirmative."

J. F. MacNEILL,
Clerk of the Senate.

MINUTES OF PROCEEDINGS

THURSDAY, March 15, 1962.

Pursuant to adjournment and notice the Special Committee of the Senate on Land Use in Canada met this day at 10.30 a.m.

Present: The Honourable Senators Pearson, Chairman; Basha, Bois, Buchanan, Gladstone, Higgins, Hollett, Horner, Inman, Leonard, McGrand, Smith (*Queens-Shelburne*), Stambaugh, Taylor (*Norfolk*), Taylor (*Westmorland*), Turgeon and Wall.

In attendance: Mr. Ralph A. Stutt, Special Consultant to the Committee, and the Official Reporters of the Senate.

Dr. G. Albert Kristjanson, Senior Rural Development Specialist, Manitoba Department of Agriculture and Conservation and Mr. Roger B. Truemner, Director, Regional Development Branch, Manitoba Department of Industry and Commerce, were heard with respect to the order of reference.

A brief entitled "Human Factors in Rural Development" filed by Dr. Kristjanson, was ordered to be printed as Appendix "A" to today's proceedings.

At 12.30 p.m. the Committee adjourned to the call of the Chairman, tentatively set for Thursday, March 22, 1962.

Attest.

James D. MacDonald,
Clerk of the Committee.

THE SENATE
SPECIAL COMMITTEE ON LAND USE IN CANADA
EVIDENCE

OTTAWA Thursday, March 15, 1962.

The Special Committee on Land Use in Canada met this day at 10.30 a.m. Senator Arthur M. Pearson (*the Chairman*) in the Chair.

The CHAIRMAN: Honourable senators, in calling this meeting to order I would like to read into the record a list of the witnesses we have scheduled to appear before this committee up to April 12. As you know, today we have Mr. G. A. Kristjanson, Senior Rural Development Specialist, Manitoba Department of Agriculture and Conservation, Winnipeg, Manitoba, and Mr. Roger B. Truemner, Director, Regional Development Branch, Manitoba Department of Industry and Commerce, Winnipeg, Manitoba.

On March 22 we are to have as our witness Mr. Jean Baptiste Lanctot, Society Catholic d'Establishment Rural, of Montreal, Quebec. We expect to have at the same hearing Dr. W. J. Gallagher, General Secretary, Canadian Council of Churches, of Toronto, Ontario, although we have not had a clear indication from him yet to this effect.

On March 29 we will have as a witness Mr. Hartwell Daley, Director of Research, Prince Edward Island Department of Industry and Natural Resources.

On April 5 we will hear a representation from the Canadian Society of Rural Extension. Their spokesman will be Mr. Lloyd Rasmusson, Supervisor of District Agriculturalists, Alberta Department of Agriculture, Edmonton, Alberta. At the same meeting we will have as a witness Mr. W. A. Jenkins, Associate Director of Extension, Nova Scotia Agricultural College, Truro, Nova Scotia. We will also have on that occasion Dr. L. C. Paul of the Extension Department, University of Saskatchewan, Saskatoon, Saskatchewan.

On April 12 we will have a representation from the Co-operative Union of Canada. The witnesses on that day will be Dr. A. F. Laidlaw, National Secretary, Ottawa, Ontario, and Mr. Ralph Staples, also of Ottawa.

Honourable senators, that is our projected program to April 12. At this time I should like to introduce Mr. G. A. Kristjanson. Would you kindly give us a brief background of your position in the Manitoba Department of Agriculture and how you got there?

Mr. G. Albert Kristjanson, Senior Rural Development Specialist, Manitoba Department of Agriculture and Conservation: Mr. Chairman and honourable senators, first of all, may I express my appreciation for the opportunity of appearing before you to discuss rural development of Manitoba, in which I am so vitally interested.

In order to give you some background information about myself, I may say I was born and raised in the most famous community in Manitoba, known as Gimli. I attended the primary school there.

The CHAIRMAN: Senator Thorvaldson came from there also.

Mr. KRISTJANSON: Yes, Senator G. S. Thorvaldson came from that area.

I took my under-graduate work at Ontario Agricultural College, majoring in agricultural economics. Then I went to North Dakota and taught on the veterans' training program there for a year before going for my Master's

degree at the Agricultural College at Fargo, North Dakota, in agricultural economics. Then I went to the University of Wisconsin where I worked toward my Ph.D. in rural sociology.

Afterwards I went to Washington State and did research work on extension evaluation for one year. Following that I went to South Dakota State College as assistant professor of sociology for three years, where I did research in population, migration, extension work and a number of other projects, as well as teaching sociology courses.

I finally saw the light and decided to come back to Manitoba, to the Department of Agriculture there. My original position was one of co-ordinator for southeastern Manitoba, to study what is considered a problem in Manitoba. I had been there only a short time when they ran into some difficulties in hiring an agricultural economist to head up their extension program; so I agreed to take that on along with my rural sociology work. Therefore, for the past year and a half, in addition to working in these problem areas, I have been in charge of agricultural economic extension work in the province.

Honourable senators, you will find that you have two papers before you. The first one is a brief entitled Rural Development in Manitoba and it is the paper with which I propose to deal today. The other paper, entitled Human Factors in Rural Development, is one which I gave at the University of Manitoba last week, during the university farm week, which discusses human factors in rural development. We may get into some of the points in the latter paper, but I do not intend to cover it in detail.

Senator HIGGINS: You delivered this address on human factors only last week?

Mr. KRISTJANSON: Yes.

Senator HIGGINS: I was wondering about that. You say in it that the audience is impressive from the standpoint of size but still more impressive in calibre, in that you see so many people from all parts of the province whom you know and whose judgment you respect so highly. That was meant for the first audience, rather than here, I suppose?

Mr. KRISTJANSON: The second part of that statement certainly applies here.

Senator HIGGINS: You can take that for both?

Mr. KRISTJANSON: You can take that for both, certainly.

I would like to briefly explain how I delineated the broad subject that I have been asked to discuss. In order not to take up your valuable time on topics that have already been discussed, I reviewed the material presented during the Fourth Session—Twenty-fourth Parliament. Professors Baker and Van Vliet covered a great deal of important material that I would have tried to cover if they had not appeared before you and done such an admirable job. The brief presented to this committee in 1959, on "The Small Farm Problem in Manitoba" by the Honourable Errick F. Willis, then Minister of Agriculture and Conservation, and now Lieutenant Governor of Manitoba, outlined broadly the land use pattern in Manitoba with major emphasis on the problem areas. He also outlined broadly some of the programs and policies being carried out in Manitoba. Therefore, I did not feel I should go over that same material.

Then of course the letter from your chairman, the Honourable Senator Pearson, requesting my appearance here, gave me some basis on which to delineate.

However, because we in Manitoba are doing so much in the field of Rural Development, as in other fields, I will still be able to touch only on some of the highlights. I have tried to select those topics that I thought would be most constructive in promoting positive thinking and action with respect to Rural Development in general, and "ARDA" in particular.

Philosophy of Rural Development

1. In my opinion there are two broad approaches to rural development. The first of these is one in which a great deal of capital is provided in order to develop what really amounts to a completely new resource. The best example of this is Tennessee Valley Authority in the United States, and I would submit that the Saskatchewan Dam has the potential of being in the same category. Here we are really pouring in quite a lot of capital which was not in the area before.

The second alternative is what is so often called the "Boot Strap" approach. This, of course, is the approach whereby people are given assistance, primarily technical, in order to develop their resources, i.e. it is the old extension philosophy of helping people to help themselves.

When Rural Development in general, and ARDA in particular, is being discussed with a farm audience, they are inclined to visualize ARDA in terms of the first approach that I mentioned. When it is discussed with people responsible for the control of the public purse, they are inclined to think of it in terms of the second category, i.e. the self-help type of program.

I would suggest that if we are really serious about ARDA it has to be more than just a self-help program. The primary, although not exclusive intent of ARDA was to try to do something about the so-called marginal farm areas of Canada. These areas are marginal largely because of limited resources at least under past economic conditions. Because the resources were limited, capital accumulation was virtually impossible, and without accumulated capital it is very difficult for people in these marginal areas to make the adjustments necessary to meet the changing conditions.

Self-help programs are excellent, provided the boot-straps are long enough to get hold of and strong enough to pull. Years of hardships has worn the boot straps of the people in the marginal areas pretty thin and I'm afraid they will not stand much pulling.

Therefore, in my opinion, the types of programs to be developed under ARDA will fall somewhere between the two extreme categories I mentioned. To continue my boot-strap analogy, I would suggest that we need to provide new boot straps on which to pull. This of course, means the provision of development capital of one sort or another. Provision of this capital should not be government handouts in the form of a series of stop gap programs but rather funds for planned long range development of the resources at hand.

2. A second consideration in discussing rural development is that it appears unrealistic to think about development of marginal and sub-marginal areas only. In other words it is necessary to look at these areas as a part of a larger region that includes areas with more resources capable of development. In this way, it is possible to take advantage of all the resources, human and natural, and their inter relationships. Professor Baker mentioned this in his report to you, when he was here, within the framework of trade center areas. Also Mr. Truemner, in his report this morning, discussed Manitoba's activities in regional development.

3. A third point that I feel needs emphasis is that we can no longer, in fact we ever could, think of development in terms of primary resources alone, i.e. we cannot think of the development of our agriculture, forestry, fisheries, etc. except in relation to industrial development associated with these resources.

I have given you this background philosophy which represents at least my basic thinking on the subject and I think it is fair to say that it is representative of the thinking of most of the people in Manitoba who are involved in this work.

Now I will attempt to answer some of the more specific questions raised by your chairman regarding Manitoba's approach to the ARDA program. As you no doubt know, each province has been asked to submit a list of programs

for negotiations between the federal and provincial governments to be carried out under the ARDA legislation. This has been done by Manitoba and I presume other provinces as well.

Under the direction and guidance of our Minister of Agriculture an inter-departmental committee was set up to formulate a list of proposed projects. In doing this, we submitted projects that fell within the three major categories of the Act: Alternative Land Use, Rural Development, and Soil and Water Conservation. Within each of these we submitted projects that fit into the two sub-categories: research and investigation projects, and physical projects.

As I pointed out earlier, we believe that the ARDA program should be a long range fundamental development program. In order to achieve sound long range programs a good deal of detailed information is needed. Therefore our submission included provision for a substantial number of research projects, the information from which will enable us to develop sound long range plans. For example, we have submitted research projects on soil surveys, farm ownership studies, sociological surveys, hydrologic survey, and many others, all of which are needed in order to develop multiple use programs.

Under the physical projects category, we also submitted a number of proposals. Fortunately, prior to the passing of the ARDA legislation, we in Manitoba had done a considerable amount of research work in the fields mentioned above. Although this information is not complete for any large region we did have enough information on which to base recommendations for certain physical projects. For example, we have recommended a land purchase program in certain marginal areas in the province where we are confident that this is necessary in order to achieve the highest use of such land. For the most part, this will enable us to get land now in agriculture out of agriculture into forestry and wild life uses. We are also working on reorganization of certain currently marginal agricultural land into more effective agricultural use, primarily a livestock ranching type of operation. In addition to privately operated ranching units, we have suggested expansion of the community pasture program where it appears sound for the overall development of our agricultural program.

I may summarize all that by saying in the first category is the land we want to take out of agriculture and put into forestry and wildlife uses, land that was put into agriculture and probably never should have been in the first place, and we are now trying to make this changeover there. The second category is marginal land, marginal because of the size of the operation and which we are trying now to develop into more economic units. The third point is the community pasture approach with which you are also familiar.

Recognizing that many of these areas are overpopulated from the Agricultural point of view, we have suggested an educational program for one of these areas in an attempt to prepare at least some of the people for non-agricultural employment. Retaining and relocation can not be overemphasized.

The really significant point in all our physical projects is that we have maintained the philosophy that ARDA is a long range development program and as such we have submitted only those projects for which we had sufficient information to be confident that they would lead to sound development of all the available resources. In other words, we did not submit projects for the sake of submitting projects. The physical projects have been based on detailed information we had in certain areas—and perhaps we did not have enough information—but these are the items we had information on.

Let me summarize what I have covered to this point.

1. I outlined my, and I think, Manitoba's philosophy on rural development.
2. I pointed out that we are approaching it from an inter-departmental and multiple use approach.
3. We are basing our programs on sound facts.

Local Involvement

Now I want to discuss briefly what is being done to prepare the local people for this program.

Mr. Truemner has outlined the work that our Department of Industry and Commerce is doing with respect to regional development and planning. I will concentrate on what is being done with respect to ARDA.

As you realize this piece of legislation is still really only on paper and has not become operative. However, what we are doing is discussing with all the rural audiences that we can the content and intent of the Act as we see it. In doing this, we are attempting to prepare the local people for their participation in the program. Our most intensive effort in this direction was a one-week course for 25 rural leaders at which time we discussed in detail the ARDA program, and the general philosophy of rural development. These people reached the point of developing a suggested administrative framework at both the provincial and local level. They also suggest rather specific types of programs that they felt should be initiated. There is a great deal more work to be done along these lines, but we have succeeded in making the rural people of Manitoba aware of the Act and some of its implications.

In one area, southeastern Manitoba, we have set up an advisory committee made up of five local residents and five governmental people who represent the major resource fields that are likely to be involved in any development programs in that area. This group, I am sure, will be directly involved in the implementation of ARDA in that area.

Making the Program Operative

In order to achieve the most effective long range program maximum local involvement is necessary. My personal opinion is that in order to achieve this it will be necessary to have regional co-ordinators who are in a position to obtain the services of technically trained civil servants and other people who have specialized information of significance for the area to spearhead the program. These people must also have the ability to organize the local residents into working committees to gather the required local information and to motivate them to do the job. This is by no means an easy task, but it can be done. Many of our agricultural representatives have the characteristics necessary to carry out such work. However the agricultural representatives have traditionally limited themselves to agricultural development and therefore need some additional training in other related fields.

I would suggest that provisions should be made under the ARDA legislation to give these people the needed training. In so doing we would be investing training funds in proven work horses. Because these men are mature individuals with growing families, assistance during their training period is necessary.

My remarks have been limited to the work that we have been doing, and are planning for the marginal and sub marginal areas. We are equally active in agricultural development work in other parts of the province carrying out programs that were outlined in Manitoba's submission in 1959, and many more. For example, we now have about 600 farmers enrolled in a four year program of studies of farm management. Also, through the efforts of our Minister of Agriculture in January of this year, we were able to conduct a one-week TV course on farm management in its broadest sense. We were thrilled when we learned that 70 per cent of the farm people who have television sets followed the program for an hour and a half for five consecutive days.

That concludes my presentation, Mr. Chairman.

The CHAIRMAN: I must say, Mr. Kristjanson, that your brief was a very excellent and precise report.

Do honourable senators wish to question Mr. Kristjanson now or would you rather wait until we hear from Mr. Truemner?

Senator STAMBAUGH: Mr. Chairman, I think it might be a good idea to hear Mr. Truemner before we put any questions, as his presentation may bring out a lot of points that we may be asking questions on.

Mr. KRISTJANSON: Mr. Chairman, the section of our presentation that I presented here on local involvement is dealt with in much greater detail in my paper on "Human Factors in Rural Development". I feel that we won't probably have time to cover it all but the material in that paper is very relevant to our presentation.

The CHAIRMAN: Honourable senators, is it agreeable that we will have that address by Mr. Kristjanson printed as an appendix to today's report?

Hon. SENATORS: Agreed.

(For text of address, see Appendix pp. 41 to 44)

The CHAIRMAN: Mr. Truemner, will you let us have the benefit of your study? First of all, will you let us have the story of your background?

Roger B. Truemner, Director, Regional Development Branch, Manitoba Department of Industry and Commerce: Mr. Chairman, very briefly, my background is to have been born in Toronto and have taken my education there including an undergraduate honours course in geography, some seven years with the Ontario Government on highway transportation planning and community and regional planning. Then I spent a year (1956-57) doing post-graduate work in the town and regional planning course in Toronto under Professor Gordon Stevenson. Then, I moved to Manitoba late in the year 1959, at which time I headed up a new branch of our Department of Industry and Commerce, the regional development branch.

It is the purpose of my remarks to deal with the activities of our regional development program in Manitoba.

Program Objective

The objective of the Manitoba regional development program could not be more aptly expressed in my opinion than by extracting a quotation which appeared in a speech by Dr. E. G. Pleva, Professor of Geography, University of Western Ontario, in an address to a regional development conference which our Department of Industry and Commerce sponsored at Brandon on March 9, 1961. It is as follows:

"Today we are interested in securing for ourselves the proper development of our physical and human resources so that we may live productive lives. Through an understanding of our needs and the ability of the land to provide our needs we may be able to put permanency and stability in our regional economy."

The purpose of our regional plan is to promote, stimulate and assist in the development of the rural and urban areas of the province through the introduction of secondary manufacturing and processing industries, business developments and tourism and recreation. It is premised upon the initiation of self help at the local level supplemented where feasible by government assistance per se and in the role of development promotion agent to interest out-of-province investors to establish in Manitoba. The program depends upon close inter-departmental cooperation and partnership with local development agencies for economic progress and social improvement.

At the outset of the program in the autumn of 1959, the province was divided into seven development regions comprising:

1. Metropolitan Winnipeg
2. South-East Manitoba
3. Interlake
4. South Central Manitoba
5. South Western Manitoba
6. West Central Manitoba
7. Northern Manitoba

The boundaries of these regions have been based upon economic considerations

A map appears in the back of the brief which, in very general terms, outlines the boundaries.

In each development region there are one or more nodal centres of development. Negotiations were carried out between the province and the Dominion Bureau of Statistics in order to insure that the development regions and the economic zones were compatible.

These subdivisions were based upon natural features economic activities, transportation, urban trading areas and statistical groupings including D.B.S. census districts, agricultural crop reporting districts and municipal boundaries. The development regions were selected, therefore, for study purposes and with a view to implementation of the development opportunities uncovered in the economic surveys.

Economic Surveys

An economic survey of the human and material resources of the region is prepared. This has been referred to descriptively as the "Blueprint for Development". This survey is essentially a broad economic analysis which offers a summary of each region's resources, the significance of each resource and the overall opportunities for economic growth, particularly industrial expansion in its broadest terms. The study is carried out by the Department of Industry and Commerce with the assistance of outside consultants. For example, the development opportunities recommended in the economic surveys involve agriculture, forestry, industry, business and tourist possibilities. Economic studies of the South Western and South Central development regions were completed early in 1961. A similar study is currently underway for the Western Development Region which will be completed this spring.

Mr. Chairman, I did not bring an economic survey for all the honourable senators, but I did leave two with yourself; and if you wish to have extra copies they are available and could be supplied, upon request.

The CHAIRMAN: Yes. These are the surveys of the south-western and south-central Manitoba development regions?

Mr. TRUEMNER: Yes.

Organizations to implement the recommendations of the surveys are essential and it is necessary to enlist the cooperation of the people in the region and to instil in the leaders that this is their program and they are responsible for carrying it forward. In order to stimulate interest in the program a conference is held at a central location to which all the leaders in the business, industrial, agricultural and municipal fields are invited. At this conference, the Minister of the Department of Industry and Commerce explains the regional development program and two or three prominent men speak on various aspects of regional development and the benefits it can bring.

Following this initial conference a series of workshop meetings are held throughout the development region. These workshops are intended to provide

an opportunity for the people who attended the conference to present their views as to the development potentialities of their immediate area. These workshops serve to acquaint the consultants with the intimate details of the region and also to stimulate the interest of local leaders in the opportunities that exist. The communities are asked to complete a community evaluation form for submission to the economic consultants. This evaluation supplies the local people with a summary appraisal of their natural advantages as well as factors inhibiting development.

It has been our experience in the past that these workshop meetings should generate sufficient interest to carry forward a number of projects while the economic survey is being written. When the survey has been completed and published, a second regional conference is held and at this time the report is distributed to the delegates. Subsequently a second series of workshop meetings is held to discuss ways and means of implementing the report. This program of workshop meetings is a continuing part of the regional development program.

Community Surveys

Four types of community surveys are in progress, including:

- *Community data surveys
- *Industrial location studies
- *Drawing power surveys
- *Industrial impact studies

Community Data Surveys

A four-page community data sheet which includes all relevant municipal information and insert schedules for hydro, gas and water utility rates has been prepared for virtually all communities of greater than 750 population outside of Metropolitan Winnipeg. These sheets, which are reviewed and revised semi-annually, are sent to local development agencies for distribution as well as financial houses and other investment groups.

Drawing Power Surveys

Three communities ranging from 1,000 to 3,000 population have been approached to undertake these surveys and each has indicated initial interest. These surveys will extend beyond the retail trading areas of each town. They are based on the practical value to a town's businessmen as a relative measure of their customer attraction. Questionnaires which determine where the customers come from, how often, for which items, etc. are tabulated and indicate how services should be expanded or improved.

Industrial Impact Studies

In past years towns were surveyed to determine the impact of a new industry on a town's population, retail sales, service facilities, etc. A new technique of "before and after" studies has commenced for two small towns where two large industries have recently located. A careful "before" analysis is being made now of the communities' facilities and activities prior to the industries locating there. Approximately 3 to 5 years from now, an "after" study will be made to record the changes in the community that are attributable to the industry. Such studies have applied research value as well as promotional value in showing other towns what industry can mean to their economy.

Industrial Location Studies

The preparation of industrial location studies is one of the more important industrial services provided by the Department of Industry and Commerce.

These reports include a careful assessment of pertinent industrial location factors in order to enable industrialists to select the most favourable location from among several alternative sites. I might add that these studies include an estimate of the cost of operation at each of the possible locations, based upon a model plant. They have proven themselves to be a very useful tool in industrial development and, I believe, are one of the fields in which Manitoba has pioneered.

Local Organization for Development

There are three kinds of local development organizations in operation in Manitoba. They are:

- *Community Development Corporations
- *Unincorporated community development groups
- *Area development associations

Community Development Corporations

An amendment was made to The Companies Act in 1958 in order to provide for the establishment of quasi-public corporations that would act as local development agencies. These community development corporations provide a framework through which municipal leaders, farmers and businessmen work together as a team to solve common problems and assist in the initiation of industrial projects.

There is a small brochure in the appendix to the submission which explains in more detail the purposes and procedures of incorporation. These corporations promote industrial and business development in the community by:

1. Publicizing industrial opportunities.
2. Stimulating local business and industrial expansion.
3. Providing information requested by industrial prospects.
4. Raising funds to provide a building for new or expanding industries on reasonable terms.
5. Establishing contact with the management of suitable types of industry after having prepared a precis of the advantages of operating from their community.

Their most common function to the present time has been the provision of a building for an industry, often under lease-purchase agreement, financed by local funds raised as share capital in the corporation.

Unincorporated Community Development Groups

Most towns in Manitoba have chambers of commerce which are primarily interested in retail and service commercial activities and often special attractions for tourists. Recently some towns have established unincorporated development organizations under the name of Civic Affairs Committee, Development Committee or similar names. In the event these committees are instrumental in implementing a local development project, a corporate body is established such as a community development corporation.

Development Associations

Since the completion of the South Central Economic Survey, the Pembina Development Association has been formed. This Association comprises 12 rural and urban municipalities within South Central Manitoba. It is in the initial stages of organization and programming development activities.

If it is of any interest to you, honourable senators, you will find these municipalities set out on the map—they are south of but not including rural municipality of Grey in the South Central Development Region. It is this area for basically the lower two-thirds of this region often referred to as the Pembina Triangle.

The Brandon Agricultural Area Development Association, comprised of six rural municipalities and three urban centres, was established last year on the recommendation of the Doane Agricultural Survey Group.

The CHAIRMAN: Whereabouts would that be in the province?

Mr. TRUENNER: It is centred on the city of Brandon and includes the six municipality and incorporated urban areas, including Daly, Elton, Whitehead, Cornwallis, Glenwood and Oakland.

Committees have been established including beef, swine, dairy, sheep, grain, special crops, allied agricultural industries, credit, linear programming and public information, and each committee has held one or more meetings during the past year.

Manitoba Development Fund

The Manitoba Development Fund plays an important part in the growth of industries and tourist facilities in Rural Manitoba. The Manitoba Development Fund is an incorporated agency of the province of Manitoba. Its purpose is to provide financial assistance to new and existing manufacturing industries, tourist and recreational facilities and community development corporations. Although the Manitoba Development Fund was set up by the province, it is in no sense a government body. At the present time the Province is the Manitoba Development Fund's only shareholder but its affairs are administered by an independent board of directors comprised of successful businessmen and only one government official.

The Manitoba Development Fund does not compete with banks and other private lending institutions but rather supplements their activities. As far as community development corporations are concerned these agencies are in the same position as any other investors in industrial or tourists development. The community development corporations can apply to the Manitoba Development Fund for assistance in providing buildings for industry or in providing services to industrial property.

Since its inception the Manitoba Development Fund has been quite active in the Province. Loans made outside the City of Winnipeg to the end of February, 1962 totalled \$6½ million. These loans have resulted in an estimated total capital investment of \$13 million, and an estimated increase in employment of 1,100 people. The increase in annual factory production is estimated at \$10 million as a result of the development that has taken place. Part of the loans are to the proprietors of tourist establishments. It is estimated that the \$750,000 loaned for this purpose has increased annual tourist revenues by \$600,000.

The CHAIRMAN: That is in the one year?

Mr. TRUENNER: No. The \$750,000 is cumulative from the time when the fund was established.

Town and Rural Planning Service

A provincial planning service was established in February of 1957 to provide advisory technical planning assistance to municipalities as follows:

- (a) the assembly of background planning information.
- (b) The preparation of base maps describing property and street patterns and legal property descriptions.
- (c) The recording of the physical development features of each community.
- (d) An assessment of present planning controls.
- (e) The preparation and implementation of planning controls.
- (f) The preparation of a general development plan for a guide for future development.
- (g) The review and design of subdivisions in physical improvement projects.

In providing this assistance the planning staff works directly with local planning commissions who are responsible for the preparation of reports and recommendations to respective councils on all planning matters. There are 38 municipalities under agreement with the province for planning service including 10 rural municipalities and 28 urban centres.

Honourable senators, these are shown on a small key map in the brief, which indicates the wide geographic location of these communities throughout the province.

The objectives of the planning service are to assist local people, in an advisory capacity only, to assess the community development problems, formulate plans for future action, and adopt planning controls acceptable to the community in order to assure that a sound and economic plan will develop within the community. As a result of the activities of the planning staff in the municipality, the citizens as a whole are able to better understand the development problems of the municipality and program for the best possible overall development in the future.

Progress in Area Developments

Twenty-six community development corporations have been incorporated under the amendment to The Companies Act. Similar development corporations exist in three other communities so in all there are a total of twenty-nine community development corporations actively working towards industrial development in the province. Chambers of commerce and the various community development committees play an important role in industrial development of Manitoba communities as well.

I wish to tell you briefly of our Department's recent efforts in the industrial development field for rural Manitoba. We have received splendid cooperation from the Manitoba Department of Agriculture and Conservation, who have given us very enthusiastic assistance in our regional development programs. I think it is safe to say that almost every industrial study and all three economic surveys produced by our Department have had the guidance and material assistance from the Agricultural Department. Equally as important, the area and regional meetings we have had, have been virtually all attended by our provincial agricultural personnel appreciably strengthening the discussions. Where the regional surveys involve forest resource development opportunities, we request the advice and assistance of our Manitoba Department of Mines and Natural Resources. The Resources Department has provided very good cooperation where required, although our work has been more directly related to Agriculture and this will continue to be the case for the more southerly Development Regions of the Province, notably the south-central and south-western regions.

We are finding that an effective development group can work towards the goals of community development with far greater success than individuals are able to achieve. The needs of the community are common: the farmer's son needs a job and so does the son of a local storekeeper; the farmer needs a plant to process his produce and the local merchant needs more customers if he is to remain in business at a competitive price level; the urban and rural dwellers both require municipal services such as roads, power lines, telephone and in some cases water and sewer; and new development requires capital whether it is at the farm level, at the processing level or at the service industry level. These common needs make relatively simple the task of drawing the various segments of the community together. Little or no antagonism towards the idea of a co-operative effort is encountered.

When such organizations are in operation within the several communities of an area, and when an economic analysis is presented to them for their use, we are well on our way to fulfilling the need for more effective resource use.

The development groups can set for themselves the goals outlined in economic studies and by working together produce real and tangible success.

Community development corporations have achieved a considerable measure of success during their first two years of operation. Ten examples of specific projects that have been implemented with community development corporation assistance may be cited as follows:

1. In Altona, (population 1,979) 77 shareholders raised \$20,000 in one week to erect a building for Aetna Garments Limited. The building, which cost \$70,000 to complete, is being jointly financed by Altona Industrial Developments Limited and the Manitoba Development Fund. Ultimately the staff of the plant is expected to number 100. The products made comprise mainly work clothing and casual slacks.
2. The executive of the Beausejour Industrial Development Corporation Limited has been actively soliciting industry to locate in this community of 1,762. Efforts have been made to assemble industrial land. Attention has also been given to commercial development by researching stores in the community to identify possible deficiencies in service. Recreational and tourist development possibilities are receiving attention and a slogan "Brightest Million Dollar Mile" has been adopted to bolster community morale.
3. Boissevain Enterprises Limited assisted Turtle Mountain Produce Limited—an eviscerating plant that has made an important contribution to the economy of the district—as well as assisting Spic and Span Dry Cleaners to begin operation in the town. More recently, active promotion has been undertaken in several industrial projects by this town of 1,236 people.
4. The Brandon Community Development Corporation Limited in this City of 27,787, helped Pakfold Western Limited establish in that city. The industry is a subsidiary of Continuous Forms Limited of Niagara Falls, Ontario. A considerable amount of effort was also devoted to the location of Public Cold Storage in Brandon. This project will facilitate future developments in the city as well as providing a desirable service to industries in Boissevain and Neepawa.
5. In Carberry, (population 1,087) 240 shareholders raised \$62,500 after they had formed the North Cypress and Carberry Community Development Corporation. The Corporation bought the surplus Carberry Air Training School from the War Assets Disposal Corporation. One of the hangars was sold to Carberry Farms Limited for a potato storage warehouse. Two hangars were sold to Stramit Corporation of Canada Limited for their plant to make roof decking from wheat-straw. The observation tower was sold to a local resident for use as a seed cleaning plant and an "H" Hut was used as a broiler factory. The old fire hall was converted to a garage and implement agency and one building was moved into town for an auditorium. The Carberry district is excellent for raising potatoes and through the efforts of the community development corporation, the Manitoba Departments of Agriculture and Conservation and Industry and Commerce, a large American company, the J. R. Simplot Corporation of Boise, Idaho, selected the town as a location for a potato processing plant. This company purchased the whole of the airport from the community development corporation as well as the hangar that had been bought previously by Carberry Farms Limited.

I might add that this plant will in future employ several hundred people, and several thousands of acres of potatoes will be grown locally for processing at this plant.

Senator STAMBAUGH: With respect to Boissevain Enterprises Limited you mentioned an eviscerating plant. Is that a plant for cleaning chickens?

Mr. TRUEMNER: Yes, a poultry eviscerating plant.

6. The Emerson District Development Board was organized and has been actively publicizing the town through a series of newspaper articles and television series. The "Shop in Emerson" week which was initiated by the board is said to have resulted in a 15 percent increase in sales in some instances. Negotiations have been carried on with the principals of a seed cleaning plant, a lumber yard and a contractor in an effort to have them locate in this community of 914.
7. The Hamiota Community Development Corporation renovated and re-opened Bailey's Confectionery and operated it as the "Hamiota Confectionery". This project is of particular interest since the project is one in which the businessmen of this village of 756 became actively engaged in re-establishing a business which they felt was of vital importance to the business community. It is also noteworthy in that the resources of the local credit union were tapped.
8. In Morden (population 2,729), 19 shareholders raised \$24,500. The Community Development Corporation erected a building for Dressler Headwear Limited of Winnipeg. A labour survey was undertaken in connection with a project to determine whether a second large garment firm could be accommodated. Money is being raised to finance a building.
9. In Teulon (population 725), 50 shareholders raised \$30,000. A new company was formed in partnership with Lincoln Hosiery Limited of St. Catharines, Ontario. The new company erected a modern seamless hosiery plant.
10. In Winkler (population 2,409), 78 shareholders raised \$23,000. A plant for Canadian Garments (1959) Limited was erected to accommodate a Winnipeg businessman.

Senator HOLLETT: Can you tell us how the money was raised?

Mr. TRUEMNER: Basically, it is a question of the Development Corporation's raising share capital locally. They issue common shares to the community—that is, the Corporation—and then beyond that for purposes of financing the building the Manitoba Development Fund may become involved and advance a loan towards the fixed capital requirements of the plant. The firm would supply the equipment and provide the working capital.

The Manitoba Development Authority

The Authority is designed to provide a means of getting economic development going in the most unpromising areas of the province—areas where opportunities aren't so obvious as to tempt private industry to do its own developing, but where welfare and other social costs make it desirable from the province's point of view to find a way for residents to earn a living. I might add that the Development Authority is also very interested in uninhabited areas in the northern part of the province for the purposes of primary resource development.

The MDA can make studies in co-operation with any of the departments of Government involved in an area. Mines and Resources, Industry and Commerce, Agriculture and Conservation are examples.

Senator STAMBAUGH: How long has this Manitoba regional development program been in operation?

Mr. TRUEMNER: I would have to give a qualified answer; I think since late 1958 or early 1959.

Senator WALL: Mr. Chairman, since we have stopped on this point could Mr. Truemner tell us who the Manitoba development authority is, what powers and resources it has in order to do this very interesting job, and what has been done?

Mr. TRUEMNER: I hesitate to deal with it in an official, authoritative capacity. *Reasons for Success of the Program*

There are several reasons in my opinion why the Manitoba regional development program has been successful during the past two years. They are as follows:

1. Since most developments have occurred in small towns, we might conclude that community cooperation is more obtainable in smaller communities than in larger towns and cities where the raising of share capital for development projects is more difficult.
2. The community development corporation, which is sponsored by the local municipal council and which requires approval by the Lieutenant-Governor-in-Council for the declaration of profits appears to receive a wider local acceptance than is the case with private development groups or syndicates.
3. The availability of money for capital works through the Manitoba Development Fund has been of material assistance to the regional development program. It is possible for an investor to obtain a majority or all of his fixed capital requirements through the assistance of a community development corporation and a financial agency such as the Manitoba Development Fund.
4. The identification of development opportunities and presentation of an effective investment package to a prospect depends upon competent research surveys and investigations. The facilities of the provincial Government through its close inter-departmental cooperation and the comprehensive technical services of the Department of Industry and Commerce have proven effective for development results. For example, our Department undertakes regional and community surveys, analyses resource information, prepared market research studies, undertakes industrial feasibility and location reports and related studies.
5. Technical aid to local development groups through personal contacts and field trips provides them with on-the-spot advice and direction on town and rural planning and development matters. In this regard, community development, town planning and industrial engineering services are provided to interested communities.

The Committee on Manitoba's Economic Future

In past years insufficient attention has been devoted to research and investigations of development opportunities. Recently, however, a very large program of investigation under the Committee of Manitoba's Economic Future, briefly referred to as "COMEF", has begun to expand the backlog of research and investigations required if the increasing labour force is to be accommodated in the future. (Brochure on COMEF attached)

The Department of Industry and Commerce has pioneered in this field in a major effort to analyze the opportunities for development. We believe that there are a number of physical, financial and social factors which, if they are favorable, will allow each industry to expand and to provide the maximum number of jobs. These physical factors are transportation, water resources, labour resources and power resources. The financial and social factors are industrial promotion, business taxation, financial inducements to business and aids to community development. The Committee is investigating means by which these factors can contribute to the maximum expansion of each industry and the provision of the maximum number of jobs.

Relationship of ARDA to Manitoba's Development Programs

I see the relationship of our program to the Agricultural Rehabilitation Act as falling into two fields. The first is that ARDA will facilitate the development of natural resources upon which rural industrialization depends. We have found that industrial development in Manitoba depends upon the availability of adequate water supplies for irrigation and for processing.

The development of Columbia Forest Products Limited at Sprague, Manitoba, is an excellent example of the way in which our regional program and ARDA can mesh. Here is an example of where industry is using waste material and locating jobs for under employed marginal farmers.

The other relationship I see is to assist agricultural rehabilitation by offering the opportunity of alternative employment to people in rural areas. I understand that one of the problems encountered by agriculturists contending with the problem of uneconomic farm units, is the unwillingness of many farmers to give up their freedom and independence for a job in the city. Rural industrial development would offer a possible solution to this problem when local people can comprehend the benefits of such a changeover through the efforts of rural sociologists such as my colleague, Mr. Albert Kristjanson. Water supply is an important part of industrial development. This is a field where ARDA will play an important role and will act as a catalyst for further development.

In this paper I have dealt in some length with the activities of our Department of Industry and Commerce and particularly with the program of our Regional Development Branch. Brief mention has been made of the purposes and activities of the Committee on Manitoba's Economic Future. The submission from our Minister of Agriculture and Conservation to the Hon. Alvin Hamilton as prepared by the Manitoba Development Authority is a comprehensive presentation on the types of projects which may be implemented under ARDA, having regard to our current activities in the various provincial departments and agencies.

The regional development program under my direction is a program which attempts to acknowledge and reconcile, in an advisory capacity only, the economic and social aspirations of communities throughout rural Manitoba. The aspects of rural sociology which have been covered by Mr. G. A. Kristjanson are compatible with our development efforts, stressing in more detail of course, the social aspects. Our community and regional development efforts are primarily attempted in the agricultural areas of Manitoba. This is to say that the principal reason for urban areas within these rural environments is because of the production of agricultural products. It is with considerable expectation that we look to the provisions and assistance available through the ARDA program for even greater strides in our Manitoba development program.

The CHAIRMAN: Thank you, Mr. Truemner, for a very fine brief. In fact, both of the briefs presented this morning were excellent. It seems that every time I had a question to ask one of your gentlemen answered it as you went along. Are there any questions honourable senators would like to ask?

Senator HOLLETT: Could we get a copy of that submission from Manitoba to the Honourable Alvin Hamilton?

Mr. TRUENNER: I think you would get that through your own federal agricultural department.

Mr. KRISTJANSON: I do not believe there has been any negotiation yet. I think the type of programs I would suggest are the ones we have submitted.

The CHAIRMAN: In that potato area, Carberry, are you using irrigation at all?

Mr. TRUENNER: It is not being used at the present time.

Mr. KRISTJANSON: It is not being used at the present time. We are very interested in looking at irrigation in that particular area because of the necessity for continuity of production, and we are also looking very closely at the development of irrigation projects in the so-called Pembina triangle. There will be a very detailed study of that region. However, the Carberry region will also be looked at as to the feasibility of water for that area.

Senator INMAN: What are you doing in the processing of potatoes?

Mr. TRUEMNER: There are several kinds. There are five potato products, and I will attempt to name them. There is what is called the French fried potato; the potato patty; the dehydrated or granulated potato, which is based on the Asselberg process, developed through the auspices of the federal Government; and there is the potato slice.

Senator INMAN: Potato chips?

Mr. TRUEMNER: No, not chips; I do not think they are contemplated. There is one more, but I believe the main production lies with the dehydrated potato and the French fried.

Senator INMAN: Is the frozen potato required to be cooked?

Mr. TRUEMNER: Yes. I am not an expert on cooking, but I imagine so.

Mr. KRISTJANSON: They are not pre-cooked.

Senator HORNER: Do you think they compare with potatoes boiled in their skin or baked?

Mr. KRISTJANSON: Dehydrated potatoes are becoming popular but.

Senator HORNER: Perhaps the lack of proper storage and warehousing in Carberry may limit a plentiful supply, because in many parts of Canada, simply for lack of proper storage we have brought in vegetables from the south at different seasons of the year, where it should have been possible to get them here. Is that considered in your program?

Mr. TRUEMNER: On that point, the airport had six hangars, and when the Airport was brought to the Simplot Corporation, they joined three hangars together and put in conveyor belts thereby using these three hangars for the processing, packaging and storing and freezing, operations but of course the hangars had to be renovated, and there was quite a bit of reconstruction done to accomplish this.

Senator McGRAND: Mr. Truemner, the department of industry and commerce you represent, and the development of ARDA, are going to travel along parallel lines in Manitoba to co-ordinate your program. Is the purpose not only to develop the latent resources in the rural communities, but also in order to render the rural communities suitable for people to live in and to be close to the resources of the land; is that part of your program?

Mr. KRISTJANSON: Where it is possible or feasible to develop a community, yes; but we must recognize that there are some communities that do not have the facilities for expansion of industry. However, it is in effect a decentralization program, but not necessarily to the extremity of a hamlet, having a post office, and nothing else.

Senator McGRAND: Then you develop the resource of that community that is not otherwise developed?

Mr. KRISTJANSON: Yes.

The CHAIRMAN: Are you developing a pilot area? It has been suggested in certain provinces they do that in this ARDA program.

Mr. KRISTJANSON: Not specifically, no. It is done in sub-marginal areas. The most work is done in the southeast. Mr. Truemner was speaking about the

commercial agricultural areas. In sub-marginal areas we have done a considerable amount of work in the southeast corner, where there is a marginal agricultural and forestry area. Also in the southeast there is, I think, a very interesting program under way. We have a group of about 40 farmers establishing a strawberry growing cooperative, and this is really in a marginal area, and by providing irrigation to make the land fit to use we were able to do this. Last year they had only one area of plants to expand from but it was the only area in Manitoba that had any success at all because of the dry weather but it has been a real experience, getting husbands and wives to come out until as late as 9 o'clock at night to do weeding and all that is necessary. All we provided was technical assistance and a pump for irrigation.

Senator TAYLOR (*Westmorland*): Mr. Chairman, I think we were all impressed with the statement by the first speaker in relation to the need of complete study and knowledge of the projects before embarking on a program of this kind. I would like to ask if up to this point you have run into any conflict as between areas in the development of certain industries which might, if allowed to accumulate, destroy the effectiveness of the development.

Mr. KRISTJANSON: I think there is always a tendency for each little community to try to get an industry for itself. I mentioned this one-week course we had for rural leaders, and interestingly enough they came up with specific projects, and they advocated a particular type of project for sub-marginal areas, and they agreed on a particular area where we should start, not for their own particular community. Now when it comes down to a particular plant or particular industry being brought into an area, certainly there will be attempts made by each community to attract it to that particular one. Rural leaders are looking for these opportunities. What we have been trying to do in agriculture, in preparation for the ARDA program, is to get the philosophy across to them, to see how they can contribute to it and what the jobs are that need to be done. It is an educational process rather than getting into specific proposals.

Senator TAYLOR (*Westmorland*): On the basis of that would you suggest that the area involved be reasonably large so that there would not be any duplication?

Mr. KRISTJANSON: Yes, that is right, and this southeastern area that I mentioned is a fairly large region and there has been set up in it a committee of five local representatives and five Government representatives—Mr. Truemner and I are included in the five Government representatives. We have a meeting scheduled for next week with them. I visualize the formation or development of other committees by these five local people.

One of the first projects that we will work on in that area is the defining of agriculture and forestry boundaries. Some of the land that is in agriculture should be in forestry. We have delineated the boundary, but we firmly believe that in order to have a forest boundary effective all the people should be in on the decision, that is, we have to take these proposals to the people and say, this is what we think. These boundaries will be changed by the local people but, I think, not very much. We are willing to change them because these people are really the ones who have the information on the local area, and they are reasonable people. Having done this I think we will have their cooperation in that project.

The second project we will be working on there is an educational retaining program. We have the go-ahead sign to provide a program whereby the people who quit school a number of years ago will be able to get training at an accelerated rate, based on what I call a crash program, used after World War II to accelerate education of servicemen. I made some mistakes in the way I tried to promote this and we ran into some road blocks trying to get off the ground. There is a tremendous amount of interest in it. We want the people

to take advantage of the technical facilities we have in the province. Many of them have grade 5 and grade 6 education, but grade 10 and grade 11 are required for technical advancement. We want to provide the possibility for these people to get this training within their own districts.

Senator HIGGINS: Mr. Truemner, towards the end of your speech you referred to the unwillingness of many farmers to give up their freedom and independence for a job in the city. Would that apply to the younger members of the farming population? We have been told that too many of the younger generation are leaving the farms and going to the city. I know that that might apply in the case of uneconomic farm units, but what about younger people working good farmland? Do they leave the farms and go to the city, and finding the hours are shorter and the work not so hard as on the farm never go back to the farms again?

Mr. KRISTJANSON: The rate of decrease of farm population in Manitoba is about one per cent per year. 1956 census showed 49,200 farms in Manitoba. Preliminary 1961 census figures indicate that there are now 44,000. Commercial farms are staying and they are increasing in size. This point of providing industrial opportunities in the local community fits in very well with all theories. When people move from rural to urban areas, in order for such migration to be successful they do not move from a very submarginal area into a city such as Winnipeg, Toronto or Montreal. Doing this leads them into many problems with respect to social adjustment. The most successful migrant in terms of social adjustment is one who moves from a small rural community to a small town and then to a larger urban centre. It is a three-stage process in order to have successful social adjustment during the process. I doubt if we will ever provide all the opportunities that are needed in the rural areas, but it is a stepping stone.

Senator HIGGINS: These young men who leave the farm and go to the cities, will they ever come back to take up farming again? Is there any possibility of that?

Mr. KRISTJANSON: I would question that this is true. In order to make an adequate living on farming today a capital of something like \$50,000 is needed to start with, in Manitoba, and I do not know of any boys who could save that on a salaried position.

Senator HIGGINS: Would they go back and take up work on the farm, let me put it that way?

Mr. KRISTJANSON: Not under present conditions, no.

Senator HIGGINS: Is it because the hours of work on the farm are too many, and the work is too hard, is that it?

Mr. KRISTJANSON: The hours are long but there are many attractive opportunities or benefits flowing from it. Agriculture cannot afford to pay competitive wage rates for labour. We are always hearing that we cannot get farm labour. There would be no difficulty in obtaining farm labour if the farmers could afford to pay. If we can pay the price we can get the labour.

Senator HIGGINS: In Newfoundland we find the same conditions in the fishing industry, the younger generation do not want to take up work in that industry, they would rather go to the city and get higher pay and work shorter hours, whereas in the fishing business they are less secure, and so they move away.

Senator HORNER: Let me say, Mr. Chairman, that the wages paid to a farm worker, when everything is taken into consideration, works out to about the same as he would get in the city. They do get a salary on farms and when everything is considered—they have no home to provide and everything is found for them—that salary is comparable to a city salary.

Senator TAYLOR (*Westmorland*): Mr. Chairman, I would like to ask Mr. Truemner this question. During discussion of his brief reference was made to the many organizations set up in order to carry out this program. Is it becoming too cumbersome, with too many organizations, rather than having probably one or two organizations to carry the whole project through? You referred to different committees and different groups. There seem to be a lot of them. I am wondering if you are running into any difficulty with respect to conflict between the groups?

Mr. TRUEMNER: I would say this question is partly self-resolving in smaller communities of two or three thousand people, which is the average community we are working with. There are in a community of a few thousand people at most a handful of strong community leaders. If these people cannot attend and be active in many committees these committees will disbandon thereby resolving that problem. Where you might have an industrial development committee, a chamber of commerce and a civic affairs committee, if there are too many committees the community itself will reduce this number.

Senator HORNER: In other words, they are all co-operating together?

Mr. TRUEMNER: Yes, this is correct, and I am not too fearful of duplication.

Senator WALL: Would you not be getting a wider group involvement, which is one of the essential factors to the success of anything?

Senator TAYLOR (*Westmorland*): There is the Manitoba Development Authority, and you have COMEF and various other regional groups set up. Somebody may say, "This is not my job, it is somebody else's," and finally the job is not done. Does that situation arise?

Mr. TRUEMNER: I should say the committee on Manitoba's economic future is a short-term committee and it will terminate some time in the early part of 1963. The Manitoba Development Authority is a continuing co-ordinating body within our provincial government only.

Senator TAYLOR (*Westmorland*): Is it a sort of Crown corporation?

Mr. TRUEMNER: No, it is not.

Mr. KRISTJANSON: It is made up of a number of ministers, who are really at the head of it. They are the co-ordinating committee for all activities, all governmental activities of the province of Manitoba. It is made up of four ministers, plus the premier, and additional ministers can be added as required. The fund is a separate corporation to promote these.

Senator McGRAND: These are provincial civil servants on these committees?

Mr. TRUEMNER: Pardon?

Senator McGRAND: On the committees Senator Taylor asked about?

Mr. TRUEMNER: The Manitoba Development Authority is made up of ministers, and there is a directorate group of civil servants, predominantly deputy ministers. This question is not a serious one at the local level, the primary community level, but it can be a problem at the area or regional level.

I feel that in commenting on the honourable Senator Taylor's remarks here, I should like to register my personal opinion and interpretation of ARDA in this regard. I see ARDA as comprising three various fields that are somewhat related but distinct entities. Two of them could very well apply to areas that have very good resources. This I see as being very important—and I think, quite frankly, where they have not gone far enough is to be able to sufficiently provide public education and to convince the younger generation that is leaving the farm that there is an opportunity for them on their farm or in the local community, through pursuing intensive agriculture and even

by looking to competitive export markets. If somebody can help them to this—and ARDA, I think, can do it—this is a positive aspect, and maybe we can help to encourage these people to remain; but with no alternative and no clear direction we cannot.

Mr. STUTT: I should like to ask a question of Dr. Kristjanson. In your brief, Dr. Kristjanson, you refer to the fact that it will be necessary to have regional co-ordinators to achieve the most effective long-range programs of local involvement. This seems to be the point that Senator Taylor brought up. Who is actually responsible for getting people in local areas organized? You were suggesting it is not the job now of the ag. reps. Is it somebody different? What are your views there?

Mr. KRISTJANSON: It seems to me we do need regional co-ordinators. The Department of Industry and Commerce is promoting industrial development, and they have a very important part to play. The agriculture representatives, with respect to agricultural development, have played a tremendous role in the past and have an outstanding record of working with local people; this is their real strong point. The local people are not in a position to know all the people in Government, to know who have the specific types of information, and so on. We need a person who can work with the ag. rep. and other people in the area, and that person can also come to people with special information in Government—such as Mr. Truemner and myself, soil specialists, and so on—and bring themselves all together. Really, this is a tremendous job. It is a job which in the United States is carried out by rural development specialists, as they call them there. I see the role here as being one that is a little broader than that which they have in the United States. It is a real tough one, but I think it is the key one. The ag. rep., in my opinion, has vast experience in local involvement, at least as far as local people are concerned, all across Canada, and they have developed a tremendous reputation; but they have limited themselves to production work and things of this nature, and they have not been associated with industrial development, and so on. I do not think it has to be an ag. rep. In fact, there might be questions as to why it should be, but it has to be somebody very familiar with this type of work. Manitoba being primarily an agricultural province, it has to be somebody familiar with agricultural products and problems, and one who would be able to know where to go to get information on other related fields.

Senator WALL: Would you see him as a provincial employee?

Mr. KRISTJANSON: Yes.

Senator TAYLOR (*Westmorland*): That is a very interesting suggestion, the one you have made, with which I agree heartily. I think that is probably the best man for the job. The very nature of his work and training pretty well qualify him for certain aspects of it, but I think that he is going to need some additional training in the extension of that work. However, I do think that he would be the ideal man.

Senator WALL: Mr. Chairman, there are several areas I should like to touch on with Dr. Kristjanson.

On page 5 of your brief you mention:

We have recommended a land purchase program in certain marginal areas.

Could you say a little more about this land purchase program? Is the Government going to purchase land for forestry use or for anything else?

Mr. KRISTJANSON: I would certainly hope so. During the agricultural development of the province a good deal of land was sold for agricultural use and people tried to make a living on it by agricultural production but were not

able to do so. In many of those areas people from the city and elsewhere recognize that there is land which they could buy for \$3,000 or perhaps \$1,000. They have a lifetime ambition to go out and farm so they invest a few thousand dollars, they spent three or four years there, they lose their investment, they break their backs and their hearts at the same time. What I am most concerned about in these areas is that where this land has historically indicated that it is not capable of providing a livelihood from agriculture, no one else should make the same mistake which two or three generations have made already.

Senator WALL: May I ask a further question as to Mr. Kristjanson on this, as I presume there is no firm policy?

Mr. KRISTJANSON: To my knowledge there is no firm policy. The practice is that we have frozen tax delinquent land in non-organized areas, that is, areas which do not have local Government districts. I do not think there is a governmental policy; it is the practice to do so.

Senator WALL: Say I am one of those persons who have invested three or four thousand dollars in this land. I have spent three or four years, I have broken my back, and now I am ready to give up the ghost. Would it be possible to picture that the provincial Government would take this land off my hands and help me to re-locate somewhere else? Is that your thinking? It has to be, if it is to be practical.

Mr. KRISTJANSON: I hope this will become possible under the program.

Senator TAYLOR (*Westmorland*): Does the province of Manitoba soil survey deal with the entire province?

Mr. KRISTJANSON: The general reconnaissance is complete; the detailed survey is not. We have gone quite a long way in the detailed survey. At one point it was called a reconnaissance survey, then a detailed survey; but when we get into irrigation farming another type of classification is necessary and a further detailed survey is made. This has been completed in southern Manitoba where there is very active survey of irrigation development.

The CHAIRMAN: Have you made a survey of the natural resources? Is that completed, or is an attempt being made?

Mr. KRISTJANSON: The surveys which Mr. Truemner mentioned provided us with a good picture on a broader basis. When we get to specific programs, more detail is necessary, but it is necessary over each of the regions.

Senator INMAN: When you spoke of the tourist development and the tourist industry, along what type of program were you thinking? Were you thinking of camping sites?

Mr. TRUEMNER: The common type of tourist development is in the form of motels and some outfitters camps established by private capital. We may think of recreational development by our provincial Government through the provision of picnicking and camping sites. Tourist attractions are also special events such as the Trappers' Festival at The Pas and the Swan River rodeo. These are attractions for tourists on a periodical basis.

Mr. KRISTJANSON: The Department of Mines and Natural Resources has been developing roadside parks and other types of recreational facilities also.

Senator WALL: Mr. Chairman, I would like to ask if you would request the secretary of our committee to get in touch with either the federal Department of Agriculture or the Minister of Agriculture and Conservation in Manitoba, so that we may have access to the brief which was prepared by the Manitoba Development authority concerning the type of project which may be implemented in rural development in Manitoba. It may give us a clue as to the thinking. I think we should have access to that information.

The CHAIRMAN: Yes.

Senator WALL: On page 5 of the brief, Dr. Kristjanson, you mention a suggested educational program for one of the areas, in an attempt to prepare at least some of the people for non-agricultural employment. The question which I put right at the beginning was, Are you training them to leave the area or to re-orient themselves for the opportunities which may exist within the area. What is the basic consideration?

Mr. KRISTJANSON: In some areas it will have to be training—it will have to be training to leave. However, in the case of this group of 25 leaders a very interesting point came up. They were talking about the type of training they would need—on improvement in forest management skills and other training that would prepare them for jobs that could be developed within their own area. It is a very significant point.

Senator WALL: On page 6, dealing with the 25 rural leaders, you say that these people reached the point of developing a suggested administration framework at both the provincial and the local levels. What is that framework? What were you thinking of?

Mr. KRISTJANSON: Essentially they came up with this coordinator idea in the local area; and they came up with the interdepartmental committee idea at the provincial level; people to feed information to the coordinator and to whom the coordinator could go. This group would also look at the total province so that, just as was mentioned a while ago where communities were competing, they want them to look at the province as a whole and say: "This region is suitable for this type of development; let us push that here. It could possibly go into another area, but let us try to do things in this area." On the local level they suggested committees on agriculture, tourism and so on, to work under the chairmanship of this co-ordinator that I suggested.

Senator WALL: This co-ordinator should be a provincial employee, and at best should be an Ag. Rep. who has been extensively trained in that same area if he is to fulfill that function, and such a man would have to be taken away from his duties for a month or two.

Mr. KRISTJANSON: I would put it this way, that there are two alternatives. You could take a person who has the other experience in coordinating at the provincial level, in a sense, and train him for local involvement. The Ag. Rep.—has the other experience of motivation in the local area, and the reason I put him first is that in my opinion the local involvement is so very crucial, and I think it is easier to provide training for that individual of the other nature than to do the reverse.

Senator WALL: I think so, too.

The CHAIRMAN: If there are no further questions I shall adjourn the meeting. We have heard this morning from two men of practical and very technical experience. We have had very fine briefs from both of them upon this very important subject. I extend our thanks to both Mr. Kristjanson and Mr. Truemner.

The meeting thereupon adjourned.

APPENDIX "A"

HUMAN FACTORS IN RURAL DEVELOPMENT

by

G. Albert Kristjanson

Mr. Chairman, Ladies and Gentlemen:

It is a privilege and an honor to have been asked to discuss this topic with this impressive audience. It is impressive from the standpoint of size, but I am more impressed by the calibre of the audience when I see so many people from all parts of the province, that I know and whose judgment I respect so highly. I hope I can make some contribution to your thinking on this matter.

Why the Interest in Rural Development?

Development of Rural Manitoba dates at least as far back as the first settlers. May I suggest that the current interest stems from the fact that in the rapidly changing society of today, it is extremely difficult for any of us to make the adjustments required to live under these changing conditions. Change, of course, is now new, but the rate of change is increasing, and I am confident will continue to increase. As a result there is a significant difference between the "development of the past" and "development of the future". In order to be able to adjust to these rapidly changing conditions it is paramount that this development shall be on a planned basis. Unless planning is done, I doubt whether we are psychologically prepared to cope with these changes.

There is no doubt that there are individual differences in our abilities to face new situations, but as the rate of change increases, there will be more and more of us who panic, and like the woman who gets in a traffic jam will simply freeze, whether her foot freezes on the gas pedal, or on the brake, is anybody's guess.

Who Does the Planning?

If you accept the proposition that the significant difference between the development of the past and the development of the future is planning, then the logical question is "Who does the planning?" Is it the banker, the lawyer, the professor, the clergy, the farmer, the civil servant or the politician? None of these people will do it alone, but all of them, and many more, will do it together. However, this will not just happen; someone has to initiate it. This initiation is coming and will continue to come from our citizens who have an above average social consciousness and people whose jobs bring them into almost daily contact with the problems associated with development.

What are the Stages of Planning?

In a totalitarian society, it is possible for the people in power to dictate the plans and policies to be followed. The results of policies, and certainly the types of policies, are dependent upon the whims of a few. However, in a democratic society such as our own, the success of any large scale public program is directly related to the degree of involvement of our citizens. But how does this come about? There are four stages:

1. The process is started when an interested citizen, your elected representative, or a public servant, recognizes a problem and attempts to do something about it. Very often, the original idea comes from the local residents. They may not always see the problem in its entirety, (they see it as the problem affects them) but they know something is

- wrong and something has to be done about it. If it is a strictly local problem, they will get their neighbors together to see what can be done about it. If they see it as something they feel is beyond their control, they will bring it to the attention of someone they think can correct it. This is often their elected representative, i.e. they start using what is commonly called "political persuasion". This leads to the second stage.
2. At this time, people with special training or knowledge related to the problem are asked their opinions and advice on what can be done. This usually means a clarification and delineation of the problem which is by no means an easy task. However, with the aid of the local people with their knowledge of local conditions, the professional people with access to information on the broader aspects of the situation are better able to delineate the problem.
 3. Having done this leads them to the third stage—suggesting solutions to the problem. Here again, these trained people have an advantage because of their access to information—*similar* problems may have existed before, and a solution found, and they know about it. So they have a ready-made policy to alleviate the problem. But do they? No, they don't. I emphasized earlier that similar problems may have existed, but seldom do the same social problems in the same form exist in different areas. We often fail to recognize the differences, and are therefore surprised when a policy that worked in one area does not work in another.
 4. This leads us to the fourth stage in the formulation of development policies. It is the testing stage for solutions. Before a development policy, drafted by the so-called experts for any area, is implemented, it is imperative that it be "evaluated" or tested by at least key individuals in the area. They are the real experts on the local conditions.

These four stages that I have outlined are not in practice as clear-cut as my analysis would indicate. Nor are they carried out one stage at a time. Often parts of all four are going on simultaneously, but if there is to be a reasonable degree of success this process will occur. No doubt exceptions can be found, but in my opinion in such cases, it is due more to "good luck" than "good management".

I have stressed the importance of the involvement of local people in development programs, particularly in the early stages and what I called the testing stage of the planning. Let me remind you again that the people with specialized training and information are equally important. May I also point out that even when all the available facts are assembled, there are many unfilled gaps. The most significant gaps in our knowledge today are facts about our human resources, and the inter-relationship of these facts.

In spite of this lack of information, programs and policies are being and will continue to be developed on the basis of the best information available. Because the best available is sometimes not good enough, mistakes will be made, but it is better to make a few mistakes than to do nothing.

During recent years, we have been hearing more and more about the so-called problem areas of Manitoba. Recognition that problem areas exist in Manitoba, as well as other parts of Canada, dates back to a good deal farther than the last few years, but the problem in the last three or four years has become a little more clearly defined. This identification has led to the passing of the "ARDA" legislation, as well as other policies. However, a greater clarification is certainly needed. The primary, although not exclusive, intent of this legislation is to try to do something about these "problem areas" of Canada. It has been my good fortune to have had the opportunity in the two and a half years since I came back to Canada to spend a considerable amount of time in one

of these problem areas of Manitoba. I say good fortune because I feel that during this period I have had the opportunity of getting to know and understand many of these people in South Eastern Manitoba. I have also had the opportunity to talk about Southern Manitoba to many people who have not had the same opportunity as I. It disturbs me greatly that so many people have the misconceptions they have about the people in South Eastern Manitoba, and other problem areas.

I seldom get into a discussion on people who live in problem areas, whether they are rural or urban, that I don't hear such statements as "those people are shiftless, lazy, aren't interested in improving themselves, are happy in their existence", and many more. Some of the scientifically minded people will quote statistics and studies to prove their point. There is always the implication that these people were just born that way, and nothing can be done about it.

There are two basic factors that influence what each of us can do in our life.

1. the hereditary factor.
2. the environment in which we live.

There is no scientific information to indicate that racial background accounts for differences between people in their capacities; neither is there any scientific information to indicate that there are differences by geographic regions.*

Someone will no doubt be willing to grant that this is correct, but will quickly add that those with enough brains and initiative have all left these areas, and therefore we are left with those with less intelligence, initiative, etc. etc.

At one time this was a widely accepted theory. However, more recent studies of migration indicate that there is no selectivity on the basis of hereditary capacity of migrants. O.K. so the inherent capacity of these people is just as high as in other places, but their aspirations aren't as high, i.e. they aren't as interested in improving their conditions as other people. On this point, it is easy to find studies to indicate that sons and daughters of successful farmers have higher aspirations than those of less successful farmers. However, occupational aspirations of children are always related to the occupations of those that they are familiar with; namely the occupations of their parents. When we compare the aspirations or desires of groups of children of successful and unsuccessful farmers we find that each group wants to exceed their parents by about the same amount. It seems to me that this is a much more significant comparison than one based on the absolute levels of aspiration.

What about the statement that these people are happy in their way of life let's not disturb them. This one seems to be a difficult one to refute. Upon casual acquaintance it would be difficult to escape this conclusion. This is because this human mind of ours is a wonderful mechanism that permits us to rationalize our problems. When we are unable to attain a desired goal or objective after repeated attempts we soon rationalize that we didn't want it anyway. Thus from outward appearances, we seem content. If we were not able to do this so effectively, a good many of us would have been in a mental institution long ago. In other words, all of us, regardless of our position in life, are able to rationalize our positions. I know a number of University professors who are apparently perfectly happy with their lot in life—yes, and even some civil servants.

I hope that this has been enough to establish that there are no inherent differences between people living in different parts of the province.

If there are no significant differences because of hereditary factors, what about the environmental factors?

* For a scientific discussion this statement needs detailed clarification, but for a general audience such details could not be included.

Here I am sure that no elaboration is needed in order to establish that the physical environment varies across the province. From the agricultural point of view, it is obvious that the topography, the soil, the climate, etc. is different in different parts of the province. These physical environmental factors do not determine the specific type of agriculture that will be carried on, but they do set the outside limits. For example, in stoney areas, other things being favorable, livestock production can be carried on. Within the category of livestock production, a number of alternatives are possible, beef cattle, dairy cattle, sheep, etc. but because of the stones, grain production is not possible. So physical environment may set outside limits, but it does not specifically determine the type of agriculture.

In addition to the variations in the physical environment, there are also significant differences in the social environment. Values and attitudes are influenced by the parents, the church, the school, etc. This I do not deny. But these develop in order for us to adjust to the conditions in which we find ourselves. However, the social environment is subject to influence and change, and thus given the right programs and policies, it is possible to change the attitudes and thus the conditions of those of us who happened to have been born on the wrong side of the track.

I have possibly spent more time on this topic than I needed to, but I have done so for a very good reason.

A Polish sociologist, Mr. Znaniiecki, established a principle that has considerable relevance to rural development. This principle is "That if a person believes a situation is real, it is real in its consequences". Relating this to some of the things I have been saying, I would point out that if we believe that the people in the problem areas in our provinces are lazy, shiftless, satisfied with their lot, etc. then our actions will be governed by these beliefs and nothing will be done. This is why I have tried so hard to establish that there is no basis, in fact, in these beliefs.

If everyone believed these misconceptions, we would not have a multi-million dollar particle board plant in Sprague, nor would a community pasture have been organized in Stuartburn, nor would we have a co-operative strawberry growing organization at Hadashville.

Fortunately, there are people in many walks of life, particularly the local residents, who do not hold these misconceptions. Because of these people development projects and programs will continue and the physical and human resources in our so-called problem areas will be brought into balance.



Fifth Session—Twenty-fourth Parliament

1962

THE SENATE OF CANADA

PROCEEDINGS OF

THE SPECIAL COMMITTEE OF THE SENATE

ON

LAND USE IN CANADA

No. 3

THURSDAY, MARCH 22, 1962

The Honourable Arthur M. Pearson, Chairman
The Honourable Cyrille Vaillancourt, Deputy Chairman

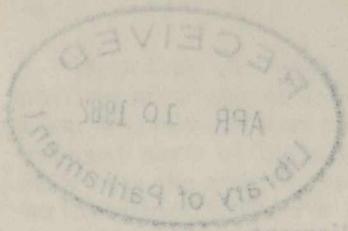
WITNESS

Mr. Jean-Baptiste Lanctôt, representing "La Société Canadienne d'Établissement Rural".

APPENDIX "B"

Annexes "A", "B", "C" and "D" to Mr. Lanctôt's presentation.

ROGER DUHAMEL, F.R.S.C.
QUEEN'S PRINTER AND CONTROLLER OF STATIONERY
OTTAWA, 1962



THE SENATE OF CANADA

PROCEEDINGS OF

SPECIAL COMMITTEE OF THE SENATE ON LAND USE IN CANADA

The Honourable Arthur M. Pearson, *Chairman*

The Honourable Senators

Basha	Leonard	Stambaugh
Bois	MacDonald	Taylor (<i>Norfolk</i>)
Boucher	McDonald	Taylor (<i>Westmorland</i>)
Buchanan	McGrand	Turgeon
Cameron	Méthot	Vaillancourt
Crerar	Molson	Veniot
Emerson	Pearson	Wall
Gladstone	Power	White—30.
Higgins	Smith (<i>Kamloops</i>)	
Hollett	Smith (<i>Queens-</i>	
Horner	<i>Shelburne</i>)	
Inman		

(Quorum 5)

The Honourable Arthur M. Pearson, *Chairman*
The Honourable Cyrille Vaillancourt, *Deputy Chairman*

WITNESS

Mr. Jean-Baptiste Laroche representing "La Société Canadienne d'Établissement Rural."

APPENDIX "B"

Annexes "A", "B", "C" and "D" to Mr. Laroche's presentation.

ORDER OF REFERENCE

Extract from the Minutes of the Proceedings of the Senate.

WEDNESDAY, February 7, 1962.

The Honourable Senator Aseltine, P.C., moved, seconded by the Honourable Senator Macdonald, P.C.:

That a Special Committee of the Senate be appointed to consider and report on land use in Canada and what should be done to ensure that our land resources are most effectively utilized for the benefit of the Canadian economy and the Canadian people and, in particular, to increase both agricultural production and the incomes of those engaged in it;

That the Committee be composed of the Honourable Senators Barbour, Basha, Bois, Boucher, Buchanan, Cameron, Crerar, Emerson, Gladstone, Higgins, Hollett, Horner, Inman, Leonard, MacDonald, McDonald, McGrand, Méthot, Molson, Pearson, Power, Smith (*Kamloops*), Smith (*Queens-Shelburne*), Stambaugh, Taylor (*Norfolk*), Taylor (*Westmorland*), Turgeon, Vaillancourt, Veniot, Wall and White;

That the Committee have power to engage the services of such counsel and technical and clerical personnel as may be necessary for the purposes of the inquiry;

That the Committee have power to send for persons, papers and records, to sit during sittings and adjournments of the Senate, and to report from time to time;

That the evidence taken on the subject during the six preceding sessions be referred to the Committee.

After debate, and—

The question being put on the motion, it was—
Resolved in the affirmative.

J. F. MacNEILL,
Clerk of the Senate.

ORDER OF REFERENCE

Extract from the Minutes of the Proceedings of the Senate.

Wednesday, February 7, 1952.

The Honourable Senator Aseline, P.C., moved, seconded by the Honourable Senator Macdonald, P.C.:

That a Special Committee of the Senate be appointed to consider and report on land use in Canada and what should be done to ensure that our land resources are most effectively utilized for the benefit of the Canadian economy and the Canadian people and, in particular, to increase both agricultural production and the incomes of those engaged

in it; That the Committee be composed of the Honourable Senators Harbour, Baskin, Bois, Boucher, Buchanan, Cameron, Crerar, Emerson, Gladstone, Higgins, Hollett, Harter, Inman, Leonard, MacDonald, McDonald, McGrand, Métrol, Molson, Pearson, Power, Smith (Kamloops), Smith (Queens-Swifts), Stambaugh, Taylor (Nortfolk), Taylor (Westminster), Ferguson, Vallincoeur, Venzel, Wall and White;

That the Committee have power to engage the services of such counsel and technical and clerical personnel as may be necessary for the purposes of the inquiry;

That the Committee have power to send for persons, papers and records to sit during sittings and adjournments of the Senate, and to report from time to time;

That the evidence taken on the subject during the six preceding sessions be referred to the Committee.

After debate, and—
The question being put on the motion, it was—
Resolved in the affirmative.

J. F. MacNEILL,
Clerk of the Senate.

MINUTES OF PROCEEDINGS

THURSDAY, March 22, 1962.

Pursuant to adjournment and notice the Special Committee of the Senate on Land Use in Canada met this day at 11.00 A.M.

Present: The Honourable Senators:—Pearson, *Chairman*; Vaillancourt, *Deputy Chairman*; Basha, Bois, Cameron, Hollett, Horner, Inman, MacDonald, McGrand, Smith (*Kamloops*), Smith (*Queens-Shelburne*), Taylor (*Norfolk*), Taylor (*Westmorland*), and Turgeon.

In attendance: Mr. Ralph A. Stutt, Special Consultant to the Committee, and the Official Reporters of the Senate.

Mr. Jean-Baptiste Lanctôt, representing "La Société Canadienne d'Établissement Rural", was heard with respect to the order of reference, and presented a brief. Mr. Lanctôt filed Annexes "A", "B", "C", and "D" to his brief which were ordered to be printed as Appendix "B" to today's proceedings.

At 12.15 P.M. the Committee adjourned to the call of the Chairman, tentatively set for Thursday, April 5, 1962.

Attest.

James D. MacDonald,
Clerk of the Committee.

MINUTES OF PROCEEDINGS

Tuesday, March 22, 1932.

Pursuant to adjournment and notice the Special Committee of the Senate on Land Use in Canada met this day at 11:00 A.M.

Present: The Honourable Senators:—Pearson, Chairman; Vallanceourt, Deputy Chairman; Basha, Bois-Cameros, Hollett, Horner, Inman, MacDonald, McLeod, Smith (Kamloops); Smith (Queens-Shelburne), Taylor (Worfolk), Taylor (Westmorland), and Turgeon.

In attendance: Mr. Ralph A. Starr, Special Consultant to the Committee, and the Official Reporters of the Senate.

Mr. Jean-Baptiste Laroche, representing "La Société Canadienne d'Établissement Rural," was heard with respect to the order of reference, and presented a brief. Mr. Laroche filed Annexes "A," "B," "C," and "D" to his brief which were ordered to be printed as Appendix "B" to today's proceedings.

At 12:15 P.M. the Committee adjourned to the call of the Chairman, tentatively set for Thursday, April 5, 1932.

Attest

James D. MacDonald,
Clerk of the Committee.

THE SENATE

SPECIAL COMMITTEE ON LAND USE IN CANADA

EVIDENCE

OTTAWA, Thursday, March 22, 1962.

The Special Committee on Land Use met this day at 10.30 a.m.

Senator ARTHUR M. PEARSON (*the Chairman*) in the Chair.

The CHAIRMAN: Honourable senators, we will now come to order. Before calling on our witness of today I might say this that I had a telephone call from Mr. Hartley Daley of Prince Edward Island this morning and there will be some delay in his getting here. He says he cannot get here for the 29th but will be able to make it by April 5. I have also had to postpone our hearing of the group—Dr. Paul and Dr. Jenkins and Mr. Rasmussen—until April 12.

We are having a little difficulty in making arrangements to suit the time of the witness.

Dr. Gallagher of the Canadian Council of Churches was not able to do any particular work on the brief we asked him to present along with Mr. Lanctot, but they will prepare a brief. I sent them a lot of material on what the Land Use Committee had done in past years, and he will have a meeting of the Council of Churches and they will then prepare a brief on what they propose might be done from the point of view of the Council of Churches and will make a presentation here at a later date, possibly after Easter.

This morning Mr. Jean Baptiste Lanctot is going to present a brief to the committee. Mr. Lanctot represents La Société Canadienne d'Établissement Rural, an organization having to do with rural settlement. He has prepared a very fine brief for us. I will now call on him to give us, first of all, a little background, a little of his personal history, before he delivers his brief.

Mr. Jean Baptiste Lanctot, Representing La Société Canadienne d'Établissement Rural, 637 rue Craig Ouest, Montreal, Quebec: Mr. Chairman and honourable senators, this is a surprise performance here this morning, the fact that I must begin by speaking about myself. I thought that I would speak about what La Société Canadienne d'Établissement Rural has been trying to do. However, I am prepared to obey, Mr. Chairman, the best I can and as briefly as possible.

I was born in the Red River Valley, just south of Manitoba. I was born in Minnesota. As a matter of fact I am really an immigrant to Canada but I am what you might call a repatriated person because my grandfather emigrated from Quebec to Minnesota back in 1878. I am a farm boy, a graduate in agriculture of the University of Manitoba. I started working for the Canadian National Railways in 1926, went overseas as an immigrant selection officer and have been in immigration most of the time. Since then, in fact the past ten years, I have spent mainly doing immigration work for the Catholic church in Canada. We have been reuniting families through travel loans granted interest free in order that the head of a family who migrated here ahead of his dependents might be able to bring his wife and children here as soon as possible. We have reunited over 12,000 families with close to \$5 million worth of loans involving something like 26,000 or 27,000 persons in the past eight years.

After spending some time in Europe as an immigrant selection officer for the Canadian National Railways I spent a period of three years in the United States as a land settlement and development officer, came to Canada, from 1933 on to 1938, and participated in the back to the land movement as it was organized jointly by the federal and provincial Governments at that time. Then I went back to the United States in development work for six years and then came back to Canada again in 1944 as superintendent of agriculture, eastern Canada, for the Canadian National Railways.

As you see, Mr. Chairman, I have been pretty much of a rolling stone and have not gathered very much moss.

So here I am in 1946. I participated in the organization and setting up of *La Société Canadienne d'Établissement Rural*, the Canadian Society for Rural Settlement or Canadian Rural Settlement Society, and since then we have been, I would say, attempting with very limited means to set up what your committee has termed the need for pilot projects. I do not think we have gone very much further than that. We have dabbled here and there in different parts of the province of Quebec, and I would say even all over Canada, because we have some projects in Alberta and northern Ontario. We have tried various concepts of modern land settlement, although we have not succeeded in carrying them along too far. The main reason for that is the lack of capital, a point which I shall bring out quite strongly in the brief.

I trust, honourable senators, that you now know to whom you are listening this morning.

The CHAIRMAN: I am wondering what nationality you are now.

Mr. LANCTOT: I am a Canadian—very much so, although I have lived in the United States slightly over one-third of my life. I must say that my living in the United States has been very interesting. I have found the people over there very co-operative in the employ of the Canadian National Railways where I served as a liaison officer and, as I told Americans many times, we are growing in Canada in the shadow of the United States and we have a great deal to learn and we would try to develop our programs by avoiding the mistakes the Americans have made and profiting by them. I notice Senator Bois here and I think that in his relationships with the United States officials he has found them very co-operative also in that respect. Any experience which they have acquired—and I think they are ahead of us in many respects—they are quite willing openly to make available to us here in Canada.

The CHAIRMAN: Thank you, Mr. Lanctot. The usual custom is to read the brief and then take the questions afterwards, although occasionally some question may be asked during the reading of the brief.

Mr. LANCTOT: Honourable Chairman, Honourable Members of the Committee, "La Société Canadienne d'Établissement Rural" which I represent, appreciates deeply this privilege of presenting a brief to the Land-Use Committee of the Senate of Canada.

2. The letter of invitation received from the Hon. A. M. Pearson, your distinguished Chairman, specified that this Committee desired to receive a brief expressing the viewpoints of someone from the Catholic Church on the problems under study by the Committee on Land-Use. My appearance was suggested by your distinguished co-chairman, the Honourable Cyrille Vailancourt, whom I am very pleased to greet as a friend of long standing.

3. Inasmuch as these problems are extremely complex in nature and so very broad in scope, it is with great humility that I appear before the Honourable members of this Committee, all of whom have given these problems considerable attention and study during recent years. Far from being exhaustive, this brief will attempt merely to bring out in some relief those principles of Catholic social doctrine which "La Société canadienne d'Établissement rural"

is attempting to put into practical application, in a small way, with very limited funds, within the contexts of rapidly-changing rural living conditions. In this brief, I will try to illustrate the action program of the Société, bringing out those points and areas where the supplementary action of government seems necessary in order to ensure the successful development of private self-help projects.

La Société Canadienne d'Établissement Rural

4. "La Société Canadienne d'Établissement Rural" was founded in 1946 in line with the recommendation of a national colonization Congress held in Boucherville, Province of Quebec. The study sessions of this Congress were attended by priests and laymen, sociologists, men of action, who were seeking a practical solution to the rural problems of the day in the light of the social doctrine of the Catholic Church. It was the consensus of the Boucherville Congress that a Canadian rural life settlement society was needed in order to coordinate effectively the efforts of all who hold strong convictions that the conditions of rural life in general, and of agriculture in particular, must need be improved. The Administrative Board of the Société is composed of representatives of regional rural settlement societies, rural settlement credit unions, diocesan colonization societies, rural youth movements, agricultural associations and of a number of rural leaders chosen on an individual basis. In 1947, the Société obtained a federal charter as a land colonization company and has since carried on its program of disseminating information on rural life, of stimulating leadership and of inciting the development of a few pilot projects, outlines of which will be given later in this brief.

Catholic Social Doctrine

5. The Catholic Church has always maintained that social and economic life is subordinated to moral law and to the teachings of Christ. The Church proclaims the dignity of the human person and the equality of all men before God. Because man needs a minimum of material goods, the Church proclaims the right to hold property and the right to work. Without further ado, may I simply recall that the whole of Catholic social doctrine is contained in various Encyclicals and Messages issued by the Popes, the principal ones being *Rerum Novarum* (1891), dealing with the problems of labor, *Quadragesimo Anno* (1931), dealing with the restoration of social order, and *Mater et Magistra* (1961) dealing with current problems. The problems of depressed economic sectors such as in agriculture, and of "underdeveloped regions such as are found not only from country to country but also within individual countries" constitute an important part of this last Encyclical.

6. In presenting this brief, I plan to quote Pope John XXIII's Encyclical *Mater et Magistra*, in its actual terms—Edition of the America Press—and then indicate the manner in which "La Société Canadienne d'Établissement Rural" has tried to apply Catholic social doctrine, indicating also the measures to which the Société considers ARDA may wish to give priority.

The Senate Committee on Land Use

7. Our Société was indeed encouraged when it learned that the Senate of Canada had constituted your Committee on Land Use. We have followed with special interest your deliberations and have been impressed with the wealth of material presented during its sessions to date. Your recommendations contain the essential elements necessary for a comprehensive and effective renewal of rural life across Canada. Your studies have brought out in bold relief the fact that, in 1956, 21% of Canadian farms produced gross revenues below \$1,200. per year—percentages for different provinces are as high as 59%, 61% and

78%, which is most disquieting. Accepting these revenues as making for sub-marginal living conditions, the situation in several provinces adversely affects many more rural people when marginal conditions are taken into account, as they must be.

I suggest that we use the American definition of "marginal"—anything between \$1,200 and \$2,500 of gross revenue.

8. Because of these conditions, large numbers of people are leaving these depressed sectors of agriculture, are migrating to industrial centres where their lack of skills and inability to adapt create serious social and economic problems. In the main, farmers in these depressed sectors receive an income lower than that of urban wage earners. The exodus of young people off the farms increases the average age level of farm operators and raises municipal and school taxes for those who remain. Your studies brought out that the stagnation of rural regions tends to paralyze the economic progress of Canada. This situation suggests an analogy: the different sectors and regions of each province and the provinces across Canada form a whole body politic, social and economic, much as the limbs and organs form the human body. When a limb or an organ of the human body suffers from a grave illness, then the person as a whole suffers, cannot fulfill its functions and give its full productive output. When so many rural regions across Canada are anemic to the extent indicated, then the social and economic health of each province and of the whole country is affected.

9. Since we are concerned with agriculture as a depressed sector, may I quote:

124. We all know that as an economy develops and flourishes, the labor force engaged in agriculture decreases. At the same time, the percentage of the labor force employed in industry and the services rises. Nevertheless, We think that the shift from farming to other productive sectors is often due to a variety of factors over and above those directly linked to economic development.

Chief among these factors may be listed a desire to escape from an environment considered as confining and devoid of prospects; the longing for novelty and adventure that has taken such a hold on the present generation; greed for quickly amassed riches; a yearning and thirst for a freer way of life and enjoyment of the comforts that more heavily settled areas and urban centres commonly afford. But is undoubtedly true also that one of the motives behind this shift is the fact that the farm area, almost everywhere, is a depressed one—whether one looks at the index of productivity of the labor force or the standard of living of farm populations.

125. Thus, a fundamental question that arises in practically all states today, and that merits special consideration, is the following: how to proceed in order to reduce the disproportion in productive efficiency between the agricultural sector on one side and the industrial and service sectors on the other; what to do in order that the standard of living of the rural-farm population may approximate as closely as possible that of city dwellers, who draw their income from industry and the services; how, finally, to strive that tillers of the soil may not have an inferiority complex, but rather may be persuaded that also in a rural environment they can assert and develop their personality through toil and at the same time look forward to the future with confidence.

10. Considering the work of your Committee in this light, Honourable Chairman, it becomes clearly evident that this Land-Use Committee has ably demonstrated the necessity of renewing the local economies of the depressed or

under-developed rural regions across Canada in order to raise the overall economy of the country. In so doing, the Committee has laid down a solid foundation on which to build in and for the future.

Agricultural Rehabilitation and Development Act

11. The studies of your Committee thus paved the way for the enactment of the federal Agricultural Rehabilitation and Development Act by virtue of which, in collaboration with the provinces and various organizations, works projects will be undertaken to find new uses for soils in accordance with their vocation, to increase revenues and employment opportunities in rural areas, and to develop and conserve soil, water and other resources across Canada.

12. The Honorable Minister of Agriculture has stated that this Act is sufficiently broad and flexible to include all projects which the provinces might present for the renewal and development of their rural regions. Evidently, social and economic planning cannot be undertaken and be made to move forward without taking into account individual regions which present different physical, social and economic conditions even within each province. Thus, it becomes evident that rehabilitation and development programs must be formulated and carried out on the basis of individual regions. This fact was well recognized by Senator Pearson in his letter of invitation to our Société when he expressed the intention of this Committee to get the public throughout Canada talking and thinking along the lines of community development. It stems logically from this interest that pilot projects proposed will entail the tripartite collaboration of the local units of government, the municipalities, as well as the federal and provincial governments. Furthermore, such pilot projects will involve the direct and active participation of private enterprises and individuals concerned with the renewal of a given depressed area. In brief, our Société holds the firm conviction that people must be helped to help themselves. Any supplementary help that governments only are able to provide should be given in such a manner as to respect this fundamental principle. A U.S. farm leader, whose name I forget, recently stated in somewhat these terms: "The basic question is: what do rural people want their government to do?" and not "what government should do to or for rural people?"

13. On this point, setting forth the need for initiative among rural workers, I quote:

144. It is Our opinion that farmers themselves as the interested parties ought to take the initiative and play an active role in promoting their own economic advancement, social progress and cultural betterment.

Research

14. As this Committee has so aptly pointed out, research is necessary before any project, even a pilot project, can be undertaken. Such research will need be comprehensive to include many spheres of activity. In many regions of most provinces, soil surveys, various types of economic surveys and resources inventories need still be undertaken. With respect to soil and water conservation, most people of Canada, when compared with those of the United States, for instance, seem to lack even an appreciable degree of awareness of the role and importance of conservation in rural renewal programs. This is perhaps explained by the fact that, in the United States, soil conservation districts have been in existence some 20 years or more. These districts were voted upon by the people themselves and are supported by local taxes. Such awareness will need be developed somehow in Canada when people are approached on the local level to support rehabilitation and development projects.

15. Sensing this, the Société holds the view that research programs must not only precede the launching of pilot projects but such research should also be preceded, or accompanied, as much as this may be feasible, by training programs for local leaders, using modern adult education techniques for this purpose. Because of this viewpoint, the Société has fostered, encouraged and helped the training of local leaders to the fullest extent of its limited facilities.

16. From the outset, the Société centred its attention on the rural people themselves. Hence, its thinking was directed towards social and demographic research. This type of research was chosen primarily because, in agreement with so many of the farm leaders in most countries of the world, the Société insists the family-type farm enterprise is fundamental in our way of life.

Senator HOLLETT: Excuse me, but what do you mean by demographic?

Mr. LANCTOT: The vital statistics, the vital facts affecting the lives of the people in the community, the behaviour of the people as it can be expressed in terms of vital statistics.

Human Geography

17. Accordingly, some years ago, the Société took on its staff a student in geography at l'Université de Montréal, Dr. Gilles Boileau who accepted our invitation to orientate his training towards human geography. Dr. Boileau has since studied abroad with eminent professors, including Dr. Alfred Sauvy, obtained his doctorate at l'Université de Bordeaux, and has so far prepared for la Société some 15 demographic studies made within limited areas of Quebec, Alberta, Saskatchewan and Ontario. Appended to this brief (Annex "A") is a preliminary study of some 10 parishes in Rimouski archdiocese. This study served as a pilot project leading to a comprehensive study of this region in terms of human geography.

Sociological Enquiry

18. Furthermore, the Société has supported a preliminary sociological enquiry into the factors making for the success of outstanding farm families. This enquiry is conducted in conjunction with the "Salon National de l'Agriculture", under the auspices of the "Fondation de la Famille Terrienne du Canada". It consists of the preparation of individual farm family histories and family farm experience by the agronome or some recognized farm leader in any given district of Canada. These family histories are studied by a jury composed of rural life leaders who select the outstanding farm family of the year on the basis of a scale of points (Annex "B"). The family selected is then honoured, its merits extolled on the occasion of the Salon held usually in February each year. This scale is quite distinctive in that it attributes 75 points out of 100 to sociological factors, leaving only 25 points for the economic factors. Of the 75 points, 45 are attributed to recognized leadership qualities of each and every member of the family, and the manner and extent to which leadership is expressed through participation in social, economic, professional and specialized farm organizations.

Perhaps I might state here, Mr. Chairman, that I have a number of copies of a recent publication which summarizes the findings of the first five families that have been chosen as Farm Family of the Year, out of which come the various factors that I think are success factors, that come out of actual experience. Now, these families have lived this and demonstrated it and I think these are examples to follow. These are based on psychology and after all the best way to teach is through good example.

19. The basic importance of research need not be emphasized further.

May I add only one consideration, largely because we are concerned with the marginal and submarginal sectors of agriculture. Adequate planning and the exercise of necessary foresight in these sectors require constant up-to-date factual reports on the progress, or lack of progress, realized in any given geographical area across Canada. This means precise information must be available not only with respect to soils, climate, rainfall, water supply, etc. in these areas, but also regarding types of production, yields, markets, capital invested in land, in buildings and in livestock, the extent of farm ownership, farm debts, farm abandonment, etc., within these same areas. Canadian agriculture is so diversified that planning for leadership which must come from the national, provincial or top regional levels, must have quick access to precise facts. Most of these facts are obtainable only through knowledgeable enumerators working under a well-informed leadership given on the local or municipal level.

Atlas of Rural Canada

20. Accordingly, in summing up briefly its views on research, the Société requests that this Land Use Committee of the Senate of Canada recommend the federal and provincial governments concerned jointly undertake: (a) to organize all forms of research, surveys, inventories and other means of obtaining precise information; (b) to render all data as comparable as possible by standardizing information-gathering practices, questionnaires, etc. and information-giving reports, publications, etc. (c) when these data are duly collated and compiled, to make all information available in the form of a loose-leaf *Atlas of Rural Canada*. The *Atlas of Canada* prepared by the Federal Department of Mines and Technical Surveys illustrates the type of presentation requested.

21. When we consider that ARDA deals especially with the marginal and submarginal sectors of the rural economy, social and economic factors regarded as basic to renewal projects must be determined with accuracy each year, at least, and not await Census years. Problems to be solved in producing this *Atlas* are left to the technicians for study.

Family Farm

22. The Société considers its most important responsibility is to work for the preservation of the family-type farm. In this respect, considering the matter of correcting the structure of farm enterprises to protect the family farm, it is opportune to note the following quotation:

142. In view of the diversity of rural conditions within each nation, and the even greater differences from nation to nation, it is impossible to determine *a priori* what the structure of farm enterprises ought to be. But if we hold to a sound natural and even more so a Christian concept of man and the family, we are forced to adopt as our ideal of a farm unit especially a family-type farm, one that resembles a community of persons, whose inner relations and structure conform to the standards of justice and Christian teaching. With this in mind, we should exert every effort to realize this ideal, as far as circumstances permit.

143. If a family-type farm is to survive, it must produce sufficient income to enable the family to live in decent comfort. To do this, it is very necessary that farmers be given special instruction, be kept constantly up-to-date and be supplied with technical assistance in their profession. It is also essential that they form a flourishing system of cooperatives and professional organizations. They ought likewise to take an effective interest in public affairs that concern not only administrative agencies, but also political movements.

Family Farm Groups:

23. With a careful study of the family farm histories previously mentioned, one will discover a trait which seems constant for all families chosen as the "Farm Family of the Year" each family is a closely-knit unit, not only while the children are growing up, but remaining so after each child settles down on a separate farm unit. In other words, the farm enterprise which began 25 to 40 years ago as a single unit, has remained—even though not bound together juridically by any contract—a closely-knit social and economic farm enterprise composed of 6, 10 and even 12 farm units. In one instance, which may be exceptional, the family farm enterprise composed of 12 units markets its products directly to the consumers, thus eliminating completely all intermediate steps in the producer-consumer price spreads.

24. Having perhaps observed this phenomenon of grouped individual family farms, certain rural leaders in the Lake St. John region of Quebec undertook to set up a land settlement cooperative known as the St. Isidore Companions Cooperative Society. Each member of the cooperative operates his own individual farm unit, specializes in whatever type of production he chooses, fitting his enterprise into the whole in accordance with an overall plan of development. Each operator keeps his own farm records, submits these to the analysis of an accounting technician, thus leading the group to a form of farm management, really. This type of structure of the farm enterprise seems to offer more definite basic guarantees for the survival of the family farm than do the regular farm or crop-share leases, more than father-son and other types of agreements which have been the custom in rural areas heretofore.

Farm Management:

25. This is another field where it would seem opportune to undertake specific studies. These studies seem all the more pertinent when we consider that methods in agriculture are changing so rapidly and mechanization compels farmers to modernize at double and even treble their capital investment. This makes a search for additional credit unavoidable. Adequate credit cannot be obtained unless the value of the basic guarantees can be demonstrated. Here farm management comes in, but this requires so much technical and administrative knowhow that more farm managers must be trained. Then there is also the question of winding up the estates of the family farm enterprise, the complex family problems which so often ensue, all seeming to militate in favour of group agreements for individual family units who would be joining forces the better to cope with modern farming conditions.

26. Because of the increasing need and importance of farm management and other factors in working out rehabilitation and development programs, note should be taken of further quotations as follows:

128. In addition, the economic systems of nations ought to be developed gradually and a balance maintained among all the sectors of production. That is to say, agriculture should receive special help, in order to permit it to use the newly-devised methods of production, types of farm management and cultivation that the economic system as a whole allows or requires. As far as possible, all these innovations should be introduced in agriculture as much as in the industrial and service sectors.

129. In this way, the agricultural economy comes to absorb a larger amount of industrial goods and to demand a higher quality of services. In turn, it offers to the other two sectors and to the whole community

products which best meet, in quality and quantity, the needs of the consumer. In this way, it contributes to the stability of the purchasing power of money—a very helpful factor in the orderly development of the entire economic system.

130. If such steps are taken, the following advantages, among others, will ensue: it will be easier to determine the source and the direction of the movement of workers who have been released from the farm labor force by the progressive modernization of agriculture. It will be less difficult to give them the professional training they need to fit profitably into other sectors of production. Finally, they can be given the economic aid, orientation and spiritual assistance required to integrate them smoothly into a new social environment.

131. To insure a pattern of economic development that preserves a harmonious balance among all the sectors of production, government authorities must formulate a prudent agricultural policy. Such a public policy should cover questions of taxation, credit, social insurance, price protection, the fostering of processing industries and the adjustment of farm managerial structures.

132. The fundamental principle in a system of taxation based on justice and equity is that the burdens imposed should be proportionate to the capacity of people to contribute.

133. In the assessment of taxes in rural areas, the common good requires that the government bear in mind that agricultural income flows in more slowly and is exposed to greater risks in the process of production, and that consequently there is greater difficulty in obtaining the capital necessary to increase income.

134. For these reasons, those who possess capital have little inclination to invest in agriculture; they are more inclined to invest in other sectors.

For the very same reasons agricultural investments cannot yield a high rate of interest. Nor can agriculture normally earn large enough profits to furnish the capital it needs for growth and the orderly conduct of its affairs.

It is therefore necessary, for the sake of common welfare, that a special credit policy be evolved for farmers and that credit institutions be created which will provide capital for agriculture at a suitable rate of interest.

Development Credit

27. This substantial quotation of fundamental doctrine may now be applied in part to a specific pilot project: the instalment of the St. Isidore Companions Cooperative Society involving some 15 farm families transplanted from Quebec to Alberta—the same would apply if the transplantation were from one region to another, within the same province. Some 10 years have passed since most of these families moved to the Peace River district. The first years were given over to improvement works, land clearing, mainly forestry operations. Although much work of this nature remains to be done, more than half the farms have now qualified for a federal farm loan, these having been preceded by a Société development loan in the amount of \$25,000 now completely repaid.

The CHAIRMAN: Is that the amount of a loan to an individual family?

Mr. LANCTOT: No, Mr. Chairman, that is for the group.

Well on the way to success, this group must still receive assistance in the form of production expansion and improvement loans in order to complete their organization and achieve eventual success within a few more years.

28. In the process of applying the ARDA programs, some families may choose to settle elsewhere, in a more fertile area. It would then seem opportune to develop other pilot projects, drawing from the experience of the St. Isidore Companions Cooperative Society for the group resettlement of farm families. Such projects will require adequate counselling and direction, efficient farm management practices, and particularly credit facilities to ensure the successful transplantation of the families involved.

29. On the basis of its experience with the resettlement of farm families both as individual units and as a group, the Société is inclined to consider present-day credit facilities as inadequate to satisfy the needs in marginal areas where the risks are normally high. In consequence, there should be set up under ARDA a joint federal-provincial RURAL DEVELOPMENT FUND to be utilized for those various purposes set forth in agreements between the governments concerned, and which the Société is convinced should make provision for

- (a) guarantees for the basic investment of private capital in 10-15 year bonds or debentures to a maximum proportion of some 20% of total issues, thus stimulating private investment in enterprises normally considered too risky;
- (b) interest rebates on loans to families for farm settlement, development and improvement, such as given under the Quebec Farm Loans Act, these rebates to apply to individual and to group loans, and to government-approved regional and community processing plants for farm and forestry products.

30. With respect to this type of credit, it would be of interest to make a close study of actual experience over many years in Denmark with credit cooperatives composed of borrowers.

31. With reference to the Rural Development Fund being helpful in financing the building and equipping of processing plants and other small industries based on farm products and their marketing, the Société has had experience in two fields which may be of interest to the members of this Committee: (a) the establishment of a regional cooperative food processing plant and (b) a demonstration in the utilization of muck soils for intensive market gardening.

32. Considering that farm income needs be supplemented in various ways, I quote the following:

141. It is desirable, too, that industries and services pertaining to the preservation, processing and transportation of farm products be established in farm areas, and that enterprises connected with other economic sectors and other professional activities also be developed there. In this way farm families can supplement their income in the same environment in which they live and work.

(A) "*La Chaîne Coopérative du Saguenay*"

33. "*La Chaîne Coopérative du Saguenay*" (Annex "C") was organized by "L'Union Catholique des Cultivateurs du Lac St-Jean" in 1947-1948. With a very small initial outlay of capital provided by some 400 farmers, the project of a meat-packing plant was launched. The number of shareholders gradually grew to some 1,800. Deeply convinced and strongly determined, many of these farmer shareholders mortgaged their farms in order to secure the additional capital required to complete this packing plant. "*La Chaîne Coopérative du Saguenay*" obtained from the federal government the statutory subsidies under the Cold Storage Act. Counterpart subsidies were granted by

the Quebec Provincial Department of Agriculture. Last year, this enterprise bought, processed and sold food products for a value exceeding some 8 million dollars—a remarkable achievement. This result was not achieved, however, without hundreds of anxious moments, scores of sleepless nights on the part of the organizers, and many occasions when they knew not where to turn next to solve their problems. Had a Rural Development Fund been in existence to provide essential credit when needed, much worry and wasted effort would have been avoided.

34. With a rural development fund existing in the future, several similar "Chaînes" could be developed in marginal and submarginal areas where on-farm butchering and its concomitant unsanitary conditions and economic losses could be eliminated. A survey involving some 500 farmers in the Rimouski region showed in 1948-49 that the elimination of minimal losses from farm butchering and home handling of meat—evaluated on the basis of current prices—would have economized, during some 8 years, all the capital necessary for a modern refrigeration "Chaîne" of locker plants and community lockers housed within existing cooperative organization facilities.

(B) *St. Clotilde Muck Soils Project*

35. The Société's muck soils development project initiated at Ste-Clotilde de Chateauguay in 1953 (Annex "D") could have been regarded as applied directly in accordance with ARDA specifications, had these been formulated at the time. Observing that the market gardeners of the Montreal area were being pushed out by the expansion of housing projects on the Island of Montreal, and aware that the farmers of the muck soils area south of Montreal did not appreciate the real value of these soils, the Société undertook to demonstrate their worth. Accordingly, the Société acquired a tract of 1,680 acres on which to develop a pilot project—there being some 40,000 acres of muck soils in this region. This demonstration was prompted by the fact that some 14,500 carloads of vegetables are imported and sold each year on the Montreal market.

36. As noted in Annex "D", it was planned to develop this project in five distinct steps, namely:

- (1) drainage and the building of roads and bridges;
- (2) land clearing;
- (3) the improvement and actual cultivation of the soil in order to bring it into proper chemical balance and to increase yields;
- (4) the settlement of experienced market gardeners;
- (5) the construction of a central cold storage warehouse permitting the classification, packaging and orderly marketing of vegetables, thus increasing returns to the growers.

By 1957, with the help of grants by the Province of Quebec Department of Colonization, the first step was completed for approximately 700 acres on the Société's tract. Some 250 acres had been cleared and improved to the point of being ready for actual occupancy and cultivation. The Société became a grower of vegetables during a 2-year period and thus completed step 3 on this acreage. Some 30 acres which had produced an excellent crop of potatoes the first year, produced several crops of lettuce, radishes, etc., the second, yielding about \$1,000 per acre. Initial steps had been taken in organizing marketing facilities by building a temporary storage warehouse for the classification and economic handling of the so-called "hardware" vegetables.

37. While developing interest in step 4, and before attempting to take step 5, the Société, having invested much time and effort and some \$248,000—of its own funds in the project, decided that it could no longer carry the load

without the help of substantial credit. An application was made to the Industrial Development Bank which, because of its regulations and the risky nature of the enterprise—I'll be frank, it was a risk—did not approve the loan of \$100,000 applied for. Had there existed a Rural Development Fund, this type of project could have been developed through all the steps as planned, with beneficial economic and social effects for this region. As there are several other similar regions in various parts of the Eastern provinces where muck soils could be developed, this is an area, it seems, where research, knowhow and credit facilities could be combined to raise the standards of living, both materially and healthwise, and to provide employment in line with the objectives of ARDA.

Senator HOLLETT: Is "muck soils" the same as bogland?

Mr. LANCTOT: Yes, it is a form of bog, although it is quite advanced in deterioration. I continue the brief:

Structures

38. When studying the structures that might best be developed under Canadian conditions, in the light of growing experience in the United States over the years since 1950, the Société came to the conclusion that there be set up within each diocese an action cooperative composed of all organizations, group, businesses and local units of government. This action cooperative would put into practice the recommendations of the Councils engaged in research and planning. This approach takes full account of the fact that the diocese and the parishes (the regions and the communities) are the social units within which rural living takes place. The territory covered by these social units does not always coincide with that of the economic regions. This does not present too serious problems, at least during the initial stages of development planning. The advantages to be gained far outweigh the disadvantages.

Syndicat d'Aménagement rural de Rimouski

39. In the province of Quebec, the Société began its work in this field in 1957 when it fostered the organization of the "Société d'Établissement rural de Rimouski" now becoming known as the "Syndicat d'Aménagement rural de Rimouski". This Agency was set up largely through the efforts of the "Union Catholique des Cultivateurs de Rimouski". At about the same time, there was set up in this same area a research organization known as the "Conseil d'Orientation économique du Bas St-Laurent". For a time, it seemed that there might be duplication. It became increasingly evident however that this need not be so, because the "Conseil d'Orientation" does the research and the planning, while the "Syndicat d'Aménagement" does the actual carrying out of the projets, including their management, financing, etc. The Syndicat is also responsible for the training of local leaders which, in Rimouski, has been carried on to a degree during the last two years. The two organizations maintain close liaison, and as their respective programs move forward, excellent coordination should result.

40. Since the Rimouski region is largely a forested area, the improvement of farm woodlots, reforestation and allied projects should receive a high priority. It is possible, as the preliminary study indicates (Annex "A") that a number of families from this region may need be transplanted to other regions within the province or even in other provinces. In this event, it is planned that the "Syndicat d'Aménagement de Rimouski" work in close collaboration with correspondent organizations set up in other regions through "La Société canadienne d'Établissement rural" acting in its role as the coordinating and liaison agency.

41. Studies leading to the founding of a Syndicat d'Aménagement rural are now under way in the diocese of Nicolet, in collaboration with the Union Catholique des Cultivateurs. Actually, at this particular stage in organization, the Société provides leadership by stimulating interest, contacting leaders of the various groups concerned, bringing them together on the regional level, thus creating a climate favourable to the actual organization of a syndicat. When this has been accomplished, the Société leaves full initiative with the regional and local leaders themselves. The Syndicat may become a member of the Société, if it so decides. Otherwise, the Société remains merely available for service on request.

Regional Rural Settlement Societies in Alberta

42. Over the years, alongside the settlement of the St. Isidore Companions Society, there was set up by the Société two correspondent agencies in Northern Alberta: the one in the Peace River District and the other for the diocese of St. Paul. These two societies have memberships composed of individual farmers most of whom formerly farmed in Quebec. Each of these societies maintains a secretariate for the dissemination of information, the organization of adult education courses, the preparation of applications for federal farm loans and other documents of various types. Each secretariate also provides an accounting service for the analysis of farm records, a service which also helps prepare Income Tax returns and various farm reports.

Each regional society secretariate now employs personnel qualified in the techniques required for the initiation development and eventual carrying out of certain ARDA projects, under direction.

Regional Settlement Societies in Other Regions

43. Preliminary contacts have been made for the development of regional rural settlement societies in some other regions, particularly in Saskatchewan and in Ontario, especially where French-language farm families are settled in sufficient number to justify the existence of the services envisaged, as previously described. There is also the distinct possibility that, immediately time and the budget permit, preliminary contacts for similar purposes will be made in New Brunswick.

RECOMMENDATIONS

44. In order that the various points recommended in this brief may stand out more clearly in relief, may I draw attention briefly to the main points presented in the name of "La Société canadienne d'Établissement rural":

Firstly: the Société holds that all agricultural rehabilitation and development projects must rest on precise scientific, social and economic data obtained through government-directed and government-financed research projects. The data thus secured should be made available progressively to all concerned, and kept constantly up to date through publication in a loose-leaf ATLAS OF RURAL CANADA.

Secondly: ARDA-provincial government agreements should provide for approved leadership training programmes carried out through recognized organizations using modern adult education techniques for this purpose.

Thirdly: ARDA programming should take into particular consideration the need for sociological and demographic studies in all regions where ARDA projects are contemplated, arranging to secure for this purpose all possible data which the Churches and church organizations across Canada may make available.

Fourthly: In order to stimulate the investment of private capital in ARDA projects and to encourage groups of people to help solve their problems, there should be set up, in agreement with individual provinces, a Rural Development Fund to be utilized for whatever purpose each provincial government may find such a fund useful, especially to guarantee development bond and debenture issues, and to provide for interest rebates on loans to farm families and to family groups, as well as to farm product processing and marketing enterprises.

Fifthly: Thus, in all situations where the transplantation of farm families becomes necessary, especially from one province to another, or where a given province would agree to these services being rendered, ARDA should enter into agreement with national private agencies to prepare the families adequately for this transplantation, to undertake all the social and economic steps involved and to offer adequate financial and other guarantees for the continuity of services each individual undertaking requires to ensure its eventual success.

45. Honourable Chairman, Honourable Members of the Land Use Committee of the Senate, I am deeply thankful for the sympathetic hearing you have given the reading of this brief which it has been my privilege to present in the name of "La Société canadienne d'Établissement Rural".

The CHAIRMAN: Honourable senators, the appendices to the brief will be printed as an appendix to today's proceedings.

(For appendix see page 70)

Thank you very much, Mr. Lanctôt. That is a very nice brief and there is a lot of thought and a lot of meat in it.

Honourable senators, have you any questions now to put to Mr. Lanctôt?

Senator CAMERON: First of all, I would like to congratulate Mr. Lanctôt on the preparation of an excellent and very thoughtful brief. He has taken a large view of the problem. I should like to put one or two questions to him.

Is he convinced that it is possible, in the light of the agricultural revolution which is going on, to maintain the family farm unit, without a major social and economic revolution and reorganization?

Mr. LANCTÔT: Honourable chairman and senators, I would say that it is possible to maintain it. I would not use the word "revolution". I think the means we have suggested here represent an evolution which should be taking place progressively over the next few years—"few years" meaning, say, the next generation.

Senator CAMERON: Let me put this in another way. To bring about what you are asking for—and I am thoroughly in favour of it—will require a revolution in thinking, not only of the farm people but of the whole economy, in a new approach to agriculture.

There is another point. There is a suggestion in this brief regarding an atlas of rural Canada. I think that an excellent idea and that it would be very useful.

The third point is this: You emphasize the encouragement of co-operatives as an aid to the development of the rural economy. I am in sympathy with this but I wonder how you reconcile this with the outlook of the Canadian Chamber of Commerce which today is attacking the co-operatives right across Canada. Have you any comment to make on that?

Mr. LANCTÔT: I suppose we will continue to have the different viewpoints and have them in a constant meeting ground and I think that is healthy. I

think perhaps the Chamber of Commerce's viewpoint can evolve. I think perhaps that if they see the light, see that the economy of the whole nation is being affected by these blighted areas, let us say—we might call them rural districts—and that the farm economy is being raised through co-operative effort in these particular areas, they will realize that far from being a factor detrimental to the interests of the Canadian Chamber of Commerce they will find in the end it will work out to the advantage of the members of the Canadian Chamber of Commerce, if we take the economy as a whole. So I would suggest that the broader viewpoint be taken there especially when it concerns the improvement and the raising up of the submarginal and marginal areas. I am not speaking so much of the top, let us say, one-third, where the people are well able to take care of themselves. I think if we raised the standards of living in the submarginal and marginal areas this will benefit the economy of Canada as a whole and I think the membership of the Canadian Chamber of Commerce would benefit by it.

Senator VAILLANCOURT: Mr. Chairman, we have had a lot of experience along that line in Dorchester county, at St. Anselme, my home parish. Thirty or forty years ago we started a co-operative movement there. Before that time the farmers were living very poorly, on small farms. We began to experiment, to develop certain methods of up-to-date farm production and at the same time to develop many co-operative organizations. Today the farmers are living much better, with higher incomes, and we have no longer any battles between the Chamber of Commerce in this district and the co-operatives. We have improved the standard of living of the farmers and this benefited the economy of the parish to a large degree. I may say that St. Anselme is the only place in the whole county of Dorchester where there are two banks and a Caisse Populaire and the three of them stand shoulder to shoulder, neighbours in the town, and the co-operation between the three is just perfect. But at the beginning we had a big fight on our hands because they did not at first realize the economic situation of this operation. I remember in 1908 when Mr. Desjardins came to Ottawa asking for the passage of a general law on co-operative organizations in Canada, the worst enemy of the co-operative movement was the Chamber of Commerce and retail stores and so on. That has changed and now they come to us and ask us to help them. I would say that when the problem is understood as a whole, when we realize that the only salvation for the farmers is the co-operative movement, attitudes will change.

Senator McGRAND: Mr. Chairman, it seems as if agriculture is at the crossroads and is going to go more and more towards mechanized farming and larger units, vertical integration and so on, or it is going towards the maintenance in our community of the family farm.

Now, can a family farm, a small family farm unit, be maintained and survive without further co-operative organization? What I mean is, if the family farm is going to continue to exist there must be more and more co-operation, profits must be used to a greater extent than they have in the past. Is that what you are coming to, Mr. Lanctôt?

Mr. LANCTÔT: Mr. Chairman, I would agree with that, that the small family farm is now in jeopardy. The small family farm must become a larger individual family farm or as we suggest here in the brief, must be made up of a number of smaller family units, as is suggested by the experience of these successful families who have really been the precursors, even though they are not bound together juridically by any contract, of these family units working together.

I am now thinking of the Gervais family near Grand Mère. The head of the family today is 88 years of age and he is just as young in his thinking, and

as humorous, as anyone could be. He conceived the idea fifty years ago that he was going to market his products directly on the Grand Mère market. This became a family tradition, and he brought up his sons and his sons-in-law to specialize in one form of production. And this is where the leader in that family knew what he was doing from the very beginning. Each one of his sons and sons-in-law is a specialist: one is a breeder of pure-bred Holsteins, another is a breeder of Yorkshire hogs, another one is a specialist in poultry. Their 12 farm units cover a combined acreage of somewhere around 1,800 acres. This family meets regularly on Sunday afternoons and Sunday evenings. It is a social gathering for the women, it is one of these gay affairs for the children, but it is a business farm management meeting for the men and the boys. At this meeting they exchange their farm experiences and they are setting up, I would say, the prototype of what the family farm should be in the future. We may not be able to succeed in all cases in having one family do this but I think it is an ideal towards which we should be working. In this particular set-up they use their machinery on the basis of standard practices. For instance, one type of machine will require so many man hours and so forth in order to justify the capital required for that machine being purchased. They are doing their farm work on that basis and I think they are giving us an example that can be followed.

Senator McGRAND: That cannot always be done. You will get one family to do that, or perhaps a dozen families in the whole province, but you will not reach that ideal situation unless some attempt is made to teach this at some level of the education process.

Mr. LANCTÔT: That is correct, and I agree with you, and that is why I brought forward the proposal that we should be training farm leaders. We might attempt to teach, through adult education techniques, so that the farmers themselves will arrive at a conclusion that this is what they must do.

Senator McGRAND: As the farm population drops and the city population increases, there are people who are not alarmed at that, they say that is all right, that is industrial evolution. It always seemed to me that sociologically the human being is better living on the land than living some other existence. Do you agree with that?

Mr. LANCTÔT: I agree fully with that.

Senator McGRAND: I am now going to ask you my last question: what co-operation is there between those who are doing this type of work and the farm organizations such as the Canadian Federation of Agriculture. What co-operation is there? Are you going in parallel lines or in opposite directions.

Mr. LANCTÔT: We certainly are not going in opposite directions, but I would say that perhaps we are not going in parallel lines because parallel lines will never meet.

Senator McGRAND: I should have said, "going in the same general direction."

Mr. LANCTÔT: I think there is common meeting ground. As far as Quebec is concerned we work very closely with L'Union catholique des Cultivateurs, with their diocesan organizations in this line. They are members of La Fondation de la Famille terrienne, and their thinking is quite in harmony I think with that which I have attempted to present to you today. They are members of the Federation of Agriculture as a farmer organization, just the same as the Coopérative Fédérée is a member of the Federation of Agriculture representing the professionals in agriculture.

Senator HORNER: This Gervais family that you spoke about is representative of what is going on in Denmark. The farms in Denmark are operated on a similar basis, each farmer there specializes in whatever they produce. As

far as I heard the whole state of Denmark is composed of smaller family farms with no idea of changing into huge farms. And that nation is quite prosperous.

Senator CAMERON: What machinery have these groups set up for training in leadership? What kind of leadership schools have been set up, if any?

Mr. LANCTÔT: May I say a word first in reply to Senator Horner. I am very happy, Senator Horner, that you brought up the situation in Denmark. I referred to the situation there in one paragraph of the brief but my own feeling is that we should be giving that country much closer study as to what has been going on there.

Senator HORNER: I agree.

Mr. LANCTÔT: We should be studying the structures that they have been using for instance, in order to consolidate their family-type farms through the use of credit. I think it would be very interesting to make a deep study of the operations of their co-operatives of borrowers which is quite a new idea in so far as we are concerned in Canada. I think such a study would give us some clues as to what we might be doing, the ways and means in which we might be using credit in order to consolidate the family farm in our marginal and submarginal areas.

May I now come, Mr. Chairman, to Senator Cameron's question, as to what is being done in the matter of providing leadership training? We have only just begun to skim the surface in this. I think that the radio farm forums and the study groups in various provinces are doing fine work. I think they provide an excellent form of leadership training but still I do not think we are doing one-fifth enough in that way. In so far as we are concerned we have been working with two groups, the youth group, because we feel that there we are investing for the future. I would strongly support intensive training for youth groups in leadership. Throughout the winter months they should be given leadership courses in our institutes. Then I would say that we should be working throughout the winter months with our adults in the rural communities, especially where adults may be brought in to participate in pilot projects under ARDA because, Mr. Chairman, there is nothing like participation in a program to create interest. For instance, in our studies of population, our demographic studies, they are acting as enumerators on a project and have set up a committee in the parish to study vital statistics, and in this way they become part of the movement. There is nothing like activity like that to stimulate interest in their own province. What they are doing is something that is meaningful to them, it is living, it is alive and it means something to do anything that is economic, in the way of a study of an inventory, abandoned farms, and all that kind of activity, if it is constantly related to the people in the parish, then it lives for them, and so I think you can obtain a tremendous amount of co-operation on a strictly voluntary basis without it costing a cent of expenditure by the Government, because the people are willing to work for themselves. I think that a tremendous amount of collaboration can be obtained on a strictly voluntary basis, without it costing a cent to the Government; because the people are willing to work to help themselves. The only thing which will cost anything, from a standpoint of research in this field and leadership training, is the capital cost of the continuing organization which must be maintained to provide top leadership.

Senator CAMERON: Reference has been made here to the small farms in Denmark. I have studied these farms. One of the reasons for the success of the small farms there is the existence of the small holders schools. If you go to Odense in Denmark, you find there a very fine smallholder school. I think it is vital to the success of the ARDA program that we should not neglect the establishment of these specialized leadership training programs.

Senator HOLLETT: I am sure we are all very highly pleased with the brief and the manner in which it has been given to us by the honourable visitor. I am greatly impressed by it and I hope the committee will be able to make certain recommendations to the Senate or to the Government as the case may be. The only thing which hurts me a little is that this committee was not set up as one for land and sea use. The speaker is a farm man and I am a fisherman. I have known scores of fisheries in my province which are extinct for the same reason as applies to many farm areas. The recommendations here, in a good many instances, could be applied to our Atlantic and Pacific regions.

Mr. Chairman, I hope that at some time in the future you may see fit to include sea use as well as land use in the work of this committee. If Canada is to be great, she must develop every asset she has.

This seems to me to be a wonderful committee and I am glad you asked me to serve on it. I am so impressed this morning that I would pray you to set up another committee for sea use or have it included in this, as I believe it would be of great assistance to the people of Nova Scotia, New Brunswick and Newfoundland.

Mr. LANCTÔT: I strongly concur in that remark.

Senator TAYLOR (*Westmorland*): In regard to the small farmer in Denmark, we may be confused in this. The small farmers, as I found them in Denmark, cannot be compared to the small farmer in Canada. In the first place, as I saw them, the farms in Denmark are very small units. The farmers have an entirely different season from ours and they are able to graze their cattle most of the year. They use every square inch of the farm, even the fence corners; there are no fence corners growing grass or anything else. The fact remains that even today the small farms in Denmark could not exist if it were not for the co-operative movement having been organized to the extent that it is. As a matter of fact, in all farming operations today, the farm machinery is owned by the farm people. Those farms could not exist today if they had not that co-operation. I would like it to be made clear that one cannot compare the small farms in Denmark to the small farms in Canada. The relationships are quite different.

Senator HORNER: I think the very same method could be adopted in Canada.

Senator TAYLOR (*Westmorland*): Some of the farms in Denmark have only 12 or 13 acres.

Senator McGRAND: Whereas the small farmer in Canada is one with 100 or 150 acres.

Senator TAYLOR (*Westmorland*): That is quite a different thing. There is a lot of difference between the small farmer in Canada and the small farmer in Denmark.

Senator McGRAND: I think what is meant by a small farmer is the amount of acreage which is sufficient to provide for the family livelihood. That is my definition of small farmer, and it is certainly a larger farm than the Danish small farm.

Senator CAMERON: Is it not true that the principle is the same but the acreage is different?

Mr. LANCTÔT: Even within Canada, might I suggest that that applies. A small farm in western Canada is a very large one compared to one in Quebec.

The CHAIRMAN: On the question of the movement of these groups of people from submarginal areas to other areas, what sort of arrangements do you make? Is there a study of the area they were in first, taking a demographic view of the people there before you decide to move them into Alberta?

Mr. LANCTÔT: There was a study of sorts, although it was not anywhere nearly as complete a study as we suggest now, and as is appended to this brief. We realized that these people did not have the possibility of settling on farms of their own in the Lac St. Jean area because all the farms were taken up. The choice then was between a large number of the children leaving the farm completely and going into the city to work in industry—a life for which they were ill prepared—or of taking the risk of jumping across into the Peace River district and trying to make a go of it there.

The CHAIRMAN: On their own?

Mr. LANCTÔT: On their own. They had very little capital and started in a small way. It was considered as a compensation project. They started by clearing the land.

Senator HOLLETT: With so much land available in Canada, how can you recommend the clearing of the muck areas or boglands? It is a very expensive process, is it not?

Mr. LANCTÔT: It is a very expensive process but these muck soils, once they are brought into productivity, are very high yielders. For instance, in the province of Quebec, there is a tremendous volume of vegetables imported into the province which could be produced right in Quebec. We are speaking regionally, of course. The Montreal market, as I indicated, brings in each year something like 15,000 carloads of vegetables which could be produced in those muck soil areas within 30 miles of Montreal.

Senator HOLLETT: And that would keep the people on the land.

Mr. LANCTÔT: That is right. It would keep the people working on the muck soils and avoid their having to travel into the city to work in industry, away from a district where they could produce vegetables.

Senator INMAN: Do you know Prince Edward Island at all?

Mr. LANCTÔT: Not very well.

Senator INMAN: You are speaking of small farms. A small farm there is 50 acres. Then, of course, my colleague will support me when I say we consider that 500 acres is a big farm in our Province.

Senator JOHN J. MACDONALD (*Queens*): Sure it is a big farm.

Senator INMAN: In speaking about a co-operative farm, I was thinking of one family we had there for about 75 years operating as Mr. Lanctot said. They were very successful. Then, for one reason or another, it disintegrated. Perhaps some of the sons married women who would not stay within the community. Those people are not as successful now. That shows what co-operation did for them.

Senator CAMERON: There is one fact which must be kept in mind in the success of any small farm and also in considering the experiments to which Mr. Lanctôt refers, that is, the unifying effect of a single ethnic and religious group. In this case, it is 99 per cent one national and one religious group. The groups you have discussed are of one national and one church. These are factors which have had a cohesive influence. It is probably more difficult to get the same degree of co-operation and cohesion in a diversified ethnic society or a diversified religious society, when they are cemented by economic necessity through co-operatives.

Mr. LANCTÔT: Perhaps this could be brought about more effectively through applying the co-operative concept to smaller groups of families within the larger community. After all, the working together of a group of ten or 15 families means that they will use machinery, and that they will purchase a great deal of fertilizer and so on as members of their community co-operative. They might do it as individuals. In certain areas there might

be a machinery co-operative service within the existing co-operative. However, I do not think that that would be as effective as if you have a machinery utilization entente or agreement between the farmers themselves. Then they are master of their destiny in so far as the use of that machinery is concerned and it does not come from a central community co-operative. That has been tried in many areas and does not work out so well because what was the responsibility of everyone became the responsibility of none, in regard to taking care of the particular machines. A machine might be used by Tom in one place and then brought over to Dick, but it had not been oiled or cleaned and no one felt responsible for it. That is how it worked out in many instances where it was tried through central community co-operatives. On the other hand, if this becomes the responsibility of a smaller group within the community, I think we have overcome many of the difficulties of a machinery co-operative.

Senator McGRAND: In regard to community use of machinery, is there a possibility that one could use—or has it ever been used—a community milking project, where each man has not got to milk his cows seven days a week? Is that possible within this movement?

Mr. LANCTÔT: I do not know.

Senator McGRAND: It is the cause of a lot of people leaving the land, they say.

Senator HORNER: Some 60 years ago in Pontiac, Quebec, there was a man named Poole who simply walked from house to house and talked up a co-operative cheese factory. Finally he got a sufficient number. They started immediately something which has not stopped to this day, that is, the improvement of the cattle. When they started preparing, with their tested milk, some found that their production was not as good as others and they all tried to improve their herds in relation to productivity capacity. That started 63 years ago and the improvement is continuing in the production of dairy cattle. This was brought about by the opening of the cheese factory. I remember that many farmers got completely out of debt as a result of this. They had sufficient when the cheque came along in the fall to meet payments of rent and so on. They were able to sell cheese as low as seven cents, where 13 cents and 14 cents was usual in those days.

Senator TAYLOR (*Westmorland*): There are quotations in the brief, on page 5 and so on. From where do they come?

Mr. LANCTÔT: All the quotations are from the encyclical *Mater et Magistra*, as is explained on page 3 of the brief. They are taken from the edition of the America press.

Senator CAMERON: I think we will have to give the Pope very good marks on that.

Senator SMITH (*Queens-Shelburne*): Could the witness give briefly some information on the Chaîne Coopérative du Saguenay which was set up 15 years ago and had last year a yield in value exceeding \$8 million. Apart from that test of volume, what other test of the success of the co-operative way of life can you give me?

Mr. LANCTÔT: They have covered quite a variety of farm products. They set out to be a meat packing plant but they became a general farm food processing plant, marketing cheese and poultry products. They delved into blueberries—more or less successfully, I think.

Senator SMITH (*Queens-Shelburne*): I was thinking more about the success of the enterprise as a technique for getting the most money for the production of meat in the area. What has been the success of it as a meat

packing plant? I might add that I am from Nova Scotia and we have had a co-operative abattoir there for some years. It has had some difficulty and the reason is not quite clear. I would like to know what the success has been from a meat packing point of view in the case of the co-operative you mention.

Mr. LANCTÔT: As I have indicated, the group had a great deal of difficulty and opposition to overcome in developing their program as they had envisaged it. They have overcome, I think successfully, the technical difficulties, and they have succeeded, I think, in getting a good share of the market in Lake St. John which they had set out to obtain. They have been using the edible by-products of the meat packing industry, which are very important as you know, and they have had success in marketing these in the lumber camps, and so on. They have succeeded in selling to the larger timber operators in Lake St. John. Just how far they have succeeded in using the non-edible by-products I am not in a position to say at the moment. I think they sell their skins, but whether it is a very profitable business I am not in a position to say at the moment, or to say how efficient that has been.

Senator SMITH (*Queens-Shelburne*): I think my real question was whether or not the individual farmers among those 400 farmers who originally got together and organized have directly benefitted from co-operatively processing the meat that comes from their farms?

Mr. LANCTÔT: I would say they have all directly benefitted, but to what extent I am not conversant enough with the details of their operation to say. I have a distinct feeling when I meet some of their representatives and talk this over with them, as I do now and then talk with the 1,800 shareholders, a good proportion of whom mortgaged their farms in order to set this plant up, that they are not sorry they did now that the period of organization and the headaches is over with. However, they did go through a very difficult period—very difficult. When did your plant in Nova Scotia begin, by the way, sir?

Senator SMITH (*Queens-Shelburne*): Not much over a year ago.

Senator VAILLANCOURT: They will have many problems and troubles over the next five years. In this case the farmers took their problems in their own hands and said to themselves: "We are able to do something". At the beginning the big organizations—I do not mention names—the packers' organizations and so on, tried to kill this organization, but the farmers took the responsibility in their own hands. They found that during five years they lost money, but now they supply much of the cattle and the poultry for the plant from their own farms, and it is a tremendous organization. In the north of the province of Quebec, in Chibougamau and Schefferville, and such places, there is a very good market, and they have the market there. They are in very good shape.

The CHAIRMAN: Honourable senators, I express our thanks to Mr. Lanctôt for his very fine brief and the answers he gave to the questions that have been asked.

Senator TAYLOR (*Westmorland*): I move a vote of thanks to Mr. Lanctôt.

Senator VAILLANCOURT: And may I say, Mr. Lanctôt, that I am proud of you.

Mr. LANCTÔT: Thank you.

—The committee adjourned.

APPENDIX "B"

Preliminary report

DIOCESE OF RIMOUSKI

- (1) Demographic Study
- (2) Economic Study

This study was prepared by the Research Division of la Société canadienne d'établissement rural, in cooperation with l'Union Catholique des Cultivateurs and le Syndicat d'aménagement régional de Rimouski.

March 1962

DEMOGRAPHIC STUDY

(A) *Distribution and evolution of the population*

The diocese of Rimouski—which was erected in 1867—is one of the largest in the province of Quebec. It includes within its limits all of the counties of Matane, Matapedia, Rimouski and Témiscouata. Furthermore, it overflows slightly into the county of Bonaventure to the East, and into most of the county of Rivière-du-Loup, to the West.

The total area of the Rimouski diocese is approximately 7,700 square miles. In order to facilitate the compilation of the data, we will consider the counties of Matane, Matapedia, Rimouski, Témiscouata and Rivière-du-Loup as forming the diocese of Rimouski. However, in interpreting those data, it must be remembered that the western part of Rivière-du-Loup, (including the town bearing that name) is annexed to the diocese of Sainte-Anne-de-la-Pocatière and that on the other hand, six parishes in the western sector of the county of Bonaventure also belong to the diocese of Rimouski.

In this study, the diocese—or the district—of Rimouski will therefore comprise the five counties of Matane, Matapedia, Rimouski, Témiscouata and Rivière-du-Loup. The total area of this district is 7345 square miles. According to the 1956 census, it had a total population of 200,761 persons. Such a vast area (more than half that of Belgium) was inhabited, according to the first results of the 1961 census, by only 205,000 persons during that year, which means an average of 28 persons per square mile. Rimouski is one of the most sparsely populated dioceses of the province. The district of Rimouski is a rural Region. The proportion of land considered as "arable" varies however with each county.

*Proportion of arable lands in the counties
of the Rimouski district*

Matane	24%
Matapedia	33%
Rimouski	31%
Témiscouata	40%
Rivière-du-Loup	72%
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Diocese	35%

The counties of Matane and Rimouski have a proportion of arable lands less than the proportion of their population.

Average number of acres of arable land per farmer in the counties of the district of Rimouski in 1956

Matapedia	10.1 acres
Temiscouata	10.1
Riviere-du-Loup	8.4
Matane	7.1
Rimouski	6.7

The following table enables us to follow the evolution of the population during the last 30 years.

Evolution of the population in the district of Rimouski

1931	128,717
1941	157,312
1951	182,952
1956	200,761
1961	205,000

Therefore, from 1931 to 1960, the effectives increased by 59%. During the same period, the province of Quebec almost doubled its population with a gain of 82%.

The increase in the population was not at all on an equal basis, in time as well as in space. Thus it was in the last decade that the evolution was the slowest. In the following table we can compare the degree of evolution of the region with that of Quebec as a whole.

Comparative evolution of the population

	Rimouski District	Province of Quebec
1931—1941	22%	16%
1941—1951	17%	22%
1951—1961	12%	29%

Besides being subjected to variations in time, the evolution of the population also varies in space. One of the best ways to find out quickly the evolution of the population since 1931 is to follow the progression of the index of the population. In the following table, we consider the 1931 population as our basis of comparison. The index for 1931 is 100.

Comparative evolution of the index of population in the counties of the Rimouski district since 1931

Matane	100	125	148	171	172
Matapedia	100	120	137	145	142
Rimouski	100	133	160	185	193
Temiscouata	100	137	166	170	171
Riviere-du-Loup	100	104	112	119	120
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REGION	100	122	142	156	159
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PROVINCE	100	116	141	161	182

(B) *Structures of the population*

The population of the district of Rimouski is a young population, one of the youngest of the province.

Structure according to the age of the population

	District of Rimouski	Province of Quebec
Young	53%	43%
Adult	40%	49%
Old	7%	8%

Proportionately, Rimouski has 23% more young persons than the whole of Quebec. On the other hand, the adult population of the province is 18% higher. Four of those five counties have more than 50% of their population under the age of 20. This excessively high ratio within the regional economy is due to a high birth rate on the one hand, and on the other to a lesser emigration of the adult population. Such a high proportion of young people in a population is not altogether advantageous. Indeed, the imbalance of the age structure of the population usually causes some perturbations in the economic sector, particularly in the field of investments and responsibilities. With so many young people (53%) and so few adults (40%), the district looks like one of "breeders".

However, the situation is more serious at the level of the parishes. In a sampling of 10 parishes, 4 have more than 60% of young people (Esprit-Saint, St-Jean-de-la-Lande, Biencourt, St-Léandre). Esprit-Saint, a parish in the county of Rimouski, has an adult population of only 33.4% of the total.

In a district where the labour market is rather limited, such a large proportion of young people presents serious problems. In the diocese generally, the population is fairly well distributed between men and women, with a proportion of 104 men against 100 women.

Number of males in the district in 1956

Matane	108
Matapédia	108
Témiscouata	105
Rimouski	102
Rivière-du-Loup	98

The agricultural population of the district is clearly inferior, with a proportion of 111 men against 100 women. The towns, with a male rate of 96%, attract a high proportion of the rural female element.

In some parishes, the situation is quite critical: 123 at St-Léandre, and 115 at Saint-Émile. At St-Léandre, the male ratio between the ages of 20 and 29 is 174 against 100. The Rimouski district is the country of large families. Thus 8.7% of the large families in Québec (families of eight or more) are located in the Rimouski district, which however comprises only 4.3% of the total population of the province. And after all, the large families ensure that perpetuation of generations. On the whole, 23% of the families in the district are families with eight persons or more—that is, one family out of four.

(C) *Internal factors*

In order to obtain such large families, the birth rate must be high. As a matter of fact, the birth rate in the district, from 1956 to 1960, was 31.8 per 1,000, or a proportion of 31.8 births for 1,000 inhabitants. During the same

period, the average of the birth rate for the whole of Quebec was 26.7 per 1,000. Therefore, during that period, the Rimouski district had a superiority of 19% over the province.

From 1946 until 1960, the birth rate nevertheless decreased in the district.

Evolution of the birth rate in the Rimouski district

1946-1950	40.7
1951-1955	36.5
1956-1960	31.8

During those fifteen years, there was a decrease of 22%. It varied from one county to the other—20% in Rimouski to 30% in Témiscouata.

In the whole of the district, from 1950 to 1960, the population increased by 14% while the number of births decreased from 7141 to 5878—which is 18%. The birth rate in the district continuously decreased since 1952. It is in the county of Matapédia that the birth rate is still the highest: 34 per 1,000. A high birth rate and a low death rate account for a high natural increase in the population, somewhat over 25 per 1,000, which doubles the population every 28 years. We are far from reality, because the actual increase does not correspond to the natural increase.

At the rural parish level, the birth rate is still very high, even if it has decreased almost everywhere.

An equally high rate of infantile mortality corresponds to a high birth rate. Thus for the period 1956-1960, in the district, the rate of infantile mortality was 44 for 1,000, or in other words, a proportion of 44 deaths of infants under the age of one year against 1,000 living births. During the same period the rate for the province of Quebec was 30 per 1,000. Thus the rate of infantile mortality in Rimouski was 47% higher than that of the whole province. And we must add that Quebec has one of the highest rate of infantile mortality in Canada. However, the rate of infantile mortality has decreased to a considerable extent since the end of the war.

Evolution of the rate of infantile mortality

1946-1950	60.0 per 1,000
1951-1955	52.5 per 1,000
1956-1960	44.0 per 1,000

This rate of infantile mortality varies from one county to another, but even to a greater extent from one parish to another, as can be seen. In some parishes the situation is startling.

Counties

Parishes

Matane	45	St-Emile	59
Matapédia	57	Squatteck	54
Rimouski	40	St-Léandre	77
Témiscouata	44	Esprit-Saint	46
Rivière-du-Loup	40	St-Jean-de-la-Lande	85

(D) *Emigration*

According to a natural increase of 25 per 1,000 the population of the five counties of the diocese of Rimouski could double in 28 years. But we know that the rate of increase is slowing down. Today the Rimouski district is losing its men at an ever increasing rate. The temporary figures of the 1961 census point to a decrease in the population of several parishes or villages.

From 1945 to 1960, inclusive, 45,510 persons left the district; this represents a rate of emigration of 26%. In other words, during those 15 years there was an exodus of a contingent equal to 26% of the 1945 population.

In 1945 the district had a population of 167,500 inhabitants. If we take into consideration the surplus of births over deaths (102,629—19,619=83,010) and not a potential immigration, the normal population should have been reached of 250,510 inhabitants in 1961. But since the actual population was only 205,000, there was a minimum of 45,510 departures in 15 years, or an annual average of 3,034 departures. A proportion of *two* persons on *eleven* (1./5.5) left the district. During those 15 years the departures are as follows:

12,978	in	Matapédia
9,340	in	Témiscouata
9,174	in	Rivière-du-loup
7,364	in	Rimouski
6,654	in	Matane
<hr/>		
45,510	in the district	

The emigration rate varies from 15% in the county of Rimouski to 41% in Matapédia. On the other hand, it can be said that one person out of four in Matapédia left the district, one out of four in Témiscouata, one out of five in Rivière-du-Loup, one out of six in Matane and one out of ten in Rimouski.

The exodus is high at the county level, but it is higher at the level of the parishes. During that same fifteen year period, there was a departure of one person out of three at Saint-Emile and at Biencourt, one out of four at Squatteck and Saint-Luc, one out of five at Saint-Ulric, at Saint-Louis and Saint-Jean-de-la-Lande, one out of six at Saint-Narcisse, Saint-Mathieu and Saint-Alexis, one out of seven at Sainte-Blandine and one out of ten at Saint-Léandre.

In slightly less than fifteen years, the three parishes of Squatteck, Biencourt and Saint-Emile allowed approximately 2,000 persons to leave. Presently, there are in this district approximately 15,000 young men from 15 to 19 years of age. How many will still remain in five or ten years? What measures will be taken to retain them? What training will those leaving receive?

The population of the district—or the diocese—of Rimouski shows an astonishing demographic vitality, even if the population is increasing rather slowly. The birth rate also reveals a real decrease of fecundity (still high) and infantile mortality still remains at a high level.

But the real problem which faces this population is exodus. This exodus deprives the district of a part of its best and most dynamic elements: 45,000 departures in 15 years. This is a very dark balance sheet. Because it does not have a well established and well balanced economy, this district is losing its men: 18 persons out of 100 have left it during 15 years. Deaths are less detrimental than emigration. There is an average of 19 births per day in the district, but also 4 deaths and 8 departures

ECONOMIC SITUATION

The farmers of the diocese of Rimouski are in debt. They were already in debt in 1950, but they are even so more in 1960.

The sampling we have used in this short study covered 308 farmers in some sixty parishes in this diocese.

159 of those 308 farmers were already in debt in 1950, 127 were not in debt, and 22 gave no reply. Therefore, 51.6% of the farmers were in debt 10 years ago. The average amount of the debt was then \$2,626.

Ten years later, in 1960, the situation was quite different: 257 farmers out of 308 were in debt—in other words, a proportion of 83.4%. The average amount of this debt had risen to \$3,620.

Indebtedness

Farmers in debt	Average debt
1950.....51.6%	\$2,626.00
1960.....83.4%	\$3,620.00

During but a decade, the proportion of farmers in debt has increased by 61% and the average amount of the debt has increased by 38%.

In 1950, 41 farmers out of 100 had no debts. In 1960, this proportion was reduced to 17.

The farmers ran into debt in order to improve their farms. Thus 153 of the 159 farmers who had ran into debt in 1960 stated that they had improved their farm in some way or other. The average improvement was \$5,039. Therefore, the indebtedness represents approximately half (52%) of the average amount of the improvements. The average amount of the improvements made by those who are not in debt is \$3,822.

192 of the 308 farmers surveyer, that is 62.3%, own a wood lot. Among those 192 who own a wood lot, 139, or 72.5%, which means a proportion of 3 owners out of 4, do excessive cuttings. Among those who are in debt, the excessive wood cutting reaches a proportion of 76%.

According to our survey, the average income of the farmers in the diocese of Rimouski would be approximately \$3,032 per farm. The average income of those who are in debt would be \$2,966 against \$3,454 for those who have no debts. Consequently, the average income of the latter is 16% higher than that of the former.

Among the 308 farmers covered by our survey, 226, that is a proportion of 73.5%, stated that they can not maintain their families solely with the income deriving from their farms. Therefore, only 26.5% of the farmers we have surveyed admit that their farm can maintain their families. It is evidently those who are in debt who must, in the greater proportion, seek part of their income outside their farms. This represents a proportion of 77.6%. The average amount of this income thus proceeding from a secondary occupation is \$1,114.

A few additional remarks. Those who claim that they obtain sufficient income from their farms for their family have a larger acreage under cultivation. The average of this acreage is 126 arpents, while it is only 85 arpents with the other farmers. The area of the wood lot is approximately the same in both cases, although the well-off farmers have a slight advantage. Here is another result of a different economic situation: a difference in the use of fertilisers—the well-off farmers use an average of 5 tons, against 3 tons by the others.

A sampling of 308 farmers in most of the parishes of the diocese revealed that 73.5% of the farmers do not obtain from their land a sufficient income to care for their needs.

A more accurate survey with all the farmers of ten parishes in the district shows that this proportion reaches a minimum of 83%.

Proportion of farmers who can not meet the needs of their family solely through the income of their farms

Parishes	%
St-Luc	82%
St-Narcisse	84%
St-Jean-de-la-Lande	98%
St-Esprit	100%
St-Jean-de-Cherbourg	94%

Parishes	%
St-Ulric	63%
St-Louis-du-Ha! Ha!	86%
St-Léandre	83%
Squatteck	69%
St-Simon	48%

On the whole, 635 agricultural families out of 762 need additional income. And the financial situation is the most acute among the largest families: 7.3 against 6.5.

In fact, the amounts which are borrowed (a sampling of 409 cases) represent an average of 70% of the total income of each farmer, or approximately \$1,220. Therefore, the total average income would be approximately \$1,745 in the case of those families drawing insufficient income, and this does not correspond to the survey among 308 families. The difference may be due to a systematic error (an error in selection) which could have occurred in the survey.

There is an enormous difference between the farms which produce a sufficient income to provide for the needs of the farmer's family and those which can not. The position of the former is more advantageous in almost every field.

Thus the farms of the first category (with sufficient income) are larger and represent a greater monetary value, have greater wood lots, better machinery, use a greater quantity of fertilisers, have a better production, larger grazing grounds and better herds.

It will also be noticed with astonishment that 58% of the farmers of the first category are members of the U.C.C., while the corresponding proportion for the second category is only 35%. Also, 55% of the farmers in the first group have life insurance, against only 41% for the second group.

The economic situation of some parishes is catastrophic. Thus, at Esprit Saint and Saint Jean de Cherbourg, 5% of the farmers own a tractor, while at Saint Ulric, for example, this proportion is 80%.

In these two parishes of Esprit Saint and Saint Jean de Cherbourg, 109 farmers (out of 238) derive at least 90% of their income outside their farm. And the largest families are located in those two parishes.

One must be very careful in interpreting the statistics and not grant figures more important than that which they are entitled to. However, we cannot ignore the information which has been supplied to us by this economic enquiry. The difference in the economic situation and behaviour is too clearly cut between the two groups so as to prevent us from discovering certain causes of success or failure.

Recent researches made in France have proved that "when the area of cultivation increases, the number of workers, the capital invested, the cost, the gross total product and the income derived from breeding decreases per hectare. The economic output and the rate of profits increase (up to a certain limit) together with the productivity, the income and the standard of living of the worker."

It seems that this statement explains the situation which exists in many parishes, as we have seen the largest farms of those which provide a better living for the farmers.

However, the acreage of a farm is not the only factor and which can render it profitable. One must take into account an adequate system of mechanization, a rational use of fertilizer a well-kept livestock, cultivation

methods up-to-date and which are adapted to the nature of the soil. To all these essential factors, one could insist upon the necessity or at least the usefulness of owning a wood lot.

Due to the nature of the soil, the local topography and a short period of vegetation, the best element of success can probably be assured by a fairly large acreage. A large farm calls for extensive cultivation, and due to the lack of markets in the district, this is probably the best method of farming.

In the light of this survey (in 10 parishes) it seems that the "land" can not support more than 525 families of farmers (out of 635). In the present economic conditions, such a reduction in the number of farmers would undoubtedly be the best way to increase the income of the others by regrouping and redeveloping the arable lands. And in order to determine the hundred farmers who should leave the land, strictly economic or material factors and particularly human factors should be taken into consideration.

On the other hand, it would not be sufficient to eliminate 110 farmers in order to favour 525 others. This would only mean displacing the problem. It would be necessary to take good care of those farmers and their families, either by helping them to resettle in a new agricultural district, or by directing them in an intelligent and careful way toward a different environment than that of their origin.

If it were properly done, such a displacement in the population could be beneficial to those leaving as well as to those remaining. But it should be applied only after all the other means capable of improving the conditions of the farmers have been exhausted. Those means include particularly improving the output, raising the level of school education and creating new markets, all within a program rearranging the agricultural resources.

SCALE OF APPRECIATION

- 1—ORIGIN OF THE FAMILY 5
 - Ancestral and rural vocation
 - Country of origin of ancestors. Year of arrival in this country.
 - Occupation of ancestors in their country of origin and at the time of their coming to Canada. Mode of acquisition of the present property: personal acquisition or acquisition through ancestral legacy. In such a case, the number of generations who have occupied the property.

- 2—FAMILY EDUCATION OBTAINED 10
 - Environment distinguished by:
 - (a) Human and christian education.
 - (b) Family spirit. Mutual assistance and sense of responsibilities.
 - (c) Appreciation of agriculture and rural life.

- 3—ADDITIONAL EDUCATION 15
 - Parents remarkable for:
 - (a) Professional agricultural training of the *father*: Levels of agricultural knowledge acquired by the parents, from institutions and agricultural schools. Cultural level.
 - (b) Preparation of the *mother* to her role on the land. Education acquired by the parents, from institutions and pre-agricultural schools. Cultural level.

4—ECONOMIC PROGRESS	25
Investments as a "prudent administrator":	
(a) Location of the property. Economic environment. Area. Real estate improvements. Basic agricultural output (volume). Secondary output (volume). Condition of the fields, livestock, residence, buildings and woodlot. Commodities and embellishments. Financial status. Farm accountancy and family budget. Administrative ability.	
(b) Participation of the members of the family to the undertakings.	
Success obtained at agricultural fairs and farm competitions.	
5—INFLUENCE OF THE FAMILY	45
Concept of life, family spirit, social and economic influences as illustrated by facts:	
(A) Influence of the father and the mother	(20)
(a) Through the example of work, good conduct and good understanding.	
(b) Through the children, according to the education they have received and their part in the common aim.	
(c) Through participation to community life: agricultural organisms (unions, co-operatives, specialized societies, female associations); civic organisms (municipalities, school boards); recreation organisms.	
(d) Through the safeguard of spiritual values: religious traditions (family prayers, grace, Angelus, New Year's blessing, respect of the Holy Day...); family traditions (meals and evening gatherings...); national traditions (faithfulness to our tongue, our folklore, our institutions...).	
(e) Through a proper upkeep at the residence and its approaches. Through the knowledge and practice of household duties.	
(f) Through continuously voicing the qualities of rural life in the midst of the family and outside.	
(B) Influence exerted by the sons	(10)
(a) Diplomas received and level of education.	
(b) Trade.	
(c) Social action: participation to professional, civic and religious works.	
(C) Influence exerted by the girls	(10)
(a) Diplomas received and level of education.	
(b) Trade.	
(c) Social action: participation to professional, civic and religious works.	
(D) Influence exerted by the family	(5)
Esprit de corps:	
(a) Demonstration of a social, civic and religious spirit.	
(b) Influence exerted by the family upon other families and the community.	
TOTAL	100

THE FRIGORIFIC CHAIN

its purpose—its bases—
its organization—its results

PURPOSE

The purpose of the frigorific chain is as follows:

1. Improve the health through a more complete and better balanced nourishment during every season of the year; it attains its purpose through the preservation of meat to be consumed during the summer months, and that of fruits, and vegetables to be consumed during winter months.
2. Ensure a regular marketing of farm products which must be preserved and warehoused through an appropriate use of industrial freezing methods; this may preserve some 70% of foodstuffs which, on the average, every person consumes 1800 pounds per year.
3. Integrate the various phases of the marketing of agricultural products and ensure closer relations between consumers and producers in order that the latter receive an ever-increasing proportion of the dollar value which the former perceive.
4. Promote the diversification and intensification of cultivation according to the nature of the land, with due consideration to regional conditions of production and consumption.

BASES

The frigorific chain rests on a few bases:

A—Scientific:

1. Cold is superior to heat as a conservation agent; it merely paralyses life in the cell, while heat tends to destroy noxious microbes in order to stop their destructive effect and thus decreases the nutritive value of food.
2. Slow freezing deteriorates food, because the formation of icicles within the cells or the inter-cellular spaces eventually pierces the cell-walls and thus causes the leaking of nutritive elements when the food is thawed out.
3. The seasing (ultra-rapid freezing) immediately sets the constituent elements of the cell, prevents the formation of icicles and preserves the cell-walls so as to retain in the food all its freshness, its flavour and its natural colour.

B—Technical:

1. Temperatures must be greatly lowered: from 20° to 30° below zero (Fahrenheit) for seasing, 0° Fahrenheit for warehousing approximately one third of the total of the food which the family will consume.
2. Humidity must be controlled all the more carefully because a lower degree of cold and a faster lowering of the temperature are required in order to prevent the dessication of food thus treated and stored.
3. Temperature and humidity must be maintained in a perfect balance; this involves using ultra-modern techniques in the application of cold, the choice of proper equipment and a rigorous control of the technical operations.

C—Economical:

1. The organisation of markets according to a logical order: the output of the farm must first of all satisfy the needs of the table and the stable; the surplus of this production will be marketed in the parish, then in the district

or group of parishes, in the region, and finally in the province, the whole of the country and on international markets.

2. Cooperative action is better suited to the combined needs of production and consumption in various fields such as food; it enables families in small parishes to set up economic services which otherwise would be possible only in large parishes and urban centres.

3. The joint participation of producers and consumers to the same food services under the formula of the frigorific chain eliminates useless intermediaries and affords every one the occasion of saving while obtaining staples of a superior quality.

4. The rational use of a similar frigorific equipment capable of satisfying the needs of the consumers as well as those of the producers spreads on a wider and more diversified basis of service the cost of such equipment, together with the necessary capitalization to acquire it and produce its full yield.

ORGANIZATION

Frigorific chains would have a double character: (a) the production chain and (b) the consumption chain.

Those two chains would be linked so as to better attain the objectives; they would afford the use of all the by-products, whether they are edible or not.

The industrial cold renders important services in the rational use of meats, fruits and vegetables, dairy and poultry products, pastry and many other products. The meat service alone justifies its organisation and ensures the success of its operations; the other services join in with a relatively small investment.

A—The production chain

1. *The frigorific centre with a slaughtering service:* it requires a determined volume of operations which is impossible to attain on the farm or in the parish. A daily slaughtering of 100 hogs, 40 calves and sheep and 20 cattle is sufficient to ensure the success of the undertaking.

This first chain would therefore be organized in a center which would serve several parishes; it should provide for the use of all by-products.

2. The locker plant would be organised so as to process all edible products which the producer must sell to the consumers in the parishes which are part of the chain.

3. The locker room organised in the parishes served by the chain.

Therefore, the lockers are available to each of the families who, through the frigorific chain, can produce in order to satisfy their food needs. On the average, a locker of 6 cubic feet can contain approximately 200 pounds of food; it is rented for approximately \$15 a year.

Without the frigorific chain, a locker plant must serve at least 300 families in order to be profitable. With the locker rooms required in the chain, the locker plant can process an adequate volume of meat and other products and thus serve, with a locker room, even the smallest parish.

B—The consumption chain

In a neighbouring urban centre or in the midst of a district of production, and also in large centres such as Montreal, locker plants can be organised with subsidiaries or distribution locker rooms for the processing of meat and other food produced in the district or elsewhere. Thus organised, the consumption chain offers an assured and direct outlet for the marketing of farm products to the advantage of both the consumer and the producer.

C—In both chains

The links would be organised as follows:

1. The *frigorific centre* equipped to offer complete facilities for the slaughtering of cattle and the processing of cattle products into edible and non-edible products, as the case may be; also equipped to treat, store and market fruits and vegetables and any other product which can be seased by this cold method.

2. The *locker plant* equipped to treat, store and market for consumption all perishable food which can be preserved through freezing.

3. The *locker room* equipped to preserve in lockers any kind of food and to treat and preserve fruits and vegetables for the use of the family.

4. The *household pantry* so devised as to preserve in two different temperatures the food which could be needed by the family during a period of one week or ten days.

If the needs be, it would be practical to reverse that order so as to satisfy the particular needs of certain parishes.

COST

It is difficult to estimate the amount required to organise each link in the frigorific chain, because the nature and the volume of the services to be rendered must be taken into consideration. However, in general, the amount of capital shares to be subscribed by each family to organise an ordinary frigorific chain can be estimated as follows:

1. The *frigorific centre* (only with slaughtering and processing services of meat): \$100 per family of producers and consumers.

2. The *locker plant* (with processing and storing services in the lockers or in bulk of meat, fruits and vegetables): \$100 per family of producers and consumers.

3. The *locker room* (with storing services in the lockers and the processing of fruits and vegetables): \$50 per family of producers and consumers.

AMOUNT SAVED

The exact amount which would thus be saved depends on the volume of the production and consumption of each family; transportation costs and the eating habits of the family must also be taken into consideration.

A—In the production chain

1. The *farmer, as a producer*, would pay the transportation costs of his cattle to the abattoir, but he would thus recover:

- a) the cost and loss of slaughtering on the farm for domestic consumption;
- b) the value of the by-products of cattle sold;
- c) the benefits accruing from the sale of products classified as superior quality.

The lowest savings thus effected would amount to \$5.00 per head of cattle and \$1.00 per head of calf, lamb or hog.

2. The *farmer, as a consumer*, would meet all his consumption needs through a parochial locker plant which would represent a considerable saving of time, efforts and money, and he would also have the privilege of using at will his own meat, fruits and vegetables.

B—In the consumption chain

A family of consumers comprising an average of five persons who would not own a vegetable garden, would save at least \$100 a year, and it could obtain food of a superior quality and better nutritional value.

CONCLUSIONS

The frigorific chain could render immense services for the following reasons:

1. It fulfils a prime and vital need of the family; it supplies a healthy, well-balanced and constant supply of food.
 2. It affords substantial savings to the families of producers and consumers who, during a period of a few years, could recover the amount of the share capital they would have invested in the undertaking.
 3. It frees the producer from any outside subservience as regards the marketing of a large volume of his production of foodstuffs.
 4. It establishes closer contacts between producers and consumers in eliminating useless intermediaries and thus contributing to reducing price spreads.
 5. It facilitates a more intensive and more diversified production according to the nature of the land and the climatic conditions of each district; it also encourages rural development, including the organisation of small industries with a view to utilising all agricultural products and processing all by-products.
- May 1947.

STE-CLOTHILDE

PURPOSES

In 1953, the S C E R undertook to create new possibilities of developing market-gardening in the south-west district of Quebec, in the heart of the black soil region which exists therein and which comprises approximately 50,000 acres. Since many years this organic soil is reputed for its fertility and suitability for market-gardening, but to a large extent it still remains uncultivated.

For this purpose, the S C E R acquired 1680 arpents of black soil, undrained and uncleared, in range 1 of the parish of Ste-Clothilde de Châteauguay, with a view to preparing establishments for 75 market-gardening families, on lots covering from 20 to 25 arpents each, which is quite sufficient to ensure a good living to a family.

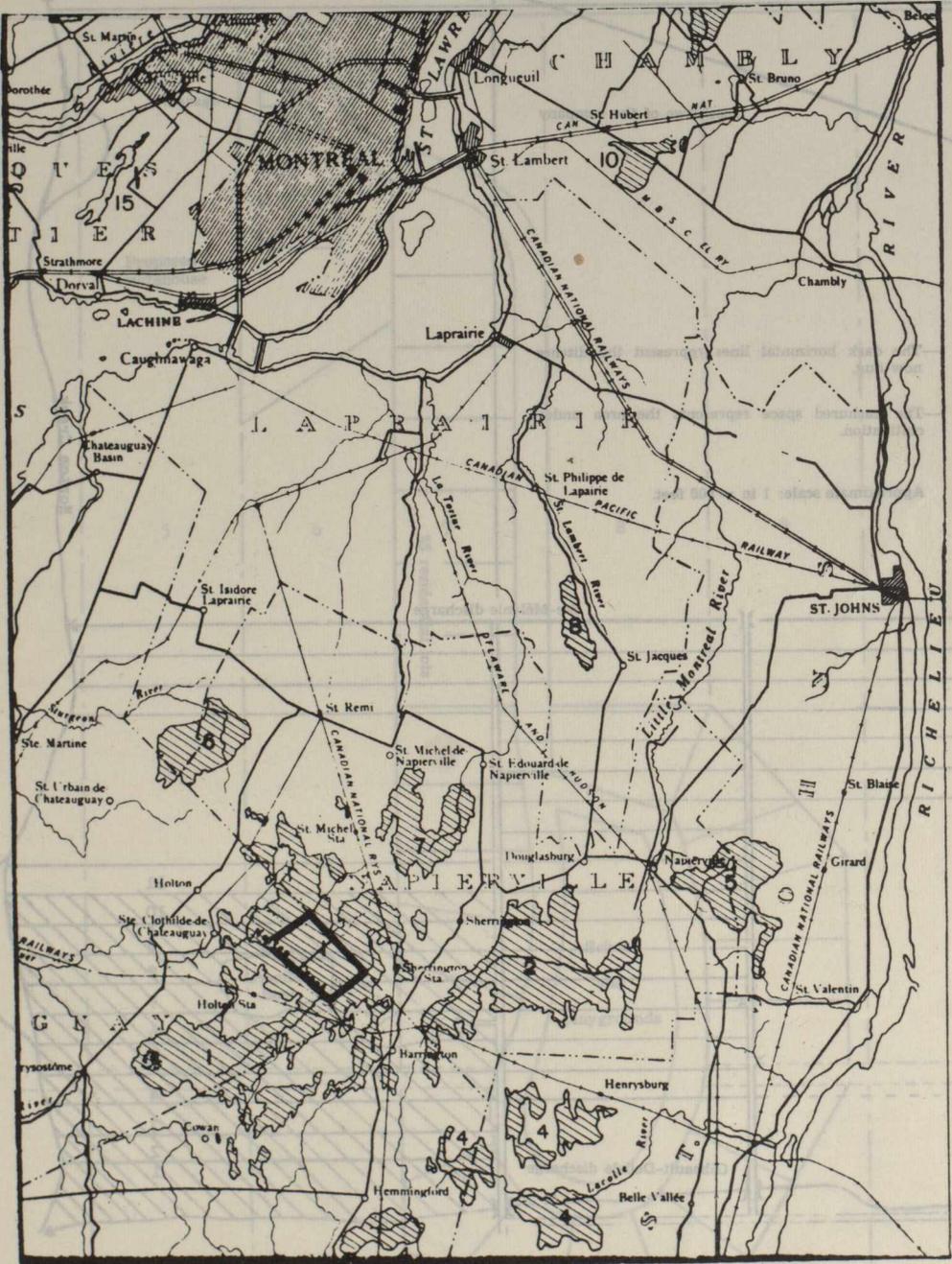
As to the marketing of the large production of vegetables grown on this land, uncultivated so far, there are many outlets on the consumers market in Montreal which is always expanding, as the vegetable farms located in the immediate neighbourhood of the metropolis are gradually transformed into residential districts.

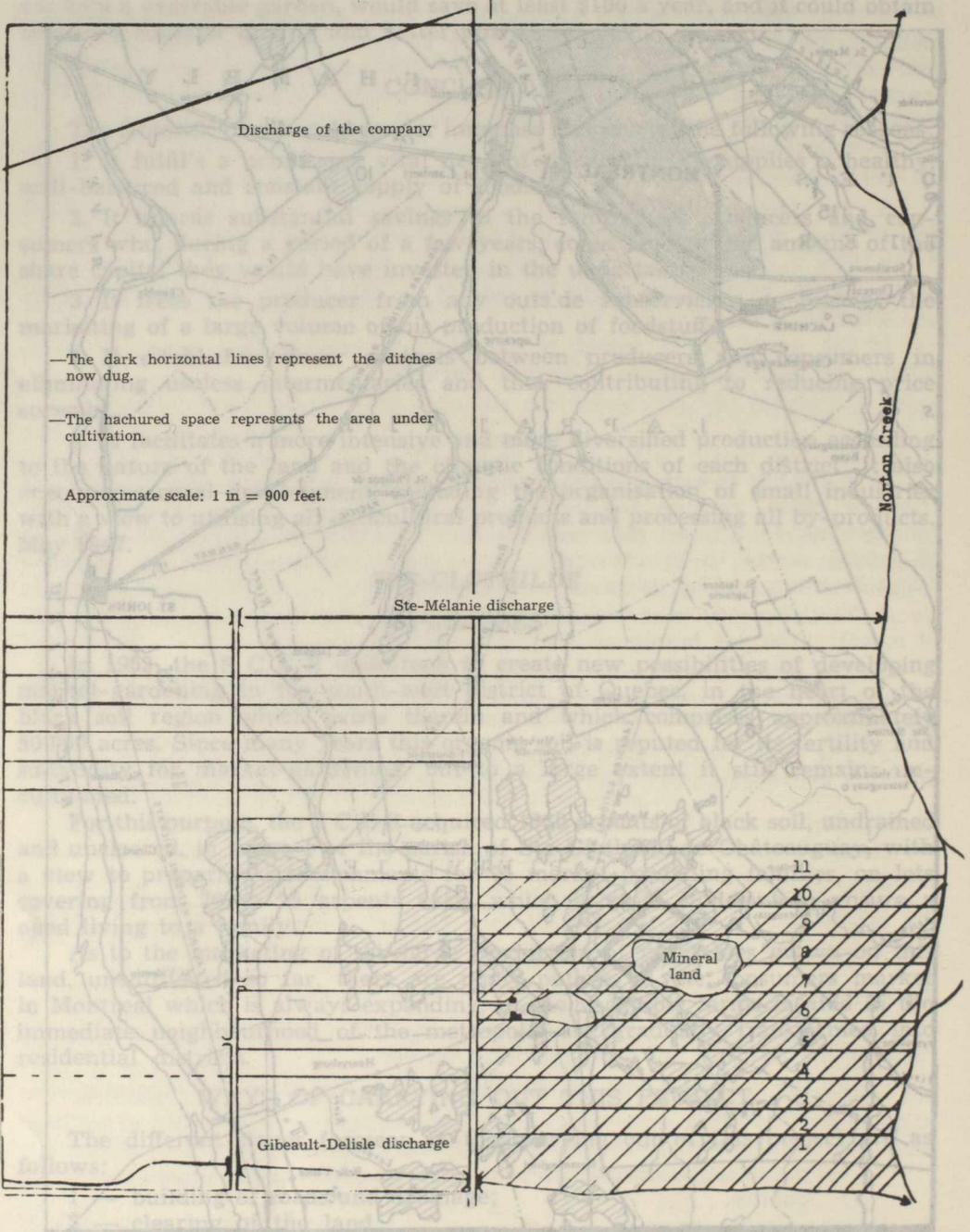
WAYS OF CARRYING OUT THIS PROJECT

The different stages foreseen in the carrying out of this project are as follows:

- 1 — building of roads and drainage;
- 2 — clearing of the land;
- 3 — conditioning and cultivation of the land in order to balance it and improve its output;
- 4 — establishment of experienced settlers according to a graduated and progressive method;
- 5 — creation of a centre for storing, classifying, processing and marketing vegetables in a more profitable way.

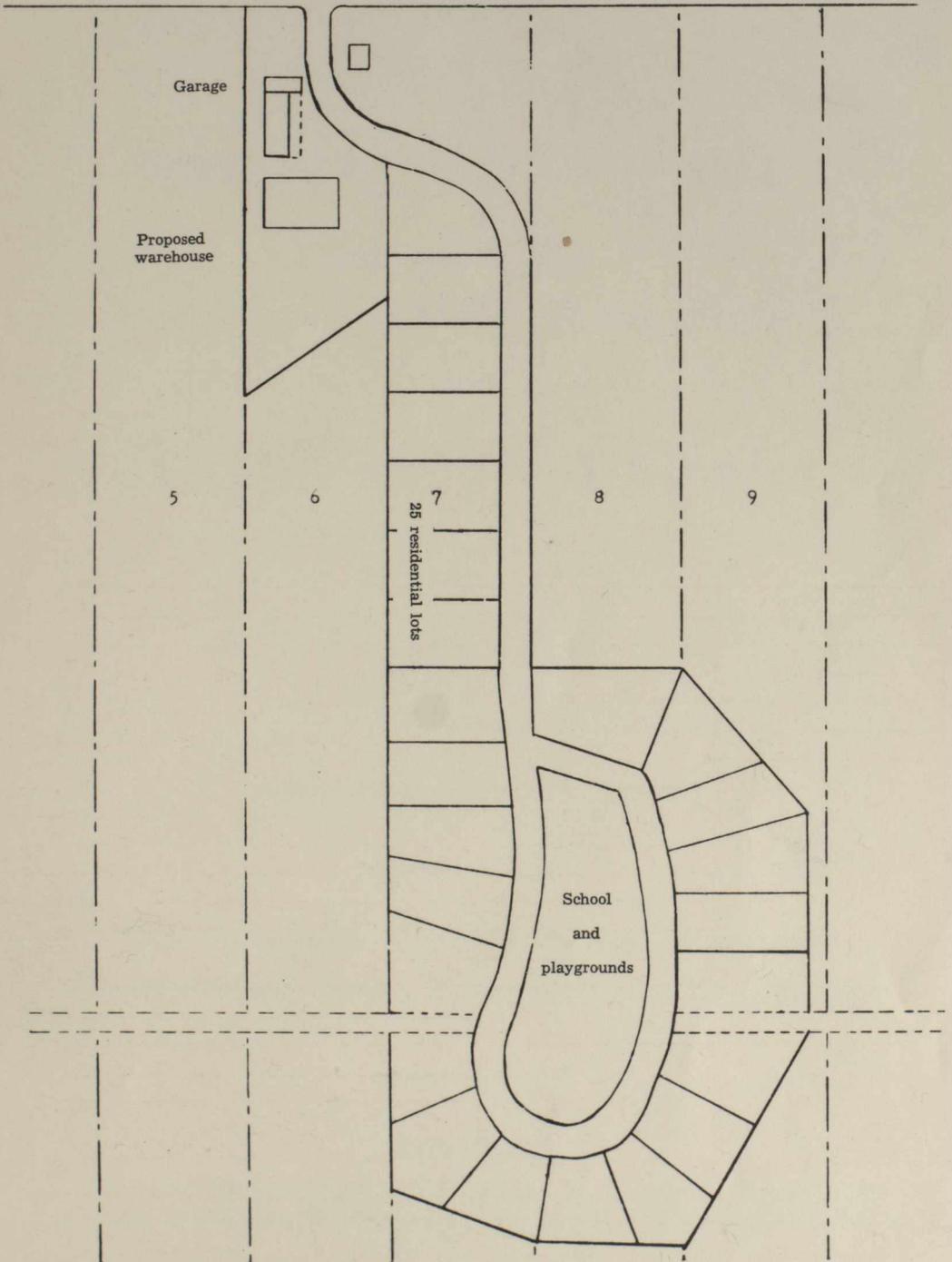
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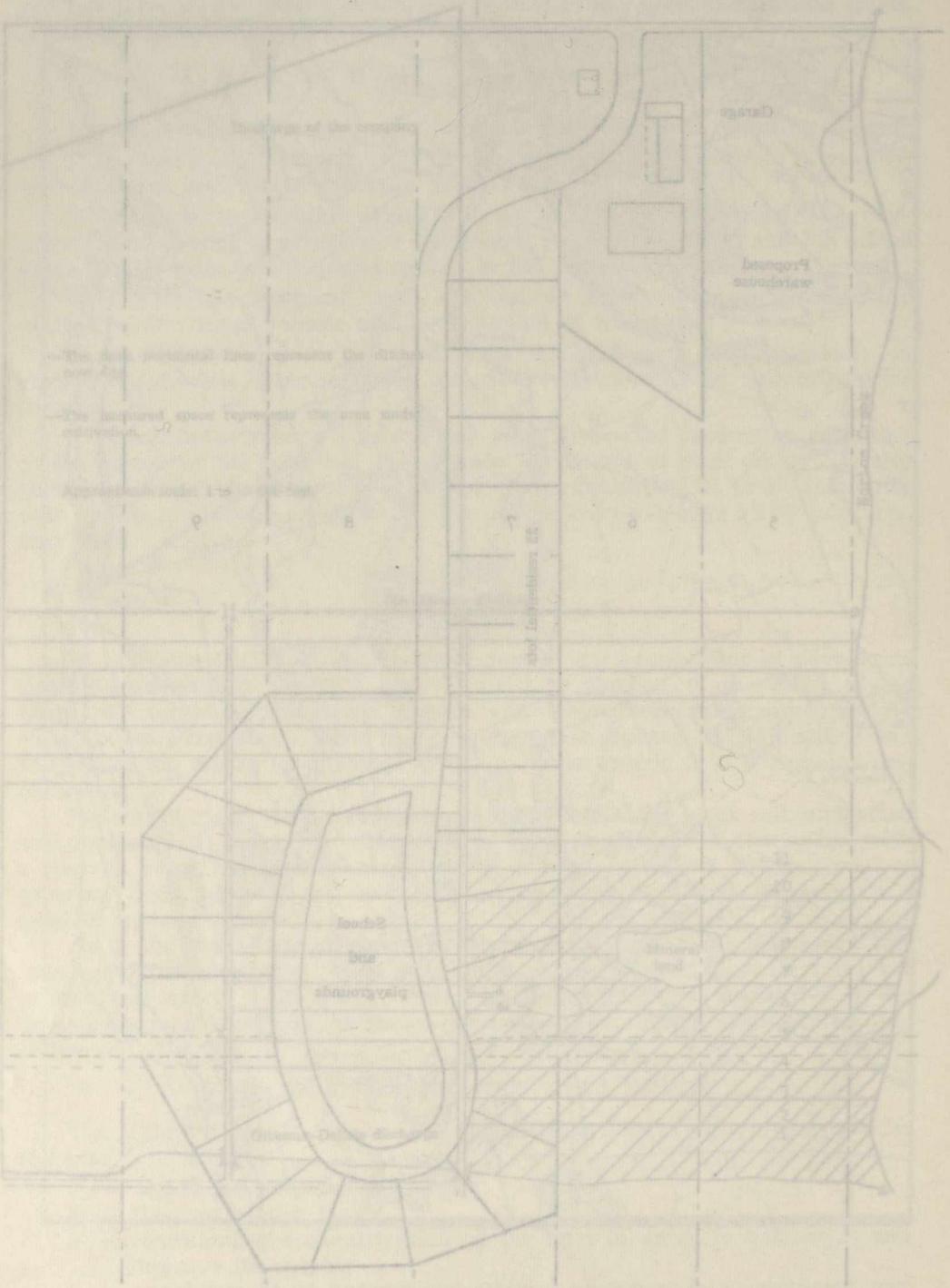




- 3 — conditioning and cultivation of the land in order to balance it and improve its output;
- 4 — establishment of experienced settlers according to a graduated and costed and progressive method;
- 5 — creation of a centre for storing, classifying, processing and marketing vegetables in a more profitable way.

LAND USE IN CANADA





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Fifth Session—Twenty-fourth Parliament
1962

THE SENATE OF CANADA

PROCEEDINGS OF

THE SPECIAL COMMITTEE OF THE SENATE

ON

LAND USE IN CANADA

No. 4

THURSDAY, APRIL 5, 1962

The Honourable Arthur M. Pearson, Chairman
The Honourable Cyrille Vaillancourt, Deputy Chairman

WITNESS:

Mr. Hartwell Daley, Director, Division of Research, Department of
Industry and Natural Resources, Charlottetown, Prince Edward Island.

—ROGER DUHAMEL, F.R.S.C.
QUEEN'S PRINTER AND CONTROLLER OF STATIONERY
OTTAWA, 1962



THE SENATE OF CANADA

SPECIAL COMMITTEE OF THE SENATE ON LAND USE IN CANADA

The Honourable Arthur M. Pearson, *Chairman*

The Honourable Senators

Basha	Leonard	Taylor (<i>Norfolk</i>)
Bois	MacDonald	Taylor (<i>Westmorland</i>)
Boucher	McDonald	Turgeon
Buchanan	McGrand	Vaillancourt
Cameron	Méthot	Veniot
Crerar	Molson	Wall
Emerson	Pearson	White—30.
Gladstone	Power	
Higgins	Smith (<i>Kamloops</i>)	
Hollett	Smith (<i>Queens-</i> <i>Shelburne</i>)	
Horner		
Inman	Stambaugh	

(Quorum 5)

The Honourable Arthur M. Pearson, Chairman
The Honourable Cyril Vaillancourt, Deputy Chairman

WITNESSES

QUEEN'S PRINTER AND CONTROLLER OF STATIONERY
OTTAWA, CANADA

ORDER OF REFERENCE

Extract from the Minutes of the Proceedings of the Senate.

WEDNESDAY, February 7, 1962.

"The Honourable Senator Aseltine, P.C., moved, seconded by the Honourable Senator Macdonald, P.C.:

That a Special Committee of the Senate be appointed to consider and report on land use in Canada and what should be done to ensure that our land resources are most effectively utilized for the benefit of the Canadian economy and the Canadian people and, in particular, to increase both agricultural production and the incomes of those engaged in it;

That the Committee be composed of the Honourable Senators Barbour, Basha, Bois, Boucher, Buchanan, Cameron, Crerar, Emerson, Gladstone, Higgins, Hollett, Horner, Inman, Leonard, MacDonald, McDonald, McGrand, Méthot, Molson, Pearson, Power, Smith (*Kamloops*), Smith (*Queens-Shelburne*), Stambaugh, Taylor (*Norkfolk*), Taylor (*Westmorland*), Turgeon, Vaillancourt, Veniot, Wall and White.

That the Committee have power to engage the services of such counsel and technical and clerical personnel as may be necessary for the purpose of the inquiry;

That the Committee have power to send for persons, papers and records, to sit during sittings and adjournments of the Senate, and to report from time to time;

That the evidence taken on the subject during the six preceding sessions be referred to the Committee.

After debate, and—

The question being put on the motion, it was—

Resolved in the affirmative."

J. F. MacNEILL,
Clerk of the Senate.

MINUTES OF PROCEEDINGS

THURSDAY, April 5, 1962.

Pursuant to adjournment and notice the Special Committee of the Senate on Land Use in Canada met this day at 10.30 a.m.

Present: The Honourable Senators: Pearson, *Chairman*; Vaillancourt, *Deputy Chairman*; Basha, Buchanan, Higgins, Horner, Inman, MacDonald, McGrand, Smith (*Kamloops*), Smith (*Queens-Shelburne*), Stambaugh, Taylor (*Norfolk*), Taylor (*Westmorland*) and Turgeon.

In attendance: Mr. Ralph A. Stutt, Special Consultant to the Committee and the Official Reporters of the Senate.

Mr. Hartwell Daley, Director, Division of Research, Department of Industry and Natural Resources, Prince Edward Island, presented a brief, was heard and questioned.

At 12 Noon the Committee adjourned to the call of the Chairman, tentatively set for Thursday, April 12, 1962.

Attest.

James D. MacDonald,
Clerk of the Committee.

THE SENATE
SPECIAL COMMITTEE ON LAND USE IN CANADA
EVIDENCE

OTTAWA, Thursday, April 5, 1962.

The Special Committee on Land Use in Canada met this day at 10.30 a.m. Senator ARTHUR M. PEARSON (*The Chairman*) in the Chair.

The CHAIRMAN: Honourable senators, we have a quorum. This morning we have Mr. Hartwell Daley, from Prince Edward Island, Director of Research. I would ask him to tell something of his background and qualifications before he commences to read his brief.

Mr. Hartwell Daley, Director, Division of Research, Department of Industry and Natural Resources, Prince Edward Island: Mr. Chairman and honourable senators, the brief which I propose to read explains pretty well something of my background. Basically, I am a newspaper man and this is a development program which is being carried out by my newspaper as a public service. It is presented to the Government in the form of a brief. It is accepted by the Government with the provision that I be released from some of my responsibilities in order to see the program under way.

Originally, I was engaged in radio news. I am Director of Research for the Department of Industry and Natural Resources, Charlottetown, originated by the *Journal-Pioneer*. I also say, with some reluctance, that I am political commentator on CFCY-TV in Charlottetown.

I had an opportunity yesterday afternoon to explore the progress which has been made thus far in organizing for the implementation of the Agricultural Rehabilitation and Development Act. If I had known, when I was writing this brief, what I know now, perhaps I would have written a brief with more strengthened points and with stronger recommendations.

I prefer to talk rather than to read and, instead of reading this brief, I should prefer a discussion, as I am used to public discussions. However, I am going to read this brief, though I do not read well and thought it may be like the sermon which was described as a very poor sermon because, first of all, it was read; secondly, it was not read well; and, thirdly, it was not worth reading in the first place. Therefore, I may interrupt the reading of the brief to mention some other points in the light of some additional information which I have gained. I also have asked your honourable chairman for liberty to add one or two comments at the end of the brief.

The CHAIRMAN: You are very welcome to do that.

Mr. DALEY: Economic development in all areas of North America is a relatively new venture. Overall efforts to apply development principles to rural areas is even newer. Early indications are, however, from what experience we have gathered and what we can learn, that the rural areas of North America have been ripe for such development for some time and that a whole new field of possibilities is opening before us.

The story that I have to tell is a relatively simple one. I am not going to be discussing details of rural development in any degree, but I am merely going to pass on the experience of a small province which is endeavouring to prepare

itself to accept and utilize the Agricultural Rehabilitation and Development Act as it becomes available. It is too early to make flat assertions; there is too much to be learned and too much to be done to make possible sweeping generalities and conclusions. Actually, there is little I can tell the Senate Land Use Committee, but I can commend you for having pioneered this field of rural development in Canada. There is evidence that the work and study that you have done has made you the best informed group in Canada in the field of rural development. There is evidence that there is much more that you can contribute to bringing the Agricultural Rehabilitation and Development Act into some form of practical application.

If I may digress into the history of our resources development program, it would be to point out that two years ago I was seeking a public service project for my newspaper, the *Journal-Pioneer*, of Summerside, Prince Edward Island. One day I found on the front page of the *New York Times* an account of the Rural Development Program as it was being carried out in Perry County, Indiana. In this article, names were mentioned: True D. Morse, the Under Secretary of Agriculture; L. E. Hoffman, Director of the Co-operative Extension Service at Purdue University; and Robert Cummings, a newspaper editor at Cannelton, Indiana. Because the program sounded like something that was particularly applicable to Prince Edward Island, I wrote to each of these individuals, and the response was immediate.

Your committee has explored the problems of the program and is aware of the manner in which it has operated. Copies of annual reports came from Purdue University. Mr. Morse informed me by letter I should get in touch with your committee and that I would find Canada ready to undertake such a development program. Letters went out to Dr. Booth, whom I am very happy to meet this morning here, and to other members of the Department of Agriculture and to the staff of the Senate Land Use Committee. It appeared obvious that Canada would follow at least the rural development phases of the American program. This led to the belief that we, on Prince Edward Island, should move swiftly with a view to being prepared to take advantage of this program when and if it should come into being.

Accordingly, in November 1960 I submitted to the executive council a formal brief outlining a rural and community development program for the province and calling for the establishment of pilot areas in which this program might be tested. On January 1, 1961 the program became effective and I was named Director of Research to carry out the program. Incidentally, the program was given the title of The Resources Development Program.

The reason we did this was that I found that areas such as the upper peninsula in Michigan and other parts of the United States felt that the term "Rural Development" did not actually describe the total process involved. Many times urban areas and small municipalities were involved; the overall effort involved far more than rural areas, and so the term "Resources Development" came into use.

The launching steps were relatively simple. As I point out in the brief, we started out at first to carefully analyze areas, and then we discovered we had actually in existence regional high school areas which were natural areas, and that each of these regional high schools was centered around a trade centre or similar point; so we decided this was as simple and effective a way of arriving at boundaries as we could achieve. We therefore carefully selected three pilot areas and established the boundaries of these areas. The boundaries were simple, inasmuch as the lines of regional high school districts turned out to be the normal and natural limits. This meant that each of our areas was made up of a key centre or two surrounded by anywhere from 30 to 40 school districts.

By way of comment, with three pilot areas in operation in 120 school districts, that is 24 per cent of the province operating this development program.

Secondly, we then selected a sponsoring group in each area. In one section it was the Junior Chamber of Commerce. In the other two, the village commissioners took the lead. We met with these sponsoring groups and went over the program carefully. We left it up to them to decide if they wanted a program of community and area development.

Thirdly, lists were made up comprising all merchants, Women's Institute secretaries, school trustees, religious leaders and organization heads. To each of these individuals went an invitation to attend a public meeting at which the overall program was discussed. The Director of Research, cabinet members, the staff of the various government departments were on hand. A film we obtained from the United States called, "Opportunities Unlimited" describing the rural development program in the United States was shown in each case. An opinion questionnaire was used at the meetings to get some community and personal attitudes. Then each individual was asked to declare himself for or against the carrying out of a program.

I might say that one area of Prince Edward Island was asked what the basic problem appeared to be in that area. One woman replied that the difficulty was there were too many bachelors, and that if we could marry a certain number of these off a new era of prosperity would be introduced in the province.

It was made clear that those who agreed to take part in the carrying out of the program I have referred to would be expected to do three things: first, to pursue a study course. By the way, this was gathered from what material we could get from the United States, and was one of the greatest limitations, because it was found that in the rural areas people were not equipped to develop their areas, they did not understand the organization and machinery of communities and did not understand how to bring about progress within a community, how change comes about, or how to deal with resistance to change. All of these things required some sort of training in order to get a group of local people who were capable of tackling the problems of development. So that all these people we were asking to take part were required—"required" may be a harsh word, but that was the word we used—first of all, to take a ten-week correspondence course in community and area development. I will be commenting later on the result of the course. Secondly, we asked these people to be willing to take part in conducting an area-wide survey; in other words, going out and actually doing the work themselves, interviewing families, using a questionnaire we had developed. Thirdly, we asked them to be willing to serve on one of 18 sub-committees for the investigation of aims and goals in such fields as agriculture, fisheries, recreation, tourism, education, public health, small business, new industry, rural beautification, and so on. We listed 18 areas of community life we felt should be explored simply from the standpoint of setting reasonable, logical goals and aims within those specific fields.

To follow up immediately on these steps, I would like to point out that a high percentage took the course and successfully completed it. They were graduated at formal ceremonies at Prince of Wales College in February.

It may sound a little absurd when I tell you that when this program was launched, the extension people told us that if there was one thing we could not get rural people in Prince Edward Island to do, it was to read and think. They said this was the great limitation. They told us that our program simply would not do, that we were destined to failure before we started. Yet roughly 150 people signed up to take this study course. At this February session we

graduated 130 of them, which was considered to be an extremely high average for people of whom it was prophesied they would not do anything of this sort. We prepared very attractive diplomas—I am sorry I did not bring any copies along—for them. We had their names engraved on the diplomas, which were tied with a red ribbon. We even engaged the services of a band and had a formal graduation, recognizing that many of them had not at any time in their lives been part of a graduating ceremony. We even provided free refreshments following the ceremony. As I say, 130 out of 150 completed the course successfully and we felt this was an extremely good average. Each member, following this, was asked to bring an additional member to the group. I have not said anything about the response we got when as asked these three original questions and asked people to pledge their support. Out of the people who attended about 70 per cent signed up to carry out these three steps and be part of it. These people were asked to bring an additional person to a group meeting with a view to doubling the size of the group, so that we would have more people to do the work of conducting the area survey. This, of course, meant doubling the group, and on this basis we have assigned people to the survey. They are using a carefully prepared questionnaire, and each individual is being asked to interview four families. This vital work is being done at the present time. Perhaps in the question period we can talk about the nature of the questionnaire, but its major aim and purpose is not to duplicate other services and studies that have been done but to investigate the human factor and find out what kind of ideas, aspirations, hopes and needs these people have.

Furthermore, we want to know what kind of talents and skills they have, what sort of employment opportunities they would like, what sort of training they would be interested in, and so on. In other words, it is an exhaustive examination of the human resources of the area as well as of the physical resources. This study is being done at the present time.

Within a matter of weeks the groups will be divided into subcommittees to explore specific goals and aims. The attempt here is simple and direct. Each committee will examine closely a specific field of community activity. The intent and purpose will be to set what might be considered reasonable, sensible and practical long and short-range goals in each specific field. They will even suggest priorities for specific projects.

Now, here again is a point which needs a little bit of explanation and qualification. It seems to me in the course of investigating development programs that one of the reasons they fail is that many groups undertake long-range programs or projects with a short-range view and that when nothing happens in a relatively short time they become frustrated, discouraged, and they give up the ship. Many times they tackle problems of secondary importance and do not touch problems of critical importance. Many times they tackle projects that are not logical or practical for a given area, so that when I use the words here "reasonable, sensible and practical long and short-range goals" this is what I mean. You must develop some type of program that can be achieved because when these people work in the field of rural development they must have satisfaction from the work. They must be able to say, "There is something we did. There is a job done and completed"; otherwise we cannot expect to hold groups together or defeat the frustration which very frequently goes with economic development programs. I don't care how simple a job is. If it merely involves sweeping up the main street, if they will set this as a goal and put it down in black and white and keep it in front of them as the thing they desire to do, the chances of attaining their goal are good.

There is one further step—and a vital one—which we are attempting to carry out. We have explained to the groups that we do not expect them to operate without technical assistance. We have catalogued the provincial government resource people that are available. We are doing the same with locally-based federal people. And we have already listed and contacted 180 federal

people outside the province whose skills and training might at a given time be of great value. Experiments that we have conducted indicate the genuine value of having the assistance of federal people. For example, one of our groups has gained greatly by having available the guidance of an expert from the Forest Products Research Laboratory of the Department of Forestry. However, I think this is the logical point to inject a suggestion of two things that are badly needed:

(1) There needs to be complete co-ordination between federal departments if ARDA is to flow smoothly. The American program appears to have solved this by placing the rural development program under a national committee composed of under-secretaries of involved departments. The next sentence is perhaps the key. Instructions to work together and to co-ordinate effort are by executive order. In other words, at no point in the American program was this left to somebody's whim and fancy as to whether or not departments went together. This was by executive order, that departments would pool their resources, their technical people, and so on, for assisting and aiding a given community when and if that became necessary. This is a point which I am going to discuss in more detail under the heading of suggestions.

(2) There needs to be an understanding between the provinces and the federal departments relative to the availability of technical people. I would point out that this technical help can be far more important than grants and funds on occasion but unless there is a free flow of talent this part of the program can become ineffective. I will come back to that technical help matter later on in some more detail.

Now, there is one further thing that needs to be said about underlying philosophy. It is our firm conviction that if ARDA encourages local or provincial groups to search the federal treasury for available grants and funds the program will defeat itself. This is not to say that federal financial assistance is not desirable or necessary. It is to say however that these things should come after every other possibility has been exhausted or in the case of projects for which it is known in advance there is no other solution.

This particular point I cannot emphasize to you too strongly. We have tried continually to impress upon our people that you must not in this program sit down around a table and say, "Well, let's list the things that the federal government is handing out. Make a list of them and see how many of these things we can acquire in a relatively short time." The American experience was, and this gives rise to the rural development program, that the handout type of program had been totally ineffective in the rural areas. This was the reason they eventually came down to people themselves and their resources and decided that financial help from the government must be the last thing and not the first, that any group that had as its major purpose listing the various channels through which enough money could be poured into the local projects, that this was doomed to failure before it even started. I might say to you as a committee concerned about this thing that it is not only local people who think in these terms of, "What can we get from the federal government?". I have one experience, which I won't describe in detail nor name any names, but after working with one group for a period of time and then selling them more or less completely on the idea that they must depend first of all upon their own resources, even local finances if possible, a federal representative came in and sat down with them and looked at the program and said, "This is excellent but what you boys need is federal money and let's see what we can find." This had a tendency to set back the effort we had tried to make, namely, to get these people to exhaust every other prospect first and then turn to whatever finances are necessary. Incidentally, I am going to say in the addenda to this brief that I am convinced that the financial aspects of ARDA are the least important at this stage, and I am going to say

that lack of finances need not have held ARDA back to any great degree during the past year, that there are many things that are needed and necessary in this local development program that could have been provided at relatively little or no cost during the past year, and great strides would have been made in the development program.

So much for our approach to rural development. And so much for some of the philosophy behind it.

I should tell you that once the project was under way we developed a 40-person provincial development council representing virtually every phase of economic and social strata in the province.

The CHAIRMAN: Pardon me. Were these men from the government?

Mr. DALEY: No, these were private citizens, 44 of them by actual count, who accepted responsibility for overall provincial development, to counsel, guide and direct this program.

It is our understanding that the Senate of Canada is asking for information that might provide guidance to those who will be administering the Agricultural Rehabilitation and Development Act. The remainder of this brief will be devoted to those items which may be of help.

(1) First of all, and I know of no way to give this the emphasis it needs: Community and area development calls for a broad and carefully planned adult education effort. The Senate might be interested in the observation that I have been compelled to make in our situation: I began by believing that group training was essential to the success of any development program. I have now discovered through research that virtually every development problem that we face in Prince Edward Island is basically, or at its beginning at least, an adult education matter.

We have faced one problem after another, whether in fisheries, tourism, agriculture or otherwise. Ultimately, when we seek the starting point to improve conditions in those fields, the answer invariably has been some type of educational effort—extension courses for the people involved or vocational training for young people. Wherever we turn, we find that education is a requirement there.

Therefore, I am suggesting that the success of the rural development phases of ARDA will require a careful and well-planned educational effort. I am submitting as an exhibit copies of the training course which we have used and add to this the thought that this is not enough. ARDA will need materials by which local people can be trained to know needs, spot problems, develop aims and goals and seek solutions. This can be done at any time. But training materials must be prepared and made available. Little that can be done will pay off as well as this type of basic effort.

(2) Secondly, I believe that the Rural Development phases of ARDA are so broad and so varied that pilot operations should be set up throughout Canada to see how the program actually works. Such projects would aid in determining how various federal departments and the provincial bodies and the local areas actually work together. I am frank to say here that I have suggested from the beginning that Prince Edward Island, being an isolated area geographically, with an agriculturally based economy, would have lent itself admirably to such pilot experiments. But the mechanics of this whole effort are so great and so involved unless a start is made in pilot areas I would be concerned about the outcome.

(3) Thirdly, I would suggest that the whole question of the availability of federal technical help be studied. At the risk of causing some disturbance in some quarters, I would like to see some consideration given to the creation

of an extension service operated by the Federal government and embracing field men and women whose roots are in agriculture, organizational and group dynamics and community function. It seems to me that this has to come. American experience was good in Rural Development because a Federal Extension Service was available. But even with all of this the ordinary extension worker had to be converted to a new approach to his job. He had to learn to be a broader, more community-minded individual. I think that continual contact and supervision and guidance of such force, even though it might be small at the outset, is almost an essential ingredient of any program whose base is so broad and varied.

(4) I would dwell only briefly on mechanics. However, this is an extremely important field. For over a year now we have been hearing about ARDA and what it would mean to our rural areas. We have prepared our people to make good use of this program. Today many people are getting restive. It would seem to me that if the people administering ARDA would do nothing more than launch nationwide training programs through materials, radio, television and newspapers, that the public would feel that something is happening, that the groundwork has been laid for the educational effort required.

(5) It is recognized that basic policy must be established before ARDA will work. However, I think it is well to point out that we need to know as swiftly as possible what specific types of projects might be considered. We need to know the proper method of determining these projects. We need to know the route by which these projects will get to the Federal Government. We need to know the form that applications for assistance should take.

The decisions and the policies in these areas must be firm. If there is one danger that I have detected during this waiting period, it is the danger of lack of point of contact and point of decision. I can think of one project that we have discussed that would normally come under Department B. Department B has suggested that possibly something could be worked out with Department C. And Department C has told us to see what we can do with ARDA. Senators may know what we found when we approached ARDA. We shall feel better when we see the mechanics outlined. People have a natural distaste for red tape and indecision. But what is more important is that the whole success of group programs fails unless action, no matter how small, is forthcoming.

In the event that this sounds somewhat negative, let me say that no one waits with more interest and enthusiasm the outcome of ARDA than the people in our pilot areas on Prince Edward Island. I feel this same enthusiasm.

The concept of local people through training, study, planning and co-operative effort helping to build better communities and better areas is a picture that would give encouragement to even a discouraged believer in Democracy. If this program does nothing but re-prove that people can solve their own problems, it will not have been put forth in vain. But if it goes a bit further and establishes that local area, provincial governments and the federal government can pool resources toward the solution of local problems, we shall have come into a totally new area of applied government.

I am authorized to pledge the full support of the people and the government of Prince Edward Island to any effort which will aid to bring the Rural Development phase of ARDA into existence. If, as we now believe, these rural areas and marginal areas throughout the Dominion of Canada need this type of program to raise the level of their economy and to solve many of their local problems, we would be well advised to pursue this program with the same urgency as was demonstrated in the United States. In the United States this was declared by executive order as a national emergency because it was

recognized from one end of the country to the other that, in a country where the level of living had never been higher, where there was prosperity everywhere, there were areas or pockets where prosperity was not keeping pace, where there was unemployment or underemployment and where there were special economic standards and conditions which needed attention.

Therefore, this was declared as an emergency situation, calling for the immediate cutting of red tape, the immediate utilization of existing federal agencies and immediate implementation of the Act involved.

Something might be gained if we regard these economic problems as being critical enough to be met and faced under an emergency basis, and if an effort is made to cut red tape and to speed up the efforts.

I have said many things throughout the brief relating to technical people. This is extremely important for us. The difficulties of bringing out a federal person technically qualified to be of assistance are extremely great. If we are to encourage local groups to set goals and aims and then seek the help of people who can lend assistance in putting the plans into effect, we must be sure that the help will be provided within a reasonable time of its being asked for.

This is a whole area where the problems must be resolved. We wrote to 180 people who, we felt, were in a position to give us advisory help. I am not going to deal with all the answers, but I may say that some were very disheartening. Some implied that we had no business requesting technical assistance. Some indicated that we had misunderstood the federal programs.

I just do not see any mechanism existing now by which we can get the federal technical help we need. We have been successful to some extent, but I believe it must be understood as a national policy that certain key people are available to help, if this program is to be made effective.

In talking to the representatives of ARDA yesterday afternoon, I came away with the impression that a great deal rests upon the availability of funds. Very large and substantial funds are necessary. I formed the impression yesterday that there is still a lot to be done and that a long period of time is involved. For example, there was talk yesterday about matching funds. Our legislative session has just closed and we have made no provision in regard to ARDA to have funds available. This means that, if matching funds is the method required, in relation to projects which need federal financial assistance, we would not be able to take advantage of them for a year.

However, I have suggested a number of things which can be commenced immediately without any great cost. First of all, there is the training of local people. Secondly, there is the careful examination of local area resources. Third, the availability of federal technical people, and generally speaking the adaptability throughout Canada of pilot areas in which the mechanics of this thing can be studied and practiced; because I have a feeling, which perhaps you have, that only in practice of this thing are we going to discover the real needs and complications and general solutions.

I have taken a little more time than I intended but I am going to summarize briefly. I have tried to tell our local people that possibly the greatest single discovery of this century so far as rural areas are concerned is the discovery that local rural people can, by their own efforts, through their own ideas and planning, improve their economic level. This is extremely important. You may say we always knew within the framework of democracy was inherent the insistence upon the rights of people to solve their own problems; but along the Atlantic seaboard the democratic concept as applied to community and economic problems has in a measure been lost. Any effort we can make to regain this seems to me to be of extreme importance. If we have discovered and learned in the past four or five years, both here and in the United States, that local people are capable of planning and improving their own areas, then it seems to me that is one of the most significant and important developments of this century.

I remember, and this is just a personal reflection now, some years ago standing in a mill town in Massachusetts, left barren by the moving of the textile industry to the south. At the time there was something like 14,000 people unemployed in that community. The industry had been moving out for 50 years. I stood there talking with an old retired pioneer of that community, who had been born and brought up there. He said something to me that afternoon which I feel applies now to this development process and which I have used somewhat as the theme of what we are attempting today. Here was an area with its mills closed and crumbling, its harbours filled with silt, its railroad tracks thick with weeds, and there was not a single soul coming forward to say that something could be done about it. People can, through their own efforts and planning organization, reverse the trend, but when you suggest it they go the opposite way and tell you that you cannot fool with the law of economics, that it is like gravity—when it is up it is up, and when it is down it is down. In that particular community it was taken for granted that everything had been tried and nothing could succeed. This old retired man meditating on the sorrow he felt over the economic decline of the community, said to me, "I have never seen an area in my life for which God has done so much and man has done so little". In other words, he has looking at the natural resources which were lying there, the human potential and capacity, and grieving that for 50 years while the economy went down in that area nobody did anything about it, and he was saying that man had not risen to his responsibilities to develop the resources that were there.

Mr. Chairman, I thank you, and also the members of the committee, for your patience.

The CHAIRMAN: Thank you very much, Mr. Daley. I think you have given a very good outline of the situation you find in Prince Edward Island. I think you have made a very good survey and if you get cooperation I am sure you will go a long way in rural development in Prince Edward Island.

Senator HORNER: I think the presentation has been so good that it is startling. It is the first, if not the only presentation which has recommended that people first start to do something for themselves before they ask for financial assistance.

The CHAIRMAN: I think that is right.

Senator MCGRAND: I have one question to ask Mr. Daley. You stated that you use the regional high school areas as a boundary for your study. Now, do you believe that the high school curriculum could be used to prepare the rising generation of school children to cope with rural problems in the future?

Mr. DALEY: I certainly do, senator. I might go even further and say that in one of the studies we have made of a little town in Yellow Springs, Ohio, the effort to develop that community was of such long range that they started with young people at high school and started to sell them on their own area and to tie in the education they were getting with the eventual needs of the area. For example, supposing a machine shop was needed and they noted a young man with particular talent, they pointed out the need and encouraged him to get the training necessary and to remain in that community and to play his role. A second opportunity we see is this: Two years ago we did not have a single regional high school in Prince Edward Island; today we have 11, and these were built in a 2-year period, which I think is quite an accomplishment. Now they are thinking in terms of centres for an adult education program, as training centres for the type of thing I think is so essential to progress and development we hope to make.

Senator SMITH (*Kamloops*): I should like to ask two questions. First, you mentioned this film which came from the United States. Was that film reasonably well adapted to Canadian use?

Mr. DALEY: I do not use it any more, senator. I might point out that both in films and books alike I was not able to get what I needed. I perused 15 books from the United States, and of course they all used American terms we do not use here. As to the film, it described the rural development program in the United States. Unfortunately, first of all, it did not deal with the mechanics of organizing local people. Secondly, the emphasis was on unfamiliar institutions and agencies we do not know here in Canada with which to work. It is a big problem to provide the necessary materials to gear the training program to our particular needs and the agencies and institutions we have. The answer to your question is that I used the film because it showed what other people had done but I had to preface it by rather long remarks to the effect that this was an American film dealing with American programs and telling my listeners they would have to discount that and to try to apply what they could to our Canadian scene.

Senator SMITH (*Kamloops*): I have a second question. Where did you enlist the 40 people approximately, making up the council? Were they enlisted from the graduates who took this course, or from where?

Mr. DALEY: Having seen the need for a rural development program, at that point we asked all the major organizations in Prince Edward Island to suggest to us people they felt represented the various industries and organizations who could assist. They gave us a list of 400 names, and from those names we selected 44 people we felt represented a good cross-section of the economic life of the province and we have added some to it. We started with 40, and added four since, realizing that we had left out some areas, but it was from that list of 400 given to us of heads of organizations and groups throughout the province.

The CHAIRMAN: Mr. Daley, I would like to ask you a question. Do you think the federal Government should start out by building up an extension department to cooperate with the provinces?

Mr. DALEY: Let us go back a bit and say that one of the major reasons, if not the major reason, the American program went into effect so rapidly was that there was a federal extension service with a home administration agency and a county agent in every single county in the United States. It was therefore a simple matter of sending a directive to these people saying, "Here is a new federal program, you are instructed from this point on to carry it out." Also they had assistance from land grants colleges. I am going to tread on some dangerous ground, because I want to give you an honest answer to your question, and to say that we have in every province existing extension services, that are made up of agricultural field people who are experienced in poultry, pasture improvement, and so on. We tried for a period of probably three months with weekly meetings, by talking to these agricultural representatives as well as people from the department of industry, field staff people, to see if we could convert them into a workable field force to augment this program and to help carry it out.

The first obstacle we encountered was that these people were already overburdened with other responsibilities, or at least this is what they told us. Secondly, we found that the job of converting the agricultural representative whose interest was in beef cattle or pasture improvement or in poultry, in converting him to a point where he was a help to a community in terms of new industry and small business and rural beautification and all that sort of thing, was a tremendous undertaking. Therefore, at a given point in our experience we gave up the effort to make a field staff out of the existing staff. Then it began to be obvious to us that if the federal department had somebody available, trained to go in and work and assist and guide us, this would be an immense help to us. I don't think anything as elaborate or as extensive as the

United States extension service is required, but if I had one man in the province right now who had been especially trained in community and area development, who could spend his time working with local people and groups, this would be of tremendous assistance to us.

I discussed with the ARDA people yesterday whether an extension service is contemplated, and the answer is "Probably not at the present time". It is not in the thinking at all. There will be an effort in western Canada to make use of the Prairie Farm Rehabilitation Act, and there may be an effort in the Maritimes to make use of the Maritime Marshland Rehabilitation Act, but I would gather from my talks yesterday that there is no thought of developing a federal extension service, a federal field team to whom we might turn for help.

Senator BUCHANAN: In other words, although you have not said so I am rather inclined to believe from what you have said that you are not getting the co-operation or results you expected from these 180 letters.

Mr. DALEY: I would almost have to read the letters to you to show you what I mean. I asked three questions in the letters. I thought they were rather innocuous questions, that there was nothing loaded in them. I asked if I might have a definition of the individual's job in the field he covered, if it was possible to learn something about his background and experience, and if we might receive copies of any speeches he had made or documents he had written or had published. I wanted this information so I could assess whether this individual is somebody who would be of value to us in a given situation and not make the mistake of saying, "Here is John Smith. I think he would be a help to us", but find out when he arrived that perhaps the field he had been in was not in keeping with our particular problem at all. Many people wrote to us and gave me the impression that their federal operations were more or less in a vacuum, that there were indirect ways of getting their advice, counsel and guidance but that this direct approach was not too common a practice. Some of them said they did not understand what it was we were seeking, so we rewrote letters and finally got some answers to them.

I got the overall impression that we had perhaps invaded a field where we should have had somebody at a higher level pave the way for us and say, "These people are going to make an exploratory study of federal government resources and we want you to co-operate with them. They are stepping into a field entirely alien to them."

Senator BUCHANAN: We have these difficulties ourselves at home.

Mr. DALEY: In all fairness it should be said that there were many out of the 180 letters that were extremely helpful and which gave us a very good picture, but overall I did not wind up as I thought I might with a complete picture of available technical resources. I might even go so far as to tell you that it took a long time to find out how to explore these resources. Not being too familiar with the ramifications in Ottawa, I fumbled around for a long time and finally somebody wrote and said to me, "What you need is a government telephone directory", and they sent me a back copy. I went through this, and using it as a guide, checked off the people I thought might have some connection with the problems we had, and I used that as a mailing list and I went on from there.

Senator HIGGINS: Mr. Daley, it is very refreshing to find one who recognizes that federal funds are not always essential for the carrying out of certain schemes, and that such funds should only be sought when all other efforts have been exhausted.

The CHAIRMAN: Mr. Daley, I would say that your brief indicates much greater co-operation is needed between the federal and provincial authorities in getting the ARDA program off to a good start, that if you had some field team you could call on from the federal level it would give you a much better start in developing this program.

Mr. DALEY: I feel that this sort of thing could at least be tested rather well in our area, and the reason I say this is that in the course of gathering information as to what was being done in other areas of North America I received numerous letters from various foundations, and so forth, who were interested in Prince Edward Island as an experimental area because of its geographical situation. You can conduct rather controlled type of experiment there. It lends itself extremely well, it seems to me, to experiments in this field. I still feel very strongly that we have an opportunity there to experiment with this thing and to offer some suggestions as a result of our effort, and some experience particularly in this effort of developing working machinery—and I am again not talking about money—between ourselves and the federal government in terms of technical help, guidance and assistance.

Senator MACDONALD (*Queens*): Mr. Chairman, I suppose Mr. Daley did not expect me to toss a question at him.

Mr. DALEY: I am afraid I did, senator.

Senator TURGEON: He knows you.

Senator MACDONALD (*Queens*): I know you are interested in the economic welfare of the province of Prince Edward Island from the point of view of agricultural forestry, and so on. Have you made any study of the development of the oyster business?

Mr. DALEY: I can say that the biological station at Ellerslie is making very substantial gains in the rebuilding of the oyster industry. I think you are all aware that what was once a prosperous adjunct to our fishing industry is no longer so due to a disease which struck the oysters in the area. However, this year, for the first time in the Dominion of Canada, the experimental station at Ellerslie is growing oysters from their spats, so to speak, from the very early stage right up to the point where they can plant them in the oyster beds. They have developed disease-resisting varieties and there is every reason to believe this is one industry that is going to be recovered rather successfully. At this point it is a rather scientific job done by scientific people in the laboratory, and they are doing a good job.

Senator BUCHANAN: Can that be done quickly or does it take a long time?

Mr. DALEY: This recovery program has been going on some five or six years now and will probably take another four or five years before it gets to the point where it is extremely effective as an economic measure.

Senator MACDONALD (*Queens*): You are aware, Mr. Daley, that portions of some of our rivers are contaminated but I believe myself that they can, during the closed season, transfer oysters to a place where they can be purified. I know that one member of my family is carrying on this business. I am confident that the oyster business in Prince Edward Island can be developed and have a wonderful effect on the economy of the province.

Mr. DALEY: I am sure it can. By the way, you don't have to worry about pollution in the streams right now. Last week we lost eight bridges. The streams are running quite well, and I think there is less pollution than there has been for a long time.

Senator SMITH (*Kamloops*): Mr. Chairman, thinking about the part the local paper played, I am wondering if Mr. Daley would tell us whether the *Journal-Pioneer* is a local newspaper or is it a member of a chain?

Mr. DALEY: The motto of the *Journal-Pioneer* is that it is the Island's only home-owned newspaper.

Senator McGRAND: Are you a native of Prince Edward Island?

Mr. DALEY: No, I am an American. My wife is a native of P.E.I. and she is here to make sure that I have the proper ties and connections. We have been in Prince Edward Island for three years. I do not know what we are called at this point. She is a native and I am struggling to become one, but I do not know how long it takes. We have spent vacations there, she lived there, and we love the place. After three years we like it better than ever.

Senator HORNER: I hope I will not offend my neighbour. From some experience I had a few years ago, I am disappointed in some of the methods still being used in P.E.I. There are parts of Canada, where, strange as it may seem, agriculture is not as compact, but is far advanced from the method used in Prince Edward Island. I think of the method used some years ago. I met then a company director who had a store and who bought large quantities of live hogs from the Island. The farmers brought them in and he had to complete the process of butchering. I have been accustomed to butchering men and so have most farmers in Quebec and even in western Canada. No matter where they come from in Europe, they were all expert butchers and used every part of the animal. This man told me about his having to complete the dressing of these hogs. I was amazed at that as I had thought the Island to be a place where every kind of home curing of meat would be carried on.

Senator JOHN J. MACDONALD: Are you satisfied with the forestry service in the province, in regard to reforestation and so forth?

Mr. DALEY: In the province we have no federal forestry.

Senator JOHN J. MACDONALD: It is provincial, I understand that.

Mr. DALEY: It is doing a very good job. In two of the areas, forestry has been labelled a top priority project. There are discussions under way at the present time, with a view to getting some assistance from the station in Fredericton. This week we have our farm extension people over there for a week's training in forestry methods and farm woodlot management. In those areas where we are attempting to do something, our provincial department is carrying out a very good job.

Senator JOHN J. MACDONALD: It is a very important field.

Mr. DALEY: Before closing, I should like to mention a point I omitted earlier. You will have noticed that in this study course which we used, the effort was not only to teach people something or at least give them something to use, but also to get their thoughts and ideas. The thoughts and ideas which were expressed in the various returns they made have more than justified the belief that the local people in small areas do have worthwhile thoughts and ideas for the improvement and development of the economy of their areas. They may lack the technical knowledge necessary to carry them out, but anyone who says that local people do not have thoughts, ideas and vision for their own communities is completely mistaken. These people have proved that, having lived with the problems over the years, all they needed was an opportunity to express them, an opportunity to work collectively to solve them, or perhaps only some ideas in methodology. The ideas have come forth from them to an amazing degree and have justified any belief or conviction I had that, given the opportunity, these people would find solutions to their own problems.

The CHAIRMAN: Did you find any difficulty in getting leaders for your community ideas?

Mr. DALEY: From the start we assumed that we would train this corps of leaders. This is what we are doing. When we have done that, we should have a fairly substantial corps of leaders to do the pioneering work.

The CHAIRMAN: Honourable senators, I know I am expressing your views when I say that we are very grateful to Mr. Daley for having come here this morning with this brief.

—The meeting was thereupon adjourned.



Fifth Session—Twenty-fourth Parliament
1962

THE SENATE OF CANADA

PROCEEDINGS OF

THE SPECIAL COMMITTEE OF THE SENATE

ON

LAND USE IN CANADA

No. 5

THURSDAY, APRIL 12, 1962

The Honourable Arthur M. Pearson, Chairman
The Honourable Cyrille Vaillancourt, Deputy Chairman

WITNESSES

For the Canadian Society of Rural Extension
Dr. W. A. Jenkins, President; Mr. Lloyd W. Rasmusson, Vice-President
and Dr. L. C. Paul, Secretary-Treasurer.

APPENDIX "C"

The Changing Role of the Agricultural Representative

ROGER DUHAMEL, F.R.S.C.
QUEEN'S PRINTER AND CONTROLLER OF STATIONERY
OTTAWA, 1962



THE SENATE OF CANADA

SPECIAL COMMITTEE OF THE SENATE ON LAND USE IN CANADA

The Honourable Arthur M. Pearson, *Chairman*

The Honourable Senators

Basha	Horner	Smith (<i>Kamloops</i>)
Bois	Inman	Smith (<i>Queens-Shelburne</i>)
Boucher	Leonard	Stambaugh
Buchanan	MacDonald	Taylor (<i>Norfolk</i>)
Cameron	McDonald	Taylor (<i>Westmorland</i>)
Crerar	McGrand	Turgeon
Emerson	Méthot	Vaillancourt
Gladstone	Molson	Veniot
Higgins	Pearson	Wall
Hollett	Power	White—30.

(Quorum 5)

THURSDAY, APRIL 12, 1962

The Honourable Arthur M. Pearson, Chairman
The Honourable Cyril D. Vaillancourt, Deputy Chairman

WITNESSES

Dr. W. A. ...
Mr. J. C. ...

APPENDIX C

The Changing Role of the Agricultural Representative

HON. GUY ...
OFFICE OF THE ...

ORDER OF REFERENCE

Extract from the Minutes of the Proceedings of the Senate.

WEDNESDAY, February 7, 1962.

"The Honourable Senator Aseltine, P.C., moved, seconded by the Honourable Senator Macdonald, P.C.:

That a Special Committee of the Senate be appointed to consider and report on land use in Canada and what should be done to ensure that our land resources are most effectively utilized for the benefit of the Canadian economy and the Canadian people and, in particular, to increase both agricultural production and the incomes of those engaged in it;

That the Committee be composed of the Honourable Senators Barbour, Basha, Bois, Boucher, Buchanan, Cameron, Crerar, Emerson, Gladstone, Higgins, Hollett, Horner, Inman, Leonard, MacDonald, McDonald, McGrand, Méthot, Molson, Pearson, Power, Smith (*Kamloops*), Smith (*Queens-Sherburne*), Stambaugh, Taylor (*Norfolk*), Taylor (*Westmorland*), Turgeon, Vaillancourt, Veniot, Wall and White.

That the Committee have power to engage the services of such counsel and technical and clerical personnel as may be necessary for the purpose of the inquiry;

That the Committee have power to send for persons, papers and records, to sit during sittings and adjournments of the Senate, and to report from time to time;

That the evidence taken on the subject during the six preceding sessions be referred to the Committee.

After debate, and—

The question being put on the motion, it was—

Resolved in the affirmative."

J. F. MacNEILL,
Clerk of the Senate.

MINUTES OF PROCEEDINGS

THURSDAY, April 12, 1962.

Pursuant to adjournment and notice the Special Committee of the Senate on Land Use in Canada met this day at 10:30 a.m.

Present: The Honourable Senators—Pearson, *Chairman*; Vaillancourt, *Deputy Chairman*; Basha, Bois, Buchanan, Higgins, Inman, McGrand, Taylor (Norfolk), Taylor (Westmorland), and Turgeon.

In attendance: Mr. Ralph A. Stutt, Special Consultant to the Committee and the Official Reporters of the Senate.

The following witnesses from The Canadian Society of Rural Extension were severally heard and questioned:

Dr. W. A. Jenkins, President of the Society, and Director of Immigration and Chairman, Nova Scotia Land Settlement Board;

Mr. Lloyd W. Rasmusson, Vice-President of the Society, and Supervisor of District Agriculturists, Department of Agriculture, Edmonton, Alberta;

Dr. L. C. Paul, Secretary-Treasurer of the Society, and Professor, Extension Department, University of Saskatchewan, Saskatoon, Saskatchewan.

On Motion of the Honourable Senator Taylor (Westmorland), it was ordered that a paper presented by Dr. W. A. Jenkins to the Extension Section, Maritime Conference, Agricultural Institute of Canada, Fredericton, New Brunswick on July 13, 1961, entitled "The Changing Role of the Agricultural Representative" be printed as Appendix "C" to today's proceedings.

At 12:15 p.m. the Committee adjourned to the call of the Chairman.

Attest.

James D. MacDonald,
Clerk of the Committee.

THE SENATE
SPECIAL COMMITTEE ON LAND USE IN CANADA
EVIDENCE

OTTAWA, Thursday, April 12, 1962.

The Special Committee on Land Use in Canada met this day at 10.30 a.m. Senator ARTHUR M. PEARSON in the chair.

The CHAIRMAN: Honourable senators, will the meeting come to order.

We have appearing before us this morning Dr. W. A. Jenkins, Director of Immigration, and Chairman of the Nova Scotia Land Settlement Board. Following him will be Mr. Lloyd W. Rasmusson, Supervisor of District Agriculturists, Department of Agriculture, Alberta, and finally Dr. L. C. Paul, of the Extension Department, University of Saskatchewan. They are respectively the President, the Vice-President and the Secretary-Treasurer of The Canadian Society of Rural Extension.

Senator HIGGINS: What is that society? Is it government sponsored?

Dr. W. A. Jenkins (Director of Immigration and Chairman of Nova Scotia Land Settlement Board) President, The Canadian Society of Rural Extension: Mr. Chairman and honourable senators, the Canadian Society of Rural Extension is an organization which is an affiliate of the Agricultural Institute of Canada. It is not a government organization but is, rather, a professional organization which was set up two years ago to advance the standards of research and education in rural extension in Canada, and to encourage professional improvement amongst extension workers. As I said before, it is an affiliate of the Agricultural Institute of Canada, a professional organization.

Senator BUCHANAN: Is it extension along all lines, or just agricultural lines?

Dr. JENKINS: Rural lines—rural extension.

Senator HIGGINS: How is it supported?

Dr. JENKINS: It is supported entirely by membership fees.

Senator HIGGINS: It is a private organization?

Dr. JENKINS: Yes.

The CHAIRMAN: Dr. Jenkins will now present his brief, a copy of which you have before you. Before you begin, Dr. Jenkins, would you give us a summary of your background?

Dr. JENKINS: Mr. Chairman and honourable senators, as was indicated at the beginning I am Director of Immigration and Chairman of the Nova Scotia Land Settlement Board in the Department of Agriculture, province of Nova Scotia. I was appointed to this position only twelve days ago, and I would rather speak this morning on, and centre our discussion around, the field of rural extension rather than the field of land settlement and immigration. My former position was that of Associate Director of Extension in the Department of Agriculture of the province of Nova Scotia.

I graduated from the Nova Scotia Agriculture College in 1938, and after that for a period of two years I managed what was then the largest dairy farm in the Maritime provinces, namely, Beech Hill Farms. I graduated from Mac-

Donald College in 1942 and then became an assistant agriculture representative. I was in the services for a short time, and upon my discharge I rejoined the Department of Agriculture as a poultry promoter.

Following this I did a year of post-graduate work at Cornell University in farm management, returning to Nova Scotia as the Superintendent of Farm Management, a position which I held until 1952.

In 1952 I was appointed Assistant Director of Extension, and shortly afterwards I went to Harvard University for my master's degree in public administration. I was later Associate Director of Extension of Nova Scotia up until April of this year. About two years ago I returned to Harvard, and last year was granted a doctor's degree in public administration from that university.

I think that summarizes my background in so far as this particular brief is concerned.

The CHAIRMAN: Thank you.

Dr. JENKINS: Mr. Chairman and honourable senators, the Canadian Society of Rural Extension wishes to commend the Senate Land Use Committee on its initiative, firstly, in bringing to public attention the need for special consideration of the rural problems in this country; secondly, in developing the basis for a sound rural rehabilitation program; and thirdly, in encouraging the Federal Government to inaugurate and pass the Agricultural Rehabilitation and Development Act. We believe that the A.R.D.A. program is timely, that it is sound and that it provides a new focus and hope for the development of rural communities. It introduces a co-operative approach to resource development among the different tiers of Government and as such, presents a new frontier for inter-governmental arrangement.

It would appear that the critical point in A.R.D.A., at its present stage of development, is how to best achieve its broad objectives within a workable administrative framework. Therefore we suggest that negotiations with the Provinces and the Federal Government be completed as soon as possible. Until some kind of firm agreements are made and a substantial administrative structure is built, Extension cannot proceed along any directed course, nor, in fact, can significant progress be made on any phase of the A.R.D.A. Program.

In our opinion, the primary job of A.R.D.A., its basic philosophy and its greatest challenge are all embraced in the Extension function. Its purpose is to stimulate change and to bring about improvements in rural living. Many of these changes are apparent and they can be measured. Our primary interest is with those changes that are related to individuals, their goals, motivations and capacities for self-help. The A.R.D.A. Program, constructed along these lines dwarfs all the other work that has ever been given to Extension. While the teaching of production and management skills must be continued and while we must continue to answer questions on individual problems the new challenge is that of intentionally helping to improve the character of whole communities.

As the success of A.R.D.A. involves a comprehensive extension or educational job with close co-operation between the Federal and Provincial Governments, it seems appropriate to examine some basic principles that affect the planning and conduct of all extension programs.

This presentation is divided into three sections, viz., Principles of Extension Administrative Implications, and the ways in which A.R.D.A. may fit into these principles and implications. I would like to begin by reviewing with you, nine basic principles of extension.

PRINCIPLES

1. In order to deal with people at the grass-roots level, full cognizance must be taken of existing organizations, institutions and agencies. A program of self-help must be directed through recognized and legitimate bodies of authority.

2. To obtain the interest and the desired support for a development program, the objectives of the program should be understood by all those who participate in it.

3. A well-directed extension or educational program is essential to bring about changes in:

- (a) Knowledge—i.e., the understanding of problems and resources and an appreciation of alternatives and the possibilities of success;
- (b) Attitudes—i.e., interest and enthusiasm to help one's self;
- (c) Skills—i.e., the technical knowledge of production, management and marketing;
- (d) Practices—i.e. actual development of a new program. Financial grants and aids may be desirable in the initial stages to encourage new programs. We suggest, however, that financial assistance be used with caution because it can be easily over-done. The point to be stressed here is that we must work with people—rather than with cows, sows and ploughs. Decisions and changes must be made by the people themselves.

4. With the ever-increasing new research data and with the complexity of problems becoming more involved, it is essential that there be a two-way flow of information between research and the public. This means that Extension, which is the major channel of communication, should have full information on research findings, trends and rural needs.

5. A well-balanced program is required to meet the needs of the community. This may include production techniques, marketing, management, leadership development, youth work, community improvements and social and cultural interests. Such a program must be democratically developed with full consideration given to the needs and interests of the people involved.

6. As well as examining immediate needs an extension program should be long-range and should anticipate problems rather than always meeting emergency situations; a good extension program must look ahead.

7. Extension programs which are carefully planned to suit the problems, the region and the people, require a highly qualified extension field staff with a balance of training in the physical, biological and social sciences. Highly competent subject-matter specialists are also required to support the field extension staff; these specialists must be able to recognize and solve technical problems, and they must be able to interpret new research findings for the general public.

8. To achieve high quality in extension personnel, there should be close professional and physical association between research and extension people and those who administer agricultural policies.

9. An extension program which is founded on these principles is likely to be successful. However it will not be able to measure its achievements or to evaluate different types of organizations, teaching techniques and methods unless it is accompanied by a sound research program in Extension.

These principles are the blue-prints from which we propose to build our structure. We proceed now to erect the frame-work which we shall call the administrative responsibilities or implications.

ADMINISTRATIVE RESPONSIBILITIES OR IMPLICATIONS

1. The objectives of an extension program should be clearly defined. These objectives should represent financial, social and cultural goals.

2. The roles, responsibilities and contributions of each participating agency should be clearly defined at an early stage in the planning process. This will minimize subsequent gaps and misunderstandings.

3. The local and regional needs of people should be attained through Advisory Committees with representation from communities, extension agencies, research and teaching institutes and various levels of government. Dr. Albert Kristjanson made reference to these Advisory Committees in his presentation to you on March 15.

4. All community development should be coordinated through these Advisory Committees at local and provincial levels.

5. To obtain high quality staff, several requirements are necessary:

- (a) Adequate training opportunities must be provided in the social sciences and in extension philosophy, program planning, methodology and evaluation;
- (b) Positions must be made competitive in professional status and financial returns.
- (c) Administrators must stimulate high morale. They must encourage a high standard of performance, advanced education and opportunities for professional improvement and rewards.
- (d) Educational training facilities must be provided.
- (e) Extension scholarships must be made available. We also feel a mutual exchange program between Canada and other countries of mature extension workers would be beneficial to both countries.

We are now ready to complete our structure by adding some considerations of the A.R.D.A. program.

HOW DOES A.R.D.A. FIT INTO THESE PRINCIPLES AND ADMINISTRATIVE IMPLICATIONS?

1. Objectives:

The broad objectives of A.R.D.A. are both imaginative and realistic. The joint federal-provincial approach in this field is new and stimulating. It has great possibilities for developing a long term co-ordinated program for the optimum use of resources and for the improvement of rural communities.

Although the objectives of A.R.D.A. have been outlined in very broad strokes there is much detail to be completed on the types of projects that are undertaken, financial arrangements and whether the emphasis is to be entirely on physical works or whether sociological and economic problems are to be included.

2. Programs:

There is a need to show that A.R.D.A. has long-term objectives and that it is not confined to a standardized type of physical works project. In the early stages, careful study should be made on how to correct errors of land settlement in marginal and sub-marginal areas. Earned assistance projects should be investigated for those who are short of capital. A special source of credit would be helpful for purchasing recommended fertilizers and livestock. These are only a few of the many worthwhile projects which can be encouraged for marginal and sub-marginal regions. Other possibilities exist in the non-agricultural spheres. Since a fundamental principle of A.R.D.A. is to develop self-help programs for people, it must not be limited to the purely agricultural possibilities. Certainly the Departments of Labour, Health and Welfare, Forestry, Fisheries and others have important functions in the implementation of the basic A.R.D.A. philosophy.

It would seem that the greatest challenge facing a program such as A.R.D.A. is the development of people. The real problem ahead is to interest and to involve people and to get them to raise their objectives, to change their practices and to use the information that is already available. Thus the major job is that of Extension. This means that rather than restricting the scope of the A.R.D.A. program to production projects, the objectives should be broadened to embrace every aspect of rural living. This would include technical, social and cultural problems and relating these to the desires and goals of the people. It is interesting to note that in a recent address to the Canadian Forestry Association, Mr. A. I. Davidson, Director of A.R.D.A. said: "I believe that the Rural Development section is the most significant section in A.R.D.A. and has the most far-reaching consequences for rural Canada".

3. Research:

Although there is a great deal of technical research data available in the biological, physical and social sciences, more will be required in the future. A new type of research will also be required in the field of extension. That is to say, two types of research are required: research for extension and research in extension. This latter type of research should provide much needed information on the factors associated with making decisions, planning programs and in measuring extension achievements. The use of orthodox methods will not always meet the needs of new situations. Research data should also be available on the effectiveness of various types of organizations and administrations for rural development. The present pilot studies conducted by some of the Provinces have indicated the need and value of this kind of information and the use that can be made of it.

4. Staff:

Highly qualified extension staff and subject matter specialists will be required to conduct a long term program of this type. It will be their job to evaluate situations, advise on policies, supervise programs, co-ordinate the many agencies, and stimulate the local people into interest, decisions and action toward the development of self-help programs.

While much of the educational work in rural development could be performed by existing extension staffs their present schedules make it impossible to add another program of the scope and magnitude of A.R.D.A. This means that two requirements must be met in order to implement such a program: (a) there must be additional extension staff; and (b) professional training and opportunities and facilities should be established to up-grade the present experienced staff and to train new staff members along the lines as indicated.

5. Administration:

In viewing the present development of A.R.D.A. it appears that a major factor in the near future will be the clarification of responsibilities and contributions between the Federal and Provincial Governments. The lack of this clarification has tended to delay the development of this program up to the present time. There is need for a clear-cut statement on objectives, types of programs to be undertaken and roles of the various levels of Government.

A program such as A.R.D.A. requires (a) access to present research information and facilities to conduct new studies, and (b) staffs to conduct the rural development programs. This necessitates close co-ordination between research and extension, and between these agencies and the universities which train personnel.

The federal Government has an important role in rural development. Every effort should be made to build a strong partnership between federal and provincial agencies. This is not a new concept and many fine examples

of inter-governmental co-operation can be cited. We feel that the A.R.D.A. program presents another and more far-reaching opportunity for further co-operation.

Adequate extension services should be encouraged by Federal grants to the Provinces for approved extension programs. This implies that all Extension work in connection with the A.R.D.A. program should be administered by the Provinces. However, policies, responsibilities, funds, organization, programs and staffs require administrative decisions by Federal and Provincial Governments.

6. Conclusions:

The A.R.D.A. program is a new national approach to the problems of rural Canada. It has great possibilities and the Canadian Society of Rural Extension wishes to identify and associate itself with these worthy objectives.

On behalf of the Canadian Society of Rural Extension, my colleagues and I wish to express our sincere appreciation for your interest in agricultural rehabilitation and development. We wish also to compliment you on your forward-looking approach. We trust that significant progress will be made toward your objectives, and you may be assured that extension workers throughout Canada will be pleased to contribute to the attainment of these goals.

Mr. Chairman and honourable senators, my two colleagues, Mr. Rasmusson and Dr. Paul, have complementary statements, and I am sure you will be interested in hearing those. I am not sure whether you would like to have their statements now, or whether you wish to ask me questions. However, that completes my presentation. I want to emphasize that these three presentations are not separate; they are all part of one brief by the Canadian Society of Rural Extension.

The CHAIRMAN: Do honourable senators wish to ask Dr. Jenkins questions now, or do they wish to wait until the other two briefs are presented?

Senator TAYLOR (*Westmorland*): May I suggest, Mr. Chairman, since most of us received a copy of this paper entitled "The Changing Role of the Agricultural Representative" which was presented by Dr. Jenkins to the Extension Section, Maritime Conference, Agricultural Institute of Canada at Fredericton on July 13, 1961, and which is more of a technical nature, and very important, that it be printed as an appendix to the committee's proceedings of today.

The CHAIRMAN: Yes, that will be done.

For text of paper by Dr. W. A. Jenkins, see Appendix "C", p. 127.

Dr. JENKINS: In connection with that paper may I say that in it I attempted to take a critical look at extension in Canada. I attempted to criticize our present extension work, but at the same time—and I would like to emphasize this point—I feel that extension work in agriculture is far more advanced than extension work in any other renewable resource field. What I am trying to say in this paper is that we can make the best better. It is a critical look at extension, but I do not mean to criticize it when it is compared with extension work in other lines of endeavour.

The CHAIRMAN: In your work in extension do you feel there should be a much greater enlargement of the extension group in Nova Scotia?

Dr. JENKINS: I would not say, sir, a much greater enlargement. I think we need much more training for our extension workers if they are to take on this new role. Our extension workers have been production orientated,

and if they are to accept the challenge of this program I think we have to have some re-orientation. However, I do feel that our men are qualified to do the job.

Senator TAYLOR (*Westmorland*): That is a question I intended to ask. In your opinion in this new outlook on extension work, with the broadening of its scope, have the men who are now working in extension been trained for too long in production and marketing so that they cannot grasp the significance of the larger field and do a job there? Do we have to train new men to direct this type of work?

Senator McGRAND: Is it not difficult to train men to do new work when you are not clear on what the new work is that you want them to do? You have to look at these things before you can train anybody for them.

Dr. JENKINS: I think we have to do two jobs. We have to re-train our present men, and then look at the training of new men. May I say, incidentally, that Dr. Paul is going to deal at some length with the training requirements of extension people.

Senator McGRAND: May I ask this question that is on my mind now? Take, for example, this paragraph that is in your brief:

The roles, responsibilities and contributions of each participating agency should be clearly defined at an early stage in the planning process.

This will minimize subsequent gaps and misunderstandings.

What does that mean to most people?

Dr. JENKINS: Mr. Rasmusson will elaborate on that.

The CHAIRMAN: I think we should hear the other two briefs.

Mr. Lloyd W. Rasmusson (Supervisor of District Agriculturists, Department of Agriculture, Alberta) Vice-President, Canadian Society of Rural Extension: Mr. Chairman and honourable senators, before I commence any reply to the last question I should say that I do not think at this point that I will fully deal with the full implications of it, although I believe it is very significant and must be given full consideration.

The CHAIRMAN: Will you give us your own background, Mr. Rasmusson?

Mr. RASMUSSON: At the present I am, and have been for the past six years, Supervisor of District Agriculture in Alberta. I was born and raised on a farm in northern Saskatchewan. My father homesteaded near Canwood. I obtained my early education there, and I graduated from the University of Saskatchewan in agriculture in 1936.

Those were difficult times, as many of you realize, I am sure, and I did various work including work in the insurance business. I spent four years in the army services, and I returned to the insurance business. In 1948 I joined the Extension Service of the Department of Agriculture as a District Agriculturalist. For some eight years I worked as a District Agriculturalist in the Lacombe area of Alberta.

The CHAIRMAN: How did you manage to get to Alberta from Saskatchewan?

Mr. RASMUSSON: That is an interesting story.

Senator BUCHANAN: He had a forward look.

Mr. RASMUSSON: Actually, my wife and I paid a little visit to Alberta on my embarkation leave. We loved it so much that we said that if I ever returned that is where we wished to settle.

Recognizing, honourable senators, the need for further training in extension, in order to be able to do a job and to meet the ever changing roles, I took additional formal study at the University of Colorado, and obtained my master's degree in 1960.

Senator BUCHANAN: Do you get much better training across the border? I notice all of you have gone there for extra training. Do we in Canada not have training that compares favourably with the training down there?

Mr. RASMUSSEN: That is largely true, sir. We have not provided the facilities, nor do we have the personnel, to teach rural extension workers in their ever-changing role as it has developed.

Senator HIGGINS: I suppose the United States has more money available for research than has Canada.

Mr. RASMUSSEN: Yes, and they have been in this business longer.

Senator HIGGINS: Do they not spend billions on research, not only in agriculture but in other spheres?

Mr. RASMUSSEN: I believe that is true, sir.

Senator BUCHANAN: I am just trying to find out if something should be done in our universities.

Mr. RASMUSSEN: I believe there is an urgent need for a close look at a solution to this problem. We should provide more facilities than have heretofore been made available.

Mr. Chairman and honourable senators, the brief statement I wish to make is supplementary to our main brief which was delivered by Dr. Jenkins.

The importance of stimulating organized group action through local committees was ably expressed by Mr. R. A. Stutt, Head of Land Economics Unit, Canada Department of Agriculture, Ottawa, in an address entitled, "Opportunities for Rural Development in Canada". This paper was presented at the 31st meeting of the Canadian Agricultural Economics Society held in conjunction with the 41st annual meeting and convention of the Agricultural Institute of Canada, Regina College, Regina, Saskatchewan, on June 29, 1961.

It reads in part:

—the principal avenue to facilitate the Program is the formation of regional, area or community committees. These are really planning groups of local citizens within the local communities—

—one might view the local committees as embracing the entire range of projects in the alternative land use as well as the strict rural development projects. These committees should represent the nucleus of local interest and action which unite and direct all the inseparable means of development of an area. They are the real operating arm of a rural development program, and can perform three main functions, (a) direct attention to basic economic and social needs, (b) co-ordinate all local efforts and forces on common goals or objectives, and (c) improve relations between the rural and urban segments of the area.

The idea of involving local citizens in the formulation of extension program planning is not new. Extension generally recognizes that the most successful extension programs are those where the people affected are intimately involved in all phases of the program. It must be their program for change from "where they are now" to "where they want to go". Extension can and must help to point out the various possibilities so that the people with whom they work can decide the best means to use in attaining their goals. Those who must bear the consequences of actions taken are the ones who should make the decisions. The most successful Rural Development programs will likely be those that are talked about by local leaders as "our" and "my" program.

The use of local "key" leaders in advisory planning organizations is essential. It is physically impossible to use all the people in a community on a program planning committee. However, we can bring the lay leaders of

various interests together for this purpose on a workable and representative basis. Various means may be used to form a program planning committee, but the composition should give consideration to representation from:

- (a) organizations,
- (b) geographic areas, and
- (c) commodity groups.

Community representatives should include men, women and youth.

In some communities appropriate existing organizational committees already exist.

In Alberta extension programs and annual plans of work are developed in each of the 44 district agriculturist areas. These have gradually changed from a casual informal nature to a more specific written form. The framework of the planning body varies, and has changed from the occasional planning discussion with local leaders, agricultural societies, farm organizations, farm management groups and 4-H club councils to more formally organized extension advisory councils. These bodies represent wide local interests. Its membership consists of some of the best informed and interested people in the district. They meet for a very special reason which is: How can they work together to improve their social and economic situation? These are essentially agricultural extension program planning committees. The areas of planning considered include various problems in agricultural production, farm and home management, family living, 4-H and youth work, leadership development, marketing of agricultural products, conservation of soil and water, and community development. The programs of these planning bodies are basically problem oriented and, over the years, have broadened in scope.

It is conceivable that these planning committees might well be the nucleus for further expansion to encompass the breadth of activity envisioned in Rural Development.

Designing programs for Rural Development will not be easy. We can not plan local programs from the top down. The most successful local programs will have roots among people. The problem is complex because the components of programming are complex. These include people, their needs, their interests, useful technology, educational process, analyses of situations, decision making, determination of action and the projection of the desired shape of things into the future which is not simple.

The problems may loom large but the opportunities for a more rational total utilization of our human and physical resources are also great. I am sure that Canadian Rural Extension workers are challenged and will be pleased to help explore and develop the greater possibilities that will likely gradually, but surely, accrue through the implementation of the Rural Development concept.

The CHAIRMAN: Thank you, Mr. Rasmusson. Was your question answered, Senator McGrand?

Senator McGRAND: Not quite.

The CHAIRMAN: We will now hear from Dr. Paul. Would you give us your background, Dr. Paul?

Dr. L. C. Paul (Professor Extension Department, University of Saskatchewan) Secretary-Treasurer, Canadian Society of Rural Extension: Mr. Chairman and honourable senators, as to my background, I originally come from a farm near Prince Albert. After teaching in rural schools for a while I went to the University of Saskatchewan, then to Minnesota and then to Iowa, and for some fourteen years after that I was in the federal Department of Agriculture in the science-service division. Since 1944 I have been on the staff of the exten-

sion department of the University of Saskatchewan where I have been in charge of agricultural short courses, field days and radio programs—programs that are directed towards farm people.

As for other experience, in 1959 and 1960 I was chairman of a national committee appointed by the Agricultural Institute of Canada to study agricultural extension in Canada, present and future. This has been reported in the A.I.C. Review. I have spent some little time in the United States becoming acquainted with their extension set-up, and their training and research in extension.

Last summer I was overseas for four months on a Nuffield Foundation special grant, and as a visitor of the British Council looking at the agricultural advisory work in the United Kingdom. I also visited the Netherlands, Denmark and Sweden. I was present at an international extension training centre where there were 135 people from 42 countries with three official languages in use. That was quite an experience.

Another possible qualification I may have is that I am on the executive of the National Standing Committee on Rural Extension of the Canadian Association for Adult Education, which has also been studying this problem. I represent the University of Saskatchewan on the Saskatchewan Rural Development Council, and I have been secretary of the Canadian Society of Rural Extension since its origin.

As has been indicated by Dr. Jenkins and Mr. Rasmusson, education is an essential part of a program on rural development. There are now increasing demands for training from many groups. In our rapidly changing society there are training needs at all levels, from the individual farmer, the community leader, the extension staffs and the administrators. To meet these needs, special educational programs must be developed for each of these groups. Even within a group special programs may be required; for example the cattlemen as contrasted to the hog producers. It is also important that the programs be suited to the educational levels of each group, for example, in some communities, and this applies particularly to those in sub-marginal areas, the education is low and production techniques are backward. In other areas a very different program is essential.

In each case the objective for the training should be clearly defined. Is it merely to present information or to develop skills? Or is it the much more difficult task of changing attitudes so that people will be interested, and will be willing to try new methods and then put them into practice?

In our experience in Saskatchewan in the past ten years, there has been a marked change in the demands from farmers for educational courses. At one time they wanted information on the health of livestock, or growing crops or how to keep machines running. Now the major emphasis is on more technical and more specialized help on topics such as what enterprises one should have, economics and management, the vitamins and proteins for brood sows.

The old approach of how to do a thing is no longer entirely acceptable. Now they wish to know what are the alternatives, what is best and why it is best, and how their goals can be achieved.

Only well-trained extension personnel, with up-to-date information are now acceptable. The present demands are in decision making, how can one justify the purchase of new equipment, or the starting of a new enterprise. Details of livestock production and marketing are popular. New developments in fertilizers, chemicals, oils, crops, etc., are of interest. Courses on planning and on skills such as welding, plumbing and electricity are well attended. Another interesting development in fairly recent years is that the farmers now attend these classes; they do not stay at home and send their sons.

It would appear that in any Rural Development program, such courses should be available for farmers. For those persons who work part time off the farms, special courses such as forestry and the tourist trade may be required. Special training is also desirable for those who leave the farm. But these courses will only be useful if they fit local needs and if people are sufficiently interested to attend and to accept this guidance. A special effort will be required to motivate people in sub-marginal areas to use such courses.

If Rural Development is to become a reality it must have the interest and co-operation of individuals, and the support of the community. This necessitates that there be community leaders who have the vision of what may be achieved, the confidence of the people, and some understanding and skills in working with people. Training courses are now being requested by leaders in topics such as how a community operates, the conducting of group discussions and meetings, and on organizing.

These educational programs do not "just happen". The requests may come from communities, but the preparing and conducting of programs is a responsibility of extension workers. This means that there must be persons who have technical knowledge, and also training in psychology, sociology, adult learning, extension philosophy, methods and program planning. They should be able to recognize present needs and probable needs, be able to draw in specialists in soils or economics or health, be able to apply new findings to the local problems, be able to develop meaningful programs, and be able to evaluate.

It would appear that to achieve these three objectives of training individuals, community leaders and extension personnel that a new look at training is required. The key personnel in training individuals and community leaders is the extension staff. But to provide the needed training in extension philosophies and methods will require funds, staffs and facilities.

In the broad scope of Rural Development, there are many extension agencies that will be involved, e.g. agriculture, health, natural resources, and others. The staff of each agency will require its specialized subject matter training, but for all these agencies, there are certain common extension needs which will better qualify them to work with people and bring about changes.

To meet these common needs there should be qualified institutions to do this training. These extension people look to universities for such training.

Since training of extension personnel is a key to a long-term rural program, it would seem appropriate that national funds be made available to develop suitable training centres.

If there is to be ample extension staff to conduct a national rural job, it also seems appropriate that federal funds be made available to hire more extension field staff for approved federal-provincial programs.

Utilizing national funds for training of extension personnel, community leaders and individual farmers together with carefully planned and adequately financed research and program projects would, we feel, be the best means to achieve the objective of better rural living, and would thus give the greatest returns for the investments.

The CHAIRMAN: Honourable senators, have you any questions?

Senator McGRAND: I would like to have my question answered now. I am thinking of Nova Scotia. Would you give me an idea of how you would approach the problem of a rural community in Nova Scotia such as Caledonia or St. Andrews, or any community that has the problem of keeping people on the land and giving them a living? How would you approach one of those communities and outline a sort of pilot program? Each community is a little different from another, I know, but how would you approach any one of those communities?

Dr. JENKINS: You have hit on the crux of this whole problem, senator, and I think you realize that. In approaching this sort of problem it would seem to me, sir, that one would go into these communities, sit down with the people and, first of all, try to help them recognize there is a problem, if there does happen to be a problem in that particular area, and then solicit from them, after presenting various alternatives, some ideas of what they think might be, at least, part of the solution to the problem.

In other words, what I am trying to say here is that when we recognize a problem like that we can usually relate it to the kind of thinking that people in this situation have. What I am suggesting here is that we provide a vehicle by which people can take a critical look at the community, provide some of the answers, and financial assistance if it is required. After that, these other things must be examined.

This is far too brief an answer, but in connection with the point you raised previously the problem becomes one of spending some time with these people. Up to the present time our agricultural representatives and extension staff have not had the time to do this kind of thing. We have been answering questions as to what kind of fertilizer to use, how much, and so on, and our men have not been taking a look at the overall community problem. This is what we must now face. This is the particular area of work which you have so well brought before us.

Senator McGRAND: I will say just another word or two. I have lived in a rural community all my life. I am interested in rural people. It seems to me that the majority of people in these communities have the idea that their land is poor; that it is not much good. They want to sell their farms and get out. They tell themselves that there must be something better for their children than having them stay on the land where they have not been too successful.

Now, when you go into a community to talk to the community leaders you are going to find a great deal of that philosophy there to start with. It is one of discouragement. I am wondering how you are going to uncover a spirit of optimism so that you can begin to work.

Dr. PAUL: What causes this discouragement? Is it the land? Is the farm not an economic unit? Is it marketing?

Senator McGRAND: It is a combination of many things. First of all, many of our communities are a long distance from the market. When people travelled by horse and wagon or horse and sleigh it might have taken twenty-four hours to get to the market. Another community might be near enough so that the farmer could get there and back in a day. Because of that there was a tendency to leave those back settlements. Then there is the question of schools. It is hard to get schools, hard to keep the roads open in the winter, and to have them fixed in the summer. There grew up in New Brunswick the feeling that the land was not much good, and there was a tendency to say: "They should never have taken it away from the Indians". That is part of the background.

I would like to know just how you are going to approach these people. Every rural county in Nova Scotia has lost population. I believe in Antigonish County there was a rural population of 18,000, and it is now down to 6,000. Is there any chance of these people holding on to the land? I do not think you are going to get people back on the land, but can you stop further migration from the land and the abandoning of farms? Is there any possibility of reviving this economy to the point where you can do something with respect to the abandonment of farms?

Senator TAYLOR (*Westmorland*): If the condition is as you have suggested, then why hold on to the land?

Senator McGRAND: It is good land.

Senator TAYLOR (*Westmorland*): You are talking about poor land.

Senator McGRAND: No, I am not talking about poor land; I am talking about land which the people thought was poor. There is a lot of good land. These people left because they were thirty or forty miles from the market. Some of the best land in New Brunswick has been abandoned for that very reason, but the impression in the minds of the people was that the land was not too good. They felt it was unfavoured, and that the Lord did not smile upon them.

Now, if the land is good in those communities and there is a chance of developing forestry, and so on, is there a possibility of stopping this migration from these rural communities?

Dr. JENKINS: Well, sir, it would seem to me that we would have to examine this problem at various levels. First of all, is it our primary objective to retain the people on the land at any cost?

Senator McGRAND: No, I do not think so.

Dr. JENKINS: Or, is our primary objective to raise the standards of living for those who remain on the land? If we adopt the second proposition then it seems to me that we have to point out the adjustments that are necessary among our rural people. Perhaps such adjustment will come about in the consolidation of farm units, but this consolidation, I suggest, must be done on an economic basis, and this brings up again the two levels of approach to the rural community. The first level, as I see it, is the level of dealing with farm management principles—that is, the level of getting people to have economic units in such areas as you have described. I suggest that this might be on what we could call a basis of expansion, in which case a man who has a relatively large acreage could be persuaded to carry on a forestry project along with beef cattle, and so on. This is a problem of the individual farmer.

The ARDA program, as I see it, does not deal as specifically with this problem as it does the problem of communities, but I suggest that a good extension man in a community can work not only with the individual farmers on a problem of farm management, but also he can view the resources of the community in a similar way as he views the resources of an individual farm. He can stimulate group action to improve the communities just as he can get an individual to improve the situation on his particular farm.

Senator McGRAND: The community is going to be the unit of his work; is that right?

Dr. JENKINS: In the rural development program the community is the unit.

Senator McGRAND: The community rather than the individual?

Dr. PAUL: It is hard to separate the two, sometimes.

Senator McGRAND: You are going to look at the welfare of the community?

The CHAIRMAN: Or, at the people in the community. Just how do you anticipate the community development scheme will start in a rural area—that is, in such an area as you have described? How would these things start? Would it really be up to the extension department to start the thing off, or would there have to be some leader in the area who would take the initiative? And, if there was such a leader how would he know there was such a thing as a rural development program?

Dr. JENKINS: I would like to mention at this point a word that I have used before, namely, "catalyst". I look upon the agricultural representative as the catalyst, the person who comes in and gets the people thinking about their properties.

Senator BUCHANAN: When you say that we should go in and do this, is that the person you are thinking of? I am wondering who is going to do this.

Dr. JENKINS: The agricultural representative.

Senator BOIS: I could cite as an example of a certain line of work that has been followed for nearly forty years in Quebec. We started by deciding what was wrong was not that a man quits a poor farm but that he stays there. That is what is wrong.

For three years I have followed a group of farmers who decided to adhere to certain policies that were discussed among them. They took into account what kind of farms they had, what their financial resources were and how many sons they had, and so on. It was discovered in many cases there was no answer, and the farmer was advised to quit if he could, because that was the only solution.

We met many farmers who were willing to follow instructions. Mind you, there was not much credit available in those years. We had to discuss, and work on the elements of the problem. We discussed how to feed, how to organize a plan of rotation of crops, what use to make of whatever fertilizer, organic or chemical, they could put their hands on. This went on, and these farmers pledged themselves to follow the instructions for five years.

It has turned out that up to last year over 10,000 farms in Quebec have followed this method, and it can be seen very easily now that they are at the bottom of every movement towards improvement not only of their own farms but the larger community because, as a matter of fact the non-farming people are sympathetic towards the efforts of the farmers.

To cite one example, there was no flue-cured tobacco in the Joliette district before the early thirties. The farms there could have been bought for \$500 or even \$300. Then the production of flue-cured tobacco was introduced, through the exclusive efforts of a couple of extension men, and now you cannot purchase an acre of farm land there for less than \$1,000. It was this kind of situation that was dealt with. Groups of thirty farmers were taken because it was felt that that was the greatest number that any extension man could take care of if he wanted to fully cover everything.

The farmers have families. If the wife is against a scheme then there is nothing doing, but if she is in favour of it then it goes ahead. How many sons a farmer had was another matter to be taken into consideration, and any other resources he might have had.

What would be a reasonable income to be expected from any particular farm unit was also discussed, and this led to the organization of co-operatives. At first they were too small. We realized that at the beginning, but we could not start in any other way. There were at one time nearly 500 local farmers' co-operatives, and now there are about 300. They have consolidated.

Call the program ARDA, or whatever you like, we will always have an obligation to give to the farmers' groups all the help we can in bringing the program to their attention, and we must deal with a group of thirty farmers sometimes. This makes the whole problem a difficult one, but the responsibility for a solution must remain in the hands of properly qualified technicians. It is no use trying to get around that fact. In spite of all that goes on in Quebec we accepted the fact that what was wrong was not the man. We found that most times he was willing to work—and he was working for not very much, I can tell you. He was doing the best he could with the means at his disposal, but unfortunately, he could not change everything. He needed knowledge, he needed money, and he needed better ways of selling his produce. Those were the three main points we considered.

I think the question of selling produce is a very important one, and it should be dealt with, otherwise we will find out after a while that leaving everything to the other fellow is one of the most costly ways of doing things. It is a sure way of driving the farmers from their farms. However, it is a tough problem.

What will the new extension man be like? He will have to be well qualified. He will have to have the best training possible. But, in spite of that, he will need the help of specialists. One man cannot know everything. He will need the help of specialists in poultry and specialists in vegetable growing—even a specialist in some particular group of vegetables. No one man has all the knowledge necessary in order to be able to arrive at a solution to a particular problem. Also, the problems vary from one place to another.

We have to admit and face up to our problems. It is not the intention of ARDA to keep all the farmers on the farms, nor to push a farmer off his farm if he wants to stay there. It has to be viewed from all the social and economic aspects that go with it.

Senator McGRAND: I would just like to finish. It is a new attitude or a new technique that seems to have been generated by ARDA. Now, where is this new attitude, this new technique, or this new attempt to search for things, coming from? Is it coming from this group of extension workers, or is it coming from the provincial departments of agriculture or from the federal Department of Agriculture? Where is this new technique coming from? Where is it being generated?

Mr. RASMUSSEN: Mr. Chairman and honourable senators, I think there is a danger if we in extension work take a very specific viewpoint and say: "We will do this". This is a big job. It is a job that is going to require much co-operation from, and co-ordination of, all the people and the individual communities. We must all get together to do this. I would, however, add that I see a special leadership role for the extension workers, a role that might be considered in the light of a concept or a process of helping people achieve those goals and objectives that they have come to find desirable. We should not make their decisions for them.

I am not sure that this answers the question, but you did ask a question with respect to clarification of roles and as to who is going to do this. I do not think that any one person or body of individuals can do this alone, and I see rather more hope in the approach of a representative co-ordinating committee.

I also attempted in the brief which I presented to indicate agreement with Mr. Stutt in that we might focus our attention on the community committee. I believe that there we, in extension work, can help point out some of the possibilities to the community committee and together come up with the answers.

Senator INMAN: How do you get in touch with these communities? Do you wait for an invitation, or do you hear of them, and go in? How do you approach them? Do they approach you, as an extension worker?

Mr. RASMUSSEN: There are many approaches. Our first approach is to individuals. We have to gain their confidence. We have something to offer, and we must be able to perform a useful function.

Senator INMAN: How do you know you have to go among them, and organize them?

Mr. RASMUSSEN: They discuss their problems, and their opportunities and possibilities for action towards solving their problems.

Senator INMAN: Suppose I belonged to a community. Would somebody send an invitation to an extension worker?

Mr. RASMUSSEN: I appreciate your question, and it is a good question, because I do not believe that we, as Government representatives or civil servants, have the right to impose our views, or press ourselves, upon individual people.

Senator HIGGINS: You are there to advise?

Mr. RASMUSSEN: Yes, but we try through gaining confidence and having something worthwhile to offer to bring about the situation in which they make the first approach. But, we must offer opportunities to do so.

Senator TAYLOR (*Westmorland*): I would like to suggest something here. I may be wrong, but we have been studying this matter of land use in Canada for some five years. Many people have appeared before this committee to express their views. This committee has compiled a vast amount of information, and recommended to the Government the establishment of some sort of legislation such as we now have. I think there has been an emphasis, and rightly so, on the fact that there must be a grass roots movement, but I am wondering if back in the rural communities and areas they know what all this means.

Senator BUCHANAN: You tell us what you think it means.

Senator TAYLOR (*Westmorland*): I am coming to that. The work in the rural areas up to this point has been done by agricultural extension workers, and that work has been in the fields of production, marketing and distribution. We have now reached the point where the rural area is a rural development problem, and not entirely an agricultural problem. There is a combination of things that we must deal with now. I am not too sure that those people know where to start. I am trying to answer, to some degree, Senator Inman's question.

The rural people are acquainted with their extension worker, and it seems to me that that would be the avenue of approach for those people. But, does the extension worker know what to do? I am not sure that he does. It is for that reason that I have maintained—and I think the chairman will agree with me that this was in our last report—that there must be a grass roots approach, although I also agree there must be some leadership given from the top.

I have in my own mind what I think could be done in my own rural area, and in the community in which I live. We have among us a man who years ago went down into Quebec and travelled around, and who is really the father of the development he talked about. He is the man responsible for it, although he did not say so. He knew what to do, but those local people did not know what to do. That is the type of extension worker I want to see in some type of organization. I would like to see a national act that would have sufficient flexibility so that it would apply to any problem in any part of Canada, but when somebody asks me: "What will you do in this area?" I am not in a position to answer.

I know that in my own area something must be done, and I am quite concerned, but for me to go into that community and say: "I want you people to get together and decide what to do" would be of no use because they would ask me: "What are we to do?" and I cannot tell them. Perhaps I might think I can tell them, but if I do I might start them off on the wrong track, and if I start them off on the wrong track it will be a long time before they can be put on the right track.

It seems to me that it is very important to see that we get off on the right foot with respect to this thing, and that some direction must come from some national head who can give direction to these people.

I do not minimize the activities or the capabilities of extension workers, but I do know that they have got to be given some help. Up to this point they have been devoting their full time primarily to two fields of activity—production, and marketing and distribution. It would be dangerous to load the extension workers up with something about which they have no knowledge, and in which they have no training. I think we have a few men in Canada who know what to do, who know the means, who know the course we should follow and who know the goals we want to reach, and they should train our extension workers who are out in the field. There should be a national head

directing this so that there will be uniformity to it. I know that one project which is satisfactory in one area will not be satisfactory in another, but our endeavours in this regard should all be in the right direction.

Dr. PAUL: Mr. Chairman, I tried to point out that the extension workers are very aware of all these new changes and the new needs for types of training, which were not apparent in the past. We are also very well acquainted with the people and their problems. That is what makes us more conscious of the needs for certain types of training. For example, the structure of society and how it operates is very complicated. We have to know something about how people learn, and that is complicated too. We must understand the philosophy of this and what we are trying to do in developing different methods of program planning.

We cannot send in a person who is only a good engineer and expect all this to be achieved—because we are working with the people. One of the reasons why our organization became established was for professional improvement, to get training such as has been mentioned. We have a national committee working on this very problem at the present time—the problem of training needs within extension itself so as to better qualify our people. We hope that the universities will pick it up. The Ontario Agricultural College has started on this, and the University of British Columbia has a course. We heartily agree with what you say.

Senator TAYLOR (*Westmorland*): I would just like to add this, that I think it is very important that there be complete cooperation between the ARDA organization with the provinces, with the departments of agriculture and with the extension services of all the universities in Canada. There is a tremendous job to be done, and it is going to need the best brains we have in organizations in order to do the best job possible.

Dr. PAUL: Mr. Chairman, there are many resources which are not being used at the present time. As Dr. Jenkins mentioned, a major factor in the near future will be the clarification of the responsibilities and contributions of the federal and provincial governments. As soon as we obtain this clarification we will be able to start. However, it must be something definite and it must come soon because it is holding us down right now.

Senator TAYLOR (*Westmorland*): I know the federal Department of Agriculture is trying to steer away from extension work, and that is because it feels that for many years there has been a definite line of demarcation between the federal Department of Agriculture and the provinces. But, I think the fact remains that there have been instances of where the federal Government has done extension work, and this is one field where it is needed very badly.

Senator McGRAND: Does anyone agree with me when I suggest that one of the drawbacks of our present system results from the fact that our educational system has stressed the material sciences rather than the social sciences?

Dr. JENKINS: I would not disagree with you for one minute on that, senator.

Senator McGRAND: At some future time I shall discuss the larger field of education.

Dr. PAUL: To follow that up, senator, in other fields, scholarships and grants can be obtained, but within the extension field there is a dearth, and there is a need for training opportunities.

The CHAIRMAN: One thing I would like to suggest is that if this program is given enough publicity through the press and over the radio, it is probable that it will develop from the grass roots level to some extent, because it will be found that leaders in a great many districts will take hold of this thing and approach the extension departments. It will develop from the grass roots level in many cases, if there is enough publicity.

Senator McGRAND: But when the request is made from the grass roots it is usually made in an effort to get an immediate dollar—

The CHAIRMAN: Not necessarily. I do not agree with you there—not if they understand the ARDA program.

Senator McGRAND: The average individual's interest as a rule is upon the effect during his lifetime, rather than the long term effect.

Dr. JENKINS: Mr. Chairman, we note sometimes in retrospect that there has been a note of optimism about this thing, but as Senator Taylor said it has only been five years since this committee first began thinking of land use, but in that time much has been accomplished. Here we have legislation passed. ARDA has been born, and we are ready to move. I suggest that if we go ahead as fast in the next five years as we have in the past then tremendous strides will have been taken in putting across the ARDA program. I have already received a large number of invitations to talk to rural people in my own province about ARDA. There seems to be a general awakening right across the country, Senator Inman, and extension people are getting invitations every day to go out and explain the ARDA program to the rural people. I sense a general awakening, and a new interest, and the germ of this, I suggest, was born in this committee some five years ago.

Dr. PAUL: I concur in that, Mr. Chairman, and also that there is a need for clarification of objectives and the roles if the program is to be successful. I suggest that there are some provincial people who are not yet giving it their full support because they do not understand it. Clarification is required as to whether ARDA is a tool or a resource that should be used by the provinces.

Senator McGRAND: That is why I asked the question I did. It does start with the provincial departments of agriculture, and I am afraid you will have to sell them the idea first.

Senator HIGGINS: What is a community? I know what a dictionary would say it is, but what do you understand a community to be from the viewpoint of agricultural policy? How are the boundaries mapped out? How do you decide who shall form a community?

Dr. PAUL: I think you might say it is a community of interests.

The CHAIRMAN: A community of interests; not a community with geographical boundaries.

Senator HIGGINS: If there were 100 people who wanted a problem solved and they got together would you regard them as a community, or would you join them up with people 50 or 100 miles away?

Dr. JENKINS: No.

Senator HIGGINS: No matter how small a group they are you would try to help them?

Dr. JENKINS: Yes.

Senator INMAN: From where I come the district surrounding a school is called a community.

The CHAIRMAN: If there are no more questions, I will entertain a motion to adjourn.

Senator HIGGINS: I move a vote of thanks to the three gentlemen who have come here to speak to us this morning.

Hon. SENATORS: Hear, hear.

—The meeting was thereupon adjourned.

APPENDIX "C"

* THE CHANGING ROLE OF THE AGRICULTURAL REPRESENTATIVE

"O wad some Power the giftie gie us,
To see oursel as ithers see us;
It wad frae mony a blunder free us,
An' foolish notion;"

Burns

The primary purpose of this paper is to examine the role of the Agricultural Extension work in a changing economy. We begin with two assumptions: The changing pattern of agriculture and the rapid decline of the farm population mean that the extension service, like any public agency serving the industry, is going through a transition period. Secondly, extension workers, themselves, have an obligation to guide the future role of their program to produce a maximum public benefit for the total society.

Parenthetically it should be stated that the very nature of this paper requires one to deal in broad and perhaps grandiose generalizations. It follows, of course, that acceptance or rejection of the propositions outlined below will be a matter of individual choice. It is my only hope that we, as extension people, will devote sufficient time and attention to the problem to properly guide the future course of this activity.

Returning to our central theme, it seems that we can properly address ourselves to the question: "Should extension plan to continue and even expand its present operations in answer to new challenges or should it now make provisions for going out of existence because the problems for which it was created no longer require this kind of assistance? In any dynamic economy, agencies must change to meet new conditions or go out of existence to make way for new institutions to meet new situations. This is what the late Professor Schumpeter, in reference to the economic processes called "creative destruction". That is to say the mastery of one problem is the creation of another—and so we move on—this is the basis of progress. Well it is certainly not inconceivable that within a very few years our society would be adequately served and perhaps at less cost if the Extension Service would take itself off to this Schumpeterian Valhalla. There are some, of course, who would subscribe to this idea and say that Extension has outlived its purpose. These people would probably base their argument on the principle that many farmers of ten or twenty years from now will be further along in technical knowledge than their Agricultural Representatives. This might be interpreted as implying that the Agricultural Representative is harder to change than the farm people with whom he is dealing. I suggest that, generally speaking, this is altogether too strong a statement. Even where it may be true, these cases are not difficult to undersand. If an Agricultural Representative builds a particular service for his clientele and this meets with success there is a great tendency to keep pushing this service and perhaps extending it, in response to a growing demand. Maintaining this service and rendering it over and over again tends to establish a fixed pattern of extension behavior and we all know that is not easily broken. At the same time, I would submit that Agricultural Representatives must find ways for handling the old established services with less effort so that they will have more freedom to concentrate on new programs as times change.

* Paper presented by Dr. W. A. Jenkins to the Extension Section, Maritime Conference, Agricultural Institute of Canada, Fredericton, New Brunswick, July 13, 1961.

If one rejects the proposition that the Extension Service is no longer necessary, one must then determine in what direction future extension programs will turn. Of one thing we can be certain—future extension programs will be different than those of today. Having made this statement, one is then challenged to predict as to what will be the role of extension in the future. Things are moving so fast and our program must be so well geared to making adjustments that I fear anything suggested in this paper will err on the side of not comprehending the full impact of the adjustments that lie ahead. In other words, I make this forecast with some hesitation because I fear that it will be too confining and too limited; that it will not go far enough in suggesting what changes will take place in our future extension program.

With these reservations, let us examine the needs of the rural people in our continually changing economy. Certainly these needs were one thing back in the days when the Agricultural Representative Services were organized in the Atlantic Provinces some 35 years ago. They became something else during World War II and in the post-war period. Today, these needs are in still another category and the changes in our economy occur at such an accelerated pace, it is difficult to estimate what programs will be required in even the near future.

In one sense, these changes can be examined from the point of view of our relations with the farm people. From another aspect, our changing role can be examined from the viewpoint of the farm people, themselves, and the type of decisions they are constantly making.

From the former aspect, i.e., from the point of view of our relations with farm people I think we can agree that the Agricultural Representative began his work as a sort of "Service Man" or "Trouble Shooter". In this role he was called upon to perform such tasks as administering to sick animals, demonstrating the use of new machinery and techniques, and doing a myriad of other services that were demanded by the farm public of that era. In this field of endeavour it will be noted that the Agricultural Representative was almost constantly dealing with individual farmers and their problems as entrepreneurs.

Later, the function of the Agricultural Representative evolved to the point where the focus turned to a group approach with emphasis on farm organizations, co-operatives, breed associations and the like. In making this adjustment it was generally felt by extension people that their programs were more effective because more people could be reached and demonstrations could be conducted through organized groups as contrasted to the individual basis of approach that was common in the previous period.

Still later, there was the advent of the "farm management approach". This featured a consideration of the decision-making processes in relation to a unique farm situation. In order to be really effective, this procedure had to be developed on each individual farm. Thus, there was a return to the individual approach.

With the advent of community development and all that is embraced in, the new ARDA program it would seem that Extension, if it is to meet the challenge of the future, must now return to the group approach and work from the point of view of area development. In this new role, extension workers will be expected to assess the availability of renewable resources within a prescribed area, to organize various groups for the proper utilization of these resources, to direct investment in their development and generally co-ordinate whatever community action will be required to inspire and encourage area development programs. The real problem here will be cast in terms of resource allocation, investment for resource development and the creation and management of institutional devices for these purposes. I see the Agricultural Representative as the catalytic agent in this whole process which will require the

rigorous application of political, economic and social analysis. Agricultural Representatives, then as county leaders assuming their proper role, will need to know a great deal more about economics, sociology, and the other social sciences.

We now turn to a brief examination of the Agricultural Representatives changing role from the point of view of the farm public which he serves. This can be couched in terms of the type of decisions made by the farm families. These decisions can be classified or stratified according to different levels or echelons. For example, at one time, the common type of assistance required was that involved in making such simple decisions as what kind of fertilizer to apply to a crop. The second level centered around a particular farm enterprise; for example, should one consider a hog enterprise along with dairying or what is the place of cash crops on a dairy farm? A still higher order of assistance was requested more recently which included all the enterprises that make up the farm business. This area of assistance required a "whole farm" approach and gave emphasis to the decision-making process. A fourth and still higher order of assistance will concern itself with problems which involve the farm, the home, and the community. A review of the extension record shows that much of our time has been spent on the lowest level of decision. In the future, more attention will have to be given to the higher echelons and, if Extension is to continue as a viable force in this country, the highest level should be met as soon as the opportunity presents itself. Indeed if we, as extension people, do not meet this challenge, or if we do not aggressively seek this new role we may find ourselves lapsing in desuetude or, what might be still more horrifying, an unsanguine sinecure. Faced with these alternatives we must either reconstruct our present program to keep pace with our dynamic economy or make way for some other agency with a more far-reaching vision.

At this point it might be well to examine the resources within the extension family in an effort to determine whether or not the job to be done can be accomplished with the present staff. We must concede that much of the extension work being done in our counties today has not kept pace with the changing needs of the industry. This lag is not something that has developed in recent years. Indeed, even in the early days of extension work one might have said, in a general way, the program was not suited to the needs of the people as well as would have been desirable. There never was staff enough nor staff qualified enough to competently analyze the particular situation and discover what changes would have to be made to benefit the well-being of the people in a specific district or county. The need for such analysis is greater today than ever before.

Certainly in any analytical description of Agricultural Representatives *per se* the first concept that must be introduced is that of altruism. The bulwark of the extension force is that large majority who sacrifice family and friends for the sake of their farm clientele. These are the tireless, dogged, and determined workers upon whose shoulders rest the problems of all the farmers whom they serve.

Another type of extension worker is one who is knowledgeable, studious, yet somewhat reserved. He has information and is willing to dispense with it to all who come seeking it. This type of individual is useful because he has his feet firmly planted on the ground and lends stability to any group in which he finds himself.

The antithesis of the former type might be described by such terms as, gregarious, spectacular, and ostentatious. This is the organizer of exhibitions, field days, or other *ad hoc* festivities. Loud speaking equipment is the chief tool of his trade and revision of entertainment is the principal function of this type.

Gradually passing out of the picture, but still existent to a degree, is the "chore-boy" type who will come a-running at everyone's beck or call. He is an extremely busy person who never seems to get ahead of his work. He conveniently avoids the necessary and more fundamental tasks by being heavily engaged in those things that are simple, irrelevant, and even archaic.

Unfortunately in the extension force, as must be the case with any large group of people, there is the type that is just, let's face it, plain lazy. Here, the only interest in the job is the pay cheque. The basic attitude of this group seems to be that when pay increases are granted they apply across the board—so why worry?

From the foregoing it might appear that the lines of distinction among the various types are clear and definite. This is not the case. Indeed most Agricultural Representatives are a combination of all these types. While some may appear to be a personation of one type or another, at first sight, further study would reveal that there is an element of most types in most of us.

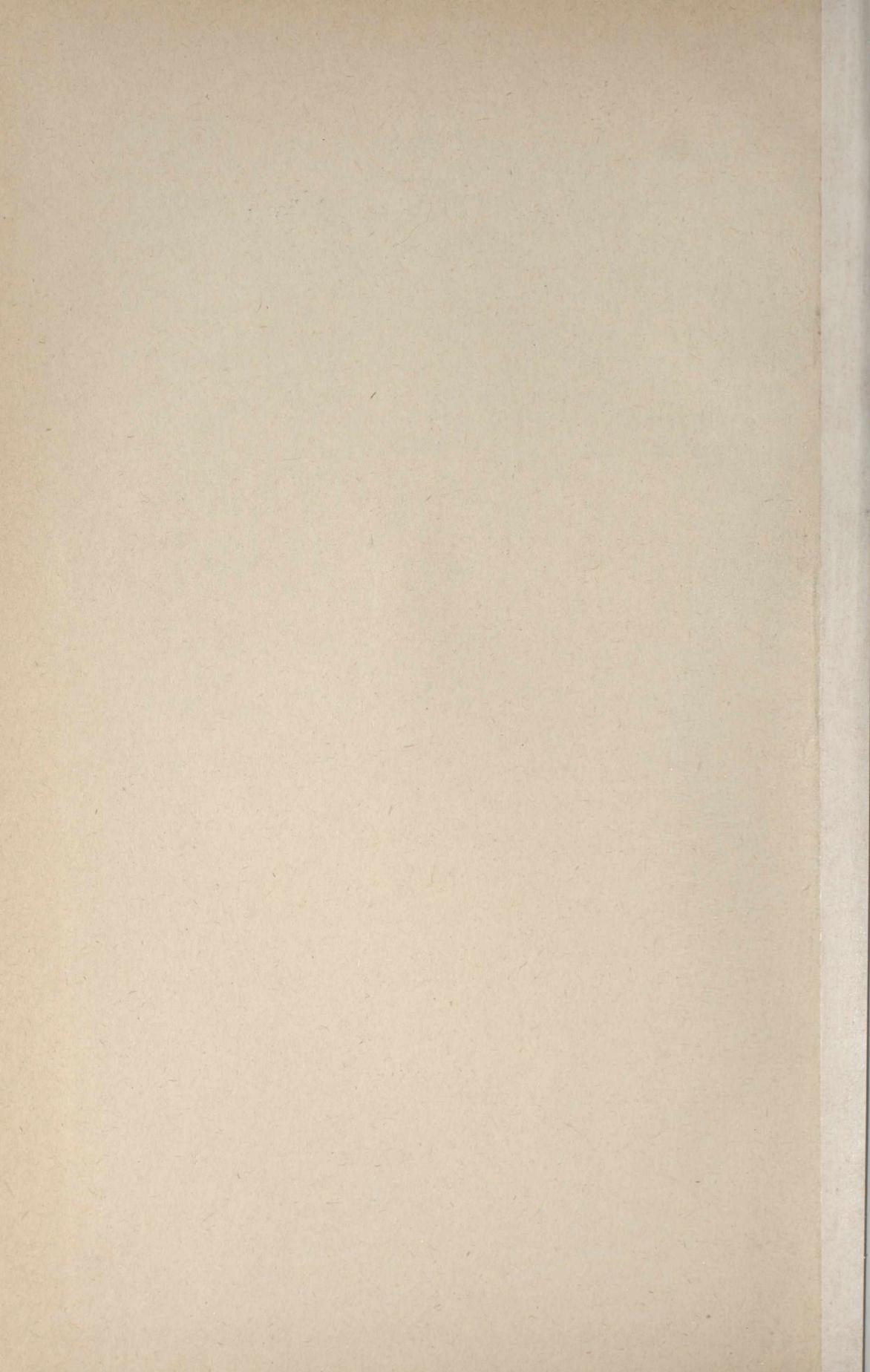
"The new look" in extension as I see it, will demand people of many talents. The Agricultural Representative of the future will be an organizer, a sociologist, a specialist in the use of renewable resources and a country statesman. More explicitly, instead of being concerned with the limited problems of the farm he will widen his focus to the problems of all the resources within a community and will somehow bring these to the attention of those people who can and will do something about their utilization. At the same time he will be constantly looking for new frontiers of accomplishment for those who hold his primary interest. In this way, he will adhere strictly to the original concept of extension in "Helping people to help themselves". If we in extension, define the limits of our function to the problems of the individual farm, I suggest that, in the years ahead, this role can and will be fulfilled by a much smaller staff which will be supplemented by commercial interests. My guess however, is that we will meet the challenge of the future; define our responsibilities in much broader terms and assume the leadership for community development which I suggest will be the future role of Extension in this country.



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- Peter, Harold J., Director, Div. of
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