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Committee on Health,  
Welfare and Science,  
1968/69.  
Proceedings.

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First Session—Twenty-eighth Parliament

1968-69

THE SENATE OF CANADA  
PROCEEDINGS  
OF THE  
SENATE COMMITTEE  
ON  
HEALTH, WELFARE  
AND SCIENCE

The Honourable MAURICE LAMONTAGNE, *Chairman*

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No. 1

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WEDNESDAY, FEBRUARY 26th, 1969

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*Complete Proceedings on Bill C-152,*

intituled:

“An Act to amend the Veterans’ Land Act”.

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WITNESS:

*Department of Veterans Affairs: A. D. McCracken, Director of Administration and Finance Services, Soldier Settlement and Veterans’ Land Act Branch.*

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REPORT OF THE COMMITTEE

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First Session—Twenty-eighth Parliament  
1968-69

### THE SENATE COMMITTEE ON HEALTH, WELFARE AND SCIENCE

The Honourable Maurice Lamontagne, *Chairman*

The Honourable Senators:

Belisle	Gladstone	Phillips ( <i>Prince</i> )
Blois	Hays	Quart
Bourget	Hastings	Robichaud
Cameron	Inman	Roebuck
Carter	Irvine	Smith ( <i>Queens-</i> <i>Shelburne</i> )
Connolly ( <i>Halifax North</i> )	Kinnear	Sullivan
Croll	Lamontagne	Thompson
Denis	Macdonald ( <i>Cape Breton</i> )	Yuzyk—(30)
Fergusson	McGrand	
Fournier ( <i>De Lanaudière</i> )	Michaud	
Fournier ( <i>Madawaska-</i> <i>Restigouche</i> )	O'Leary ( <i>Antigonish-</i> <i>Guysborough</i> )	

*Ex Officio Members:* Flynn and Martin  
(Quorum 7)

No. 1

WEDNESDAY, FEBRUARY 26th, 1969

Complete Proceedings on Bill C-152

introduced:

"An Act to amend the Veterans' Land Act"

WITNESS:

Department of Veterans Affairs: A. D. McCracken, Director of Administration and Finance Services, Soldier Settlement and Veterans' Land Act Branch.

REPORT OF THE COMMITTEE



MINUTES OF PROCEEDINGS

ORDER OF REFERENCE

Extract from the Minutes of the Proceedings of the Senate, Thursday, February 6th, 1969:

"Pursuant to the Order of the Day, the Honourable Senator Carter moved, seconded by the Honourable Senator Basha, that the Bill C-152, intituled: "An Act to amend the Veterans' Land Act", be read the second time.

After debate,

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

The Bill was then read the second time.

The Honourable Senator Carter moved, seconded by the Honourable Senator Molson, that the Bill be referred to the Standing Senate Committee on Health, Welfare and Science.

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

ROBERT FORTIER,  
*Clerk of the Senate.*

DEPARTMENT OF VETERANS AFFAIRS

A. D. McCreech, Director of Administration and Finance Services,  
Soldier Settlement and Veterans' Land Act Branch.

Upon motion, it was resolved to report the said Bill without amendment.

At 2:45 p.m. the Committee adjourned to the call of the Chairman.

ATTEST:

Robert J. Fortier,  
Clerk of the Senate.



## MINUTES OF PROCEEDINGS

WEDNESDAY, February 26th, 1969.

(1)

Pursuant to notice the Senate Committee on Health, Welfare and Science met this day at 2.00 p.m.

*Present:* The Honourable Senators Lamontagne (*Chairman*), Belisle, Blois, Bourget, Carter, Connolly (*Halifax North*), Fournier (*De Lanaudière*), Inman, Irvine, Kinnear, O'Leary (*Antigonish-Guysborough*), Robichaud, Smith (*Queens-Shelburne*), Sullivan and Yuzyk. (15)

*Present but not of the Committee:* The Honourable Senators Giguère and O'Leary (*Carleton*). (2)

*In attendance:* E. Russell Hopkins, Law Clerk and Parliamentary Counsel.

Upon motion, it was *Resolved* to print 800 copies in English and 300 copies in French of the proceedings of the Committee on Bill C-152.

Bill C-152, An Act to amend the Veterans' Land Act, was considered.

The following witness was heard:

### DEPARTMENT OF VETERANS AFFAIRS:

A. D. McCracken, Director of Administration and Finance Services, Soldier Settlement and Veterans' Land Act Branch.

Upon motion, it was *Resolved* to report the said Bill without amendment.

At 2.45 p.m. the Committee adjourned to the call of the Chairman.

ATTEST:

Patrick J. Savoie,  
Clerk of the Committee.

REPORT OF THE COMMITTEE

WEDNESDAY, February 26th, 1969.

The Senate Committee on Health, Welfare and Science to which was referred the Bill C-152, intituled: "An Act to amend the Veterans' Land Act", has in obedience to the order of reference of February 6th, 1969, examined the said Bill and now reports the same without amendment.

All which is respectfully submitted.

MAURICE LAMONTAGNE,  
*Chairman.*

## THE SENATE

### THE SENATE COMMITTEE ON HEALTH, WELFARE AND SCIENCE

#### EVIDENCE

Ottawa, Wednesday, February 26, 1969.

The Senate Committee on Health, Welfare and Science to which was referred Bill C-152, to amend the Veterans' Land Act, met this day at 2 p.m., to give consideration to the bill.

Senator Maurice Lamontagne (*Chairman*) in the Chair.

**The Chairman:** Honourable senators, the purpose of our meeting today is to consider Bill C-152, and before proceeding further I should like to have the usual resolution for the printing of the proceedings in both English and French.

Upon motion, it was *resolved* that a verbatim report be made of the proceedings on the said Bill and that 800 copies in English and 300 copies in French be printed.

**The Chairman:** The bill before us is a fairly simple and straightforward one. We have already received in the chamber a very good explanation from the sponsor, Senator Carter. We have with us today Mr. A. D. McCracken, Director of Administration and Finance Services, Soldier Settlement and Veterans' Land Act Branch, Department of Veterans Affairs, and I invite him at this stage to make a brief statement.

**Mr. A. D. McCracken, Director of Administration and Finance Services, Soldier Settlement and Veterans' Land Act Branch, Department of Veterans Affairs:** Thank you, Mr. Chairman.

It is rather difficult to give any explanation further to that which has already been given so exceedingly well by Senator Carter when he moved the second reading of this bill on February 6. I would just like to emphasize two or three points.

There are at the present time three interest rates under the Veterans' Land Act. The rate on the first \$6,000 is 3½ per cent; the rate on

loans of between \$6,000 and \$20,000 is 5 per cent; and the rate on loans in amounts above \$20,000 to the maximum of \$40,000 is 7½ per cent, which is the current rate chargeable under Farm Credit Act.

The amending bill makes no change at all in the rate of 3½ per cent, which was the rate applicable to the original benefits under the Veterans' Land Act. The bill does change from a statutory base to a regulation-making base the interest provisions with respect to loans in amounts from \$6,000 up to \$40,000, and it is contemplated that the rate as established by regulation would be the same rate as is charged under the Farm Credit Act, which, as I have said, is right now 7½ per cent. Under the Farm Credit Act interest rate regulations the rate is changeable every six months, on the 1st of April and the 1st of October, and it is based on the rate of yield on Dominion of Canada bonds maturing in a period of 5 to 10 years.

One other point I would like to make is that the change in the rate of interest will not apply to any loans that have been approved on behalf of veterans before the bill is given royal assent, even though we may not yet have entered into a contract with the veterans.

I think that is all I have to say, Mr. Chairman.

**The Chairman:** Thank you, Mr. McCracken.

I am entirely in the hands of the committee. I suppose because of the simple nature and quite clear purpose of the bill, taking into account the explanations we have already received in the Senate and today in this committee, it would be rather useless to go through the bill clause by clause. So, I would at this stage ask the members of the committee if they have any questions to ask Mr. McCracken.

**Senator Robichaud:** The new section 16 provides that the Director may require an insurance policy, and later on says:

if the veteran fails or neglects to keep such property insured then it is lawful for the Director to insure such property.

Why the word "may" instead of "shall"?

**Mr. McCracken:** Because in some cases we consider that the land value alone is greater than the outstanding indebtedness to the Director. We encourage veterans to carry fire and tempest protection on their buildings, but where our security does not require that the property be insured in favour of the Director it is purely a matter whether the veteran wishes to carry the insurance himself.

**Senator Bourget:** Has any objection been raised to the bill by the veterans association?

**Mr. McCracken:** The Dominion Command of the Royal Canadian Legion presented a brief to the Standing Committee on Veterans Affairs in the other place in which they questioned whether the Government should be establishing a rate of one per cent above the cost of money to the Government. I do not like to hide behind Government policy, but this is a matter of Government policy. This bill corresponds to amendments made to a number of acts, such as the Farm Credit Act, the Farm Machinery Syndicates Act and Fisheries Improvement Loans Act.

**Mr. E. Russell Hopkins, Law Clerk and Parliamentary Counsel:** At this session?

**Mr. McCracken:** At this session. The loans to which an increased interest rate will apply came into effect in 1954. At that time the rate was fixed at five per cent, which was approximately one per cent above the cost of money to the Government at that time. Over the intervening years there has been no change in the five per cent fixed rate. Until about 1965 there was no subsidization from the standpoint of what it was costing the Government for the money it was lending under this act in relation to the five per cent rate. Since 1965 there has been a variation of one to one and a half per cent, which is where it stands at present. The consequence of this bill on the interest rate to be charged on loans from \$6,000 to \$20,000 will be to re-establish the relationship between the rate of interest and the cost of money to the Government, as was the case from 1954 until about 1965.

**Senator O'Leary (Carleton):** When this bill becomes law you will be free to fix new rates.

**Mr. McCracken:** So far as it relates to loans above \$6,000.

**Senator O'Leary (Carleton):** On what principle will you act then?

**Mr. McCracken:** The rate will be the same as that charged under the Farm Credit Act, which is one per cent above the cost of money to the Government.

**Senator O'Leary (Carleton):** The higher interest rates prevailing in the economy will not influence your decision?

**Mr. McCracken:** The rates will be set every six months, on April 1 and October 1, based on the mean weekly average of Dominion of Canada securities and bonds for the preceding six-month period of those bonds maturing in a five to ten-year period.

**The Chairman:** And, of course, the Government borrowing rate reflects the situation of the capital market.

**Senator Blois:** This applies only to new loans. If the rate goes up in six months time that does not put the rate of interest up?

**Mr. McCracken:** It will apply only to loans approved after the bill is given Royal Assent.

**Senator Blois:** Not to someone who gets a loan after Royal Assent and then six months later the rate goes up?

**Mr. McCracken:** No.

**Senator Blois:** Once it is set it is established.

**Mr. McCracken:** Once it is set. When the rate for the individual borrower is set, it is set for the period of his contract.

**Senator Blois:** There seems to be some doubt about that in the minds of people borrowing money.

**Senator Giguère:** What about pending applications?

**Mr. McCracken:** Any loan we approve before the bill receives Royal Assent will bear interest at the existing rate. We had a problem this year over the amount of money available to lend to veterans in making it go as far as it could. We thought we should make it available to those in the lower income groups. We set an upper limit of

\$7,000 annual taxable income. If a man was getting more than \$7,000 a year we said, "We are sorry. Please come back next year. If you are able to find yourself a property, get an option on it, a mortgage or hold it under an agreement of sale, we will give you a deferred loan and make the loan money available to you on April 1, 1969. "There are approximately 1,400 in this category across the country. We will not be able to enter into contracts with these people until after April 1 when we get title. These people are protected under this bill by virtue of the last section which says:

This Act does not apply in respect of any indebtedness by a veteran... that arose before the coming into force of this Act, or as a result of an application made before September 13, 1969. I do not think anybody who has an application in the mill now will be affected by this bill.

**Senator O'Leary (Carleton):** Tell me what happens in the event of a borrower finding himself in a position for one reason or another unable to meet these interest charges? What has been your experience over the years?

**Mr. McCracken:** I brought along a file which will give you some indication of the number of agreements which we have had to terminate and this is to November 30, 1968, which is approximately 24 years of operation. With respect to farms, of over 30,000 contracts we have had 1,440 veterans who voluntarily relinquished their property. We have had 162 cases where we have had to go to what is known as the Provincial Advisory Board which is tantamount to foreclosure. The Provincial Advisory Board is chaired by a judge with a representative of the Royal Canadian Legion and one of our own officials.

This applies to small holders or part-time farmers, as they are known. We have had 732 who have voluntarily relinquished their property and only 134 where we have had to take what we would describe as foreclosure procedure.

With respect to commercial fishermen 92 have voluntarily relinquished their property and 14 we have had to take to the Provincial Advisory Board. I think in round figures it is something like 2,300 or 2,400 out of a total number of contracts in excess of 90,000.

The payment terms are, I think, with the interest rates we are talking about here, still

favourable. On the maximum loan that a small holder can obtain today, which is up to \$18,000, under the existing interest rates over a 30-year period, his monthly payment is \$77. Assuming the rate on the money between \$6,000 and \$18,000 goes to 7 per cent, his monthly payment would be \$92. This is on a maximum.

**Senator O'Leary (Carleton):** In the case of a back-crop or some other circumstances which made it difficult for this man to pay his interest would you defer payment?

**Mr. McCracken:** Yes. We do not like to say to people that you can just forget your payment this year because things like this have a tendency to become a habit, however, we deal with each individual case on what I think is a humane and realistic basis. After all, this is veterans' legislation and the purpose of it is to successfully rehabilitate veterans and if our first inclination if we do not get paid is to try to get them off the property then we certainly have not fulfilled the purpose of the legislation, nor have we done the veteran any good.

**Senator O'Leary (Carleton):** When you get them off the property what do you do with it?

**Mr. McCracken:** We have to advertise the property for resale at the best price we can obtain.

**Senator O'Leary (Carleton):** Have there been losses because of that?

**Mr. McCracken:** I am sorry, senator, I did not bring the statement I had on losses. They have been very small. In relation to March 31, 1968, our arrears on farms at that time in relation to the total amount due was 8.5 per cent. It was right after March 31 last year when the Wheat Board made a sizeable payment in relation to the 1966-67 crop, which reduced this 8.5 per cent considerably.

With respect to part-time farmers or small holders, the arrears at that time were 1.1 per cent and this is about the way it has been running. I think if I recall correctly, at the end of the 1967 crop year, which was the end of July, 1968 or July 1, that the arrears in the prairie provinces were something like 2 per cent.

**Senator O'Leary (Carleton):** Where are most of the loans? Are they mostly in the west?

**Mr. McCracken:** The bulk of the farm loans today, approximately 13,000 farming accounts, the bulk of them are in the three prairie provinces.

In so far as small holding or part-time farming accounts are concerned, we have over 35,000, the bulk of those are in Ontario, British Columbia and the four Atlantic provinces.

**Senator O'Leary (Antigonish-Guysborough):** The witness answered Senator Grattan O'Leary a little while ago by saying the interest rate in the future were going to be the same as under the Farm Credit Act. This immediately leads to the question, what is the advantage of that, say on a loan of \$20,000?

**Mr. McCracken:** The interest rate only goes to the Farm Credit Act rate on loans above \$6,000; on loans up to \$6,000 the rate remains at  $3\frac{1}{2}$  per cent.

**Senator O'Leary (Antigonish-Guysborough):** I am talking about \$20,000.

**Mr. McCracken:** If you would bear with me just a minute—on the first \$6,000 of the loan, there is a ten-year conditional grant or benefit of \$1,400; so I suggest there is a benefit in that regard which continues on.

The other thing in regard to the Farm Credit Act—and the comparison is direct—is that there is no similar benefit under the Farm Credit Act.

**Senator O'Leary (Antigonish-Guysborough):** \$20,000.

**Mr. McCracken:** That is true, but the interest rate on the first \$6,000 under the Farm Credit Act is  $7\frac{3}{4}$  per cent.

**Senator O'Leary (Antigonish-Guysborough):** All right. Let us take \$14,000 to \$20,000, what is the advantage?

**Mr. McCracken:** Under the Veterans' Land Act? I would not say there was any advantage at all.

**Senator O'Leary (Antigonish-Guysborough):** That is the question to which I wanted the answer and you have answered it now. Secondly, what is the amount of money coming back from this act, from the veterans loans that are repaid. How much money is coming back that was lent out?

**Mr. McCracken:** We expect this to be \$33 million for 1968-69.

**Senator O'Leary (Antigonish-Guysborough):** What do the veterans pay?

**Mr. McCracken:** It varies— $3\frac{1}{2}$  per cent, 5 per cent,  $7\frac{3}{4}$  per cent. I would say the bulk of that money is being repaid at 5 per cent.

**Senator O'Leary (Antigonish-Guysborough):** Excuse me, when did they pay  $7\frac{3}{4}$  per cent?

**Mr. McCracken:** It was  $7\frac{3}{4}$  per cent since the Farm Credit Act went up to  $7\frac{3}{4}$  per cent.

**Senator O'Leary (Antigonish-Guysborough):** Two months ago.

**Mr. McCracken:** On loans above \$20,000. Before that, if I recall correctly, under the Farm Credit Act the rate was  $6\frac{3}{8}$  or  $6\frac{3}{4}$ , from approximately 1965. The bulk of the money, I would say, that has been paid in, in the past year, of this \$33 million, has been money repaid at 5 per cent.

**Senator O'Leary (Antigonish-Guysborough):** At 5 per cent, and you are charging  $7\frac{3}{4}$  per cent for it now. That is all I am saying—and it is his money, it is the veterans money going back.

**Mr. McCracken:** May I point this out, that on the basis of estimated volume of business of 6,000 establishments, where the first \$6,000 in each case bears interest at  $3\frac{1}{2}$  per cent, we are in effect lending more money out at  $3\frac{1}{2}$  per cent than we are recovering in our total principal recovery.

**Senator O'Leary (Antigonish-Guysborough):** You are loaning out more establishments—are you loaning out more money? To more establishments, I recognize. But are you loaning more money?

**Mr. McCracken:** Yes, we are loaning out an aggregate of more money, yes. Last year we lent a total of \$103 million.

**Senator O'Leary (Antigonish-Guysborough):** Right.

**Mr. McCracken:** Because of the amount of money that we have been provided with by the Department of Finance in the current year, our loans will aggregate \$73 million. We expect to be up another \$10 to \$15 million in 1969-70.

**Senator O'Leary (Antigonish-Guysborough):** Where are you getting the other \$60 million—\$57 million approximately?



**Mr. McCracken:** The basis of the money that we advance is what is made available to us each year by the Department of Finance plus our principal recoveries. I would say it would be about \$35 million of principal recovery in 1969-70.

**Senator O'Leary (Antigonish-Guysborough):** Thirty?

**Mr. McCracken:** Thirty-five.

**Senator O'Leary (Antigonish-Guysborough):** This is veterans money that you are lending—relending, in other words?

**Mr. McCracken:** Yes.

**Senator O'Leary (Antigonish-Guysborough):** Yes, Mr. Chairman, yes, it is.

**Mr. McCracken:** Yes, this is principal repayment.

**The Chairman:** But originally it was Government money.

**Mr. McCracken:** It was Government money that was loaned out and is now being repaid under existing contracts.

**Senator O'Leary (Antigonish-Guysborough):** You are satisfied in your own mind that this is quite a fair principle?

**Mr. McCracken:** I consider it is, sir, yes.

**Senator O'Leary (Antigonish-Guysborough):** Thank you. You have not yet explained the revolving fund which comes back to veterans, their money being returned at 3½ per cent, with an average of 5 per cent and going out now at 7¾ per cent. To my mind the principle is not good.

**Mr. McCracken:** May I repeat that, if we have 6,000 establishments this year and if the average amount of money that we lend to these people is \$15,000, then \$6,000 of that \$15,000 in each of those 6,000 cases will be loaned at 3½ per cent.

**Senator O'Leary (Antigonish-Guysborough):** Yes.

**Mr. McCracken:** So, if the point is that we should not be relending at a higher rate money that is being repaid now a 3½ per cent, I suggest to you that in fact we could say that the money which originally bore 3½ per cent is now being reloaned at 3½ per cent.

**Senator O'Leary (Antigonish-Guysborough):** When this money is returned, is it going into a revolving fund or into the Consolidated Revenue account?

**Mr. McCracken:** It is going into a revolving fund.

**Senator O'Leary (Antigonish-Guysborough):** That is the answer I expected you to give. I therefore think the principle is unfair. That is just an opinion, but I would like it to go on record.

**Senator Carter:** Senator O'Leary (Antigonish-Guysborough) touched on a question I had in mind. When you take into account the 3½ per cent on the first \$6,000, and I am thinking about when this becomes law, you will only have two rates, the 3½ per cent on the first \$6,000 and the 7¾ rate, or whatever the Farm Credit Loan rate is, on the rest up to \$40,000. When you strike an average between these two, what does the average rate work out to? For \$20,000, for example, would it work out to 6 per cent?

**Mr. McCracken:** No. It will be higher than that, Senator Carter. A man who gets a maximum loan as a small holder can be advanced up to a net of \$15,400, and, with a conditional grant of \$1,400, he has a net repayable debt of \$14,000. The average rate of interest on 3½ per cent up to \$6,000 and 7¾ per cent on the amount between \$6,000 and the additional amount would come out to an average rate of 6½ per cent, approximately.

**The Chairman:** But, if you take into account the amount that he does not have to repay—

**Mr. McCracken:** I based it on the repayable debt of \$14,000.

**The Chairman:** But if you take the total amount.

**Mr. McCracken:** If you took it on the basis of \$6,000 and \$10,000, you would have a lower rate.

**Mr. O'Leary (Antigonish-Guysborough):** Five per cent was roughly what you averaged it at before, if I recall what you said.

**The Chairman:** That was in relation to something else.

**Mr. McCracken:** I thought I was referring, sir, out of the principal recoveries we are

getting in now, to how much of this money is related to loans that had been made at the 5 per cent rate. This is what I intended to say. I am sorry.

**Senator Carter:** I would like to ask a question related to the \$7,000 guideline that I understand was an internal figure which you picked arbitrarily to have some sort of a measuring rod to dispense the funds which were not big enough to meet all the requests. There was some doubt in the Commons committee as to whether this \$7,000 guideline applied only for this fiscal year, or whether it carried over, or is intended to carry over to subsequent fiscal years.

**Mr. McCracken:** We are commencing operations on the 1st. April, 1969, without any guidelines.

**Senator Carter:** Without any guidelines at all?

**Mr. McCracken:** Yes.

**Senator Carter:** On the assumption you have enough money to meet all your demands?

**Mr. McCracken:** Yes.

**Senator Carter:** If that does not prove correct, when are you going to introduce your guidelines?

**Mr. McCracken:** I would prefer to cross that bridge, perhaps, when we come to it. You are suggesting perhaps we are optimistic. We do not think we are, but only time will tell.

**The Chairman:** And you still have your supplementary Estimates.

**Mr. McCracken:** No, the amount of money made available to us for lending is not dependent on an annual appropriation or a supplementary estimate. Up until 1965, loans, capital loans, if you will, made under the Veterans' Land Act were made from funds provided by annual appropriation. When the act was amended in 1965 a revolving fund was established of \$380 million, the first charge against the fund being the amount of principal indebtedness then outstanding.

In 1967, by an item in the Estimates, the amount of the fund was increased from \$380 million to \$530 million, but this is a sort of maximum limit, if you will, and we are dependent for the amount of money we can

lend to veterans each year on the amount of money that the Department of Finance considers it can make available for capital lending plus our principal recoveries.

**Senator O'Leary (Carleton):** What happens in the event of your making a loan of, say, \$30,000 to Veteran "X"—when he dies, who takes over that loan? Do you lose it?

**Mr. McCracken:** No, the act provides that when a veteran dies the rights he has acquired under the act devolve upon his heirs, devisees or personal representative, in accordance with the law of the province in which the property is situated.

**Senator O'Leary (Carleton):** In other words, to his estate?

**Mr. McCracken:** Yes.

**Senator O'Leary (Carleton):** And if the estate is unable to pay back the principal?

**Mr. McCracken:** Then, with the consent of the provincial advisory board, we would rescind the contract and advertise the property for sale. If the sale returned more than the outstanding debt to the director, then the excess money would be paid into the estate.

**Senator Bourget:** And those loans are not insured?

**Mr. McCracken:** Yes, there is a provision under the act whereby a veteran can apply for life insurance and for a life insured loan. This is dependent on whether the pensioner is satisfactory to the company from a health standpoint. I think Senator Carter mentioned in his remarks of February 6 that we have something in the area of 15,000 veterans who are insured on a voluntary basis. I think the number of deaths so far has been two or three hundred, or something like that. I presume it will go up, unfortunately. It is a very good plan.

**Senator O'Leary (Antigonish-Guysborough):** Obviously, I am having as much trouble following the witness as he is following me. He said in his most recent statement—

**The Chairman:** Do not make any value judgments!

**Senator O'Leary (Antigonish-Guysborough):**—that no appropriation is made by Parliament, and then he says the net figure is \$530 million for the coming fiscal year, that is available for the coming year.

**Mr. McCracken:** No, the total amount of the revolving fund is \$530 million. The first charge against that amount is the principal indebtedness outstanding under existing agreements. At the present time our total commitments against the \$530 million are approximately \$430 million.

**Senator O'Leary (Antigonish-Guysborough):** Then would you answer this question, the loans you have already approved, how much money is available for those yet to come in the coming year?

**Mr. McCracken:** I cannot tell you exactly how much money is going to be available for this in the coming year, because we have not yet received this information from the Department of Finance, but—

**Senator O'Leary (Antigonish-Guysborough):** I must interrupt you again. You already know in what amount you have approved loans for the coming year?

**Mr. McCracken:** Yes. Excuse me, I am sorry.

**Senator O'Leary (Antigonish-Guysborough):** You also agree you ran out of money last fall, quite early?

**Mr. McCracken:** Yes. In fact, it was earlier than that.

**Senator O'Leary (Antigonish-Guysborough):** Then, I wonder why you say there is no appropriation.

**Mr. McCracken:** Maybe it is a problem of semantics between—

**Senator O'Leary (Antigonish-Guysborough):** It is not a matter of semantics when you run out of money in September and have no more until the end of March.

**Mr. McCracken:** The fact that there is a fund established by the legislation does not in fact put dollars in our hands to lend. We are dependent upon the amount of money that the Department of Finance and the government says can be loaned under the Veterans' Land Act in a fiscal year. In the year which is just coming to an end, the Department of Finance said: "You have \$40 million plus your principal recoveries," which we estimate will aggregate \$33 million. So, our loans in the current fiscal year will total \$73 million, which is approximately one-third less than the amount we loaned last year.

**Senator O'Leary (Antigonish-Guysborough):** So you are going to run out of money in about May of this year? Would you admit that?

**Mr. McCracken:** No, I would not.

**Senator O'Leary (Antigonish-Guysborough):** Well, you ran out in September last year?

**Mr. McCracken:** No, I do not think so.

**Senator O'Leary (Antigonish-Guysborough):** You know you ran out in September, do you not?

**Mr. McCracken:** I am talking about the coming year. In fact, we had to discontinue lending in Ontario before September, and this is why we developed the procedure, if you will, of saying to the veterans: "If you can find a property and get a hold on it, we are prepared to give you a firm commitment to give you a loan effective April 1, 1969." We have some 1,400 of those loans now, which will commit us to about \$21 million. That is a commitment against the coming year's funds right now.

**Senator O'Leary (Antigonish-Guysborough):** So you do not think you are going to run out of money as early this year as you did last year?

**The Chairman:** I think the witness has already answered that question.

**Senator O'Leary (Carleton):** From where does your branch get this money? It is a parliamentary appropriation, is it not?

**Mr. McCracken:** No, I do not think it is a matter of their giving us the money as such. It is a part of the government's total cash or capital investment.

**The Chairman:** It would come under "Loans, Investments and Advances".

**Mr. McCracken:** If we want to increase the \$530 million we would have an item in the estimate under "Loans, Investments and Advances", but the question as to how much money the government is prepared to give the Veterans' Land Act administration to invest in 1969-70 is part and parcel of the government's total economic situation or lending situation.

**Senator O'Leary (Carleton):** But it is under parliamentary control. They do not just act on their own.

**The Chairman:** It is not in the budget, but it is part of the non-budgetary items. I am sure it is accounted for under "Loans, Investments and Advances."

**Senator O'Leary (Carleton):** I would hope so.

**The Chairman:** Are there any other questions?

**Senator Carter:** Mr. Chairman, I move that we report the bill.

**Senator O'Leary (Carleton):** I second the motion.

**The Chairman:** Is it agreed that I report the bill

**Hon. Senators:** Agreed.

**The Chairman:** Thank you, Mr. McCracken. The meeting adjourned.

Mr. McCracken: I cannot tell you exactly how much money is going to be available for this in the coming year, because we have not yet received this information from the Department of Finance, but—

Senator O'Leary (Antigonish-Guyton): I must interrupt you again. You already know that we have approved loans for the coming year. I think it is a mistake to have some \$100 of those loans now, which will amount to about \$2 million. There is a commitment against the coming year's funds right now.

Senator O'Leary (Antigonish-Guyton): So you do not think you are going to run out of money as early this year as you did last year?

The Chairman: I think the witness has already answered that question.

Senator O'Leary (Carleton): Then, where does your branch get the money? It is a capital investment.

Mr. McCracken: No, I do not think it is a matter of their using the money as such. It is a part of the government's total cash or capital investment.

The Chairman: It would come under "Loans, Investments and Advances."

Mr. McCracken: If we want to increase the \$20 million we would have in the investments under "Loans, Investments and Advances," but the question as to how much money the government is prepared to give for the Veterans' Land Act is a question of the Veterans' Land Act and part of the government's total economic situation or funds.

Senator O'Leary (Carleton): But that act is parliamentary control. They do not just act on their own.

Mr. McCracken: I cannot tell you exactly how much money is going to be available for this in the coming year, because we have not yet received this information from the Department of Finance, but—

Senator O'Leary (Antigonish-Guyton): I must interrupt you again. You already know that we have approved loans for the coming year. I think it is a mistake to have some \$100 of those loans now, which will amount to about \$2 million. There is a commitment against the coming year's funds right now.

Senator O'Leary (Antigonish-Guyton): So you do not think you are going to run out of money as early this year as you did last year?

Mr. McCracken: Yes, in fact it was earlier than that.

Senator O'Leary (Antigonish-Guyton): Then I wonder why you say there is no appropriation.

Mr. McCracken: Maybe it is a problem of relations between the two departments.

Senator O'Leary (Antigonish-Guyton): It is not a matter of relations when you run out of money in September and have no more left at the end of March.

Mr. McCracken: The fact that there is a law established by the legislation does not in fact put dollars in our hands to lend. We are dependent upon the amount of money that the Department of Finance and the government says can be loaned under the Veterans' Land Act in a fiscal year. In the year which is just coming to an end, the Department of Finance said: "You have \$40 million plus your principal recoveries," which we estimate will aggregate \$52 million. So our loans in the current fiscal year will total \$77 million, which is approximately one-third less than the amount we loaned last year.



The Chairman is asked to be seated for  
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 2. and if he is not, he is asked to stand for  
 3. I am not a member.

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First Session—Twenty-eighth Parliament

1968-69

**THE SENATE OF CANADA**

**PROCEEDINGS**

**OF THE**

**STANDING SENATE COMMITTEE**

**ON**

**HEALTH, WELFARE  
AND SCIENCE**

The Honourable MAURICE LAMONTAGNE, *Chairman*

**No. 2**

**WEDNESDAY, MAY 28th, 1969**

*Complete Proceedings on Bill C-171,*

*intituled:*

*“An Act respecting the National Library”.*

**WITNESSES:**

Guy Sylvestre, National Librarian; L. E. Levi, Legal Counsel,  
Department of the Secretary of State.

**REPORT OF THE COMMITTEE**



First Session—Twenty-eighth Parliament

1968-69

# THE SENATE OF CANADA

## PROCEEDINGS

### THE SENATE COMMITTEE ON HEALTH, WELFARE AND SCIENCE

The Honourable Maurice Lamontagne, *Chairman*

The Honourable Senators:

Belisle	Gladstone	Phillips ( <i>Prince</i> )
Blois	Hays	Quart
Bourget	Hastings	Robichaud
Cameron	Inman	Roebuck
Carter	Irvine	Smith ( <i>Queens-</i> <i>Shelburne</i> )
Connolly ( <i>Halifax North</i> )	Kinnear	Sullivan
Croll	Lamontagne	Thompson
Denis	Macdonald ( <i>Cape Breton</i> )	Yuzyk—(30)
Fergusson	McGrand	
Fournier ( <i>De Lanaudière</i> )	Michaud	
Fournier ( <i>Madawaska-</i> <i>Restigouche</i> )	O'Leary ( <i>Antigonish-</i> <i>Guysborough</i> )	

*Ex officio Members:* Flynn and Martin

(Quorum 7)

WEDNESDAY, MAY 28th, 1969

Complete Proceedings on Bill C-171.

intituled:

"An Act respecting the National Library."

WITNESSES:

Guy Sylvester, National Librarian; J. E. Levi, Legal Counsel,  
Department of the Secretary of State.

REPORT OF THE COMMITTEE



MINUTES OF PROCEEDINGS  
ORDER OF REFERENCE

Extract from the Minutes of the Proceedings of the Senate, Tuesday, April 29th, 1969:

Pursuant to the Order of the Day, the Senate resumed the debate on the motion of the Honourable Senator Fergusson, seconded by the Honourable Senator Inman, for the second reading of the Bill C-171, intituled: "An Act respecting the National Library".

After debate, and—

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

The Bill was then read the second time.

The Honourable Senator Fergusson moved, seconded by the Honourable Senator Inman, that the Bill be referred to the Standing Senate Committee on Health, Welfare and Science.

After debate, and—

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

ROBERT FORTIER,  
*Clerk of the Senate.*

ATTEST:

March J. Savoie,  
*Clerk of the Opposition.*



## MINUTES OF PROCEEDINGS

WEDNESDAY, May 28th, 1969.

(2)

Pursuant to notice the Standing Committee on Health, Welfare and Science met this day at 2.00 p.m.

*Present:* The Honourable Senators Lamontagne (*Chairman*), Cameron, Carter, Connolly (*Halifax North*), Irvine, Kinnear, Macdonald (*Cape Breton*), O'Leary (*Antigonish-Guysborough*), Robichaud, Sullivan and Yuzyk. (11)

*In attendance:* E. Russell Hopkins, Law Clerk and Parliamentary Counsel.

Upon motion, it was *Resolved* to print 800 copies in English and 300 copies in French of the proceedings of the Committee on Bill C-171.

Bill C-171, An Act respecting the National Library, was considered.

The following witnesses were heard:

Guy Sylvestre,  
National Librarian.

L. E. Levi, Legal Counsel,  
Department of the Secretary of State.

Upon motion, it was *Resolved* to report the said Bill without amendment.

At 2.50 p.m. the Committee adjourned to the call of the Chairman.

ATTEST:

Patrick J. Savoie,  
Clerk of the Committee.

REPORT OF THE COMMITTEE

WEDNESDAY, May 28th, 1969.

The Standing Senate Committee on Health, Welfare and Science to which was referred the Bill C-171, intituled: "An Act respecting the National Library", has in obedience to the order of reference of April 29th, 1969, examined the said Bill and now reports the same without amendment.

All which is respectfully submitted.

MAURICE LAMONTAGNE,  
Chairman.

Patrick J. Savoie,  
Clerk of the Committee.

## STANDING SENATE COMMITTEE ON HEALTH, WELFARE AND SCIENCE

### EVIDENCE

Ottawa, Wednesday, May 28, 1969.

The Standing Senate Committee on Health, Welfare and Science, to which was referred Bill C-171, respecting the National Library, met this day at 2 p.m. to give consideration to the bill.

**The Chairman (Senator Maurice Lamontagne):** Honourable senators, we have a quorum, and I propose that we commence now. I would like to have the usual resolution for the printing of the proceedings in both English and French.

Upon motion it was *Resolved* that a verbatim report be made of the proceedings on the said Bill and that 800 copies in English and 300 copies in French be printed.

We will now have a short explanation from our main witness today, Mr. Guy Sylvestre, who is the National Librarian, and then we will continue with a discussion, if necessary.

**Mr. Guy Sylvestre, National Librarian:** Mr. Chairman, I do not feel that there is very much that requires to be added to what has already been said by Senator Fergusson, when she introduced the bill in the Senate. However, since I am invited to make an opening statement, I might briefly mention that the Government has felt it necessary to draft a new National Library Act mainly because the library world has undergone such considerable change over the last seventeen years that it has become necessary to adopt a new act in order to permit the National Library to assume a broader and more active role especially in the planning and co-ordination of collection in research libraries, as well as co-ordination of systems of information retrieval and electronic communication.

Two important factors make such planning particularly urgent. In the first place, considerable funds are now available to university libraries for the purchase of books, and an attempt should be made to establish, if possible, some co-ordination of acquisition policies so that unnecessary duplication may be

avoided. Secondly, the advent of electronic techniques for storing, processing and transmitting bibliographical information has had considerable impact on library methods and techniques, and it has become imperative to take all possible steps to obtain the largest degree of compatibility among systems to be established by the principal libraries of Canada. The need for such co-ordination exists also at the government level, and it is hoped that under the revised act more co-ordination will be possible among government libraries in Ottawa.

Clauses 7, 8 and 9 are the key clauses in the bill. Clause 7(2) states that:

Subject to the direction of the Governor in Council, the National Librarian may coordinate the library services of departments, branches and agencies of the Government of Canada including

(a) the acquisition and cataloguing of books;

(b) the supply of professional advice, supervision and personnel; and

(c) the provision of modern information storage and retrieval services including photocopying and microfilming services, et cetera.

Clause 8 provides that the National Librarian may enter into agreements with Canadian and foreign libraries in these respects.

In order to assist the National Librarian to carry out such a program more adequately, it was considered advisable to reorganize the National Library Advisory Council so that the National Science Library of the National Research Council, the Library of Parliament, the Public Archives, the Canada Council and the Association of Universities and Colleges of Canada would have *ex officio* representation on the Council, which would now be known as the National Library Advisory Board. These provisions are found in clause 9.

Similarly, to carry out such a program more efficiently it was felt necessary to reinforce the National Library senior staff, and to

make this easier the position of Assistant National Librarian would be elevated to Associate National Librarian. This is also in keeping with the situation which as you know, exists in the Library of Parliament, where you have the Parliamentary Librarian and the Associate Parliamentary Librarian.

In another area, it is desirable that new Canadian publications be listed as soon as possible in the national bibliography, *Canadiana*, and accordingly the time limit for deposit has been reduced from one month to one week. Furthermore, the present act requires the deposit of a single copy when the retail value of two copies exceeds \$25. This provision was enacted 16 years ago, and we feel this is no longer realistic, so under clause 11 publishers would now be required to deliver two copies of books unless the retail value of one copy exceeds \$50.

Finally, the other main modification in the act is in section 15 which repeals section 52 of the Copyright Act, which calls for the deposit of two copies of a book at the time of its publication with the Library of Parliament. This is a responsibility which the National Library undertook on behalf of the Library of Parliament after the fire, and which it has carried on so far, but now that under the National Library Act two copies of all Canadian books are deposited anyhow it is felt that section 52 of the Copyright Act should be repealed. What it brings principally to the library are American publications which are deposited by agents in Canada, and since this does not provide them with any additional protection it was felt that this could now be discontinued.

**The Chairman:** I should like to point out that Mr. L. E. Levy, Legal Counsel, Department of the Secretary of State, is now with us as a potential witness.

I should also like to say, for the benefit of those senators who are members of the Special Committee on Science Policy, that we have not yet received a brief from the National Librarian. Mr. Sylvestre felt he would be unwise to make a submission to that committee before the report of the Macdonald study was published. I mention this so that the members of the Special Committee on Science Policy will know that Mr. Sylvestre will be appearing before that committee to discuss the present and future activities of the National Library against the background of the recommendations of the Macdonald report.

**Senator Carter:** Mr. Sylvestre, you mentioned funds for the buying of books. How much money do you have for this purpose? Have your funds been increased recently?

**Mr. Sylvestre:** No, what I referred to was the fact that the funds available now to libraries generally in Canada are much greater than they used to be. For instance, the book purchase funds of libraries have doubled in the last five years. This means that they acquire a great deal more material than they used to acquire, and this is creating problems for us. We have had to cope recently with such an in-put of accessions reports from all Canadian libraries that in spite of the freeze we had to convince Treasury Board—and we were successful in doing so—that they had to increase the staff of the National Union Catalogue in order to keep it up to date. The accessions for the past year have been coming in at the rate of over 4,400 a day. You can imagine what kind of task it is to keep a file of that size up to date. The file is now in excess of ten million cards, representing 14 million volumes, and we expect that next year the daily accessions will exceed five thousand.

Unfortunately, since we had a ceiling imposed upon us, as all departments had, last year, we decided that we had to curtail the book purchase budget. It was preferable to do this than make a cut in the service we were providing other libraries.

There is another reason why I was not too unhappy about it, and that is although we will need more funds before long, if we are going to build the kind of strong collection that we need, it is a fact that until we have a better idea of what the acquisition policies are of all the other large research libraries in the country—and this we are trying to obtain at the moment through a survey we are conducting of research collections—it is extremely difficult for the National Library to devise a comprehensive acquisitions policy because we are never sure whether little used material that we might acquire would unnecessarily duplicate something acquired elsewhere. When I had to make that decision as to where we should cut I decided we should make a cut in the book purchase accounts.

**Senator Carter:** How much have you got to spend on books this year, and how does that compare with what you spent last year?

**Mr. Sylvestre:** Well, I should say that we have a revolving fund, and fortunately we

had some money left over from the previous year. This year we will have approximately \$300,000 to spend on books.

**Senator Carter:** Do you purchase rare books out of that too?

**Mr. Sylvestre:** We do purchase rare Canadiana. We have not purchased any rare foreign books at this stage because, first of all, it amounts to putting a great deal of money into very few items. We did, in fact, acquire two years ago a great many rare books through the British book gift. You will recall that the British Government decided that its centennial gift to Canada would be a book collection. We have obtained as part of that gift a great many first editions of English authors which are very valuable, and which were not held extensively in Canada. But, fortunately, we did not have to pay for them.

We do have as a first priority the acquisition of everything that has been published in Canada since the introduction of printing. We feel it is a responsibility of the National Library to have in one place in the country a complete collection of Canadian publications.

**Senator Yuzyk:** Does this include publications in all languages?

**Mr. Sylvestre:** It does, senator. As I am sure you are aware, Mr. Chairman, early Canadian books are becoming rarer all the time, and more expensive. With the kind of money with which we have been supplied in the last two years by Treasury Board I do not feel that we are really in a position to compete with a great many other libraries in the country, especially university libraries which have book budgets much larger than ours—and a great deal of these budgets comes from the federal purse.

I might mention by way of example that what you see now at book auctions are universities situated in the same province competing one against the other, and paying very high prices for rare books. The National Library cannot obtain these books because two small libraries, in some cases, are bidding for them, and paying two or three times what some of them think the books are worth. This is a problem about which we can do nothing at the moment.

**Senator Connolly (Halifax North):** In common with other members of this committee I think this bill is a good, simple, and very necessary piece of legislation, and I see no reason why we should become picayune about

it and waste needless time. I have just one question that I should like to submit to the witness, who I take it is an expert witness. Is there anything wrong with this bill, in any particular?

**Mr. Sylvestre:** Not in my opinion, Mr. Chairman.

**Senator Connolly (Halifax North):** That is good enough.

**Senator Fournier (Madawaska-Restigouche):** What about your floor space, storage space or whatever you call it?

**Mr. Sylvestre:** It is more than adequate for our present needs. Since I have been given this opportunity to refer to this question I think it is too good to be missed. I am prepared...

**The Chairman:** It is always dangerous.

**Mr. Sylvestre:** ...to go on record to say, as you all know, that the plans for the National Library building were made in 1952. Construction was postponed from time to time because of austerity programs and for other reasons. When the library was actually completed in 1967 it was practically identical to the original plans. Everything has grown so much in Canada during these four years that the building will become too small for our needs earlier than expected, especially due to the fact that we share the building with the Public Archives. They are good colleagues and we do not mind having them with us. We enjoy their company, but there is no doubt in my mind that before many years the Government will have to either build another building for the Public Archives or leave the Archives in the building and build another National Library. Alternatively, this is probably the interim solution that will have to be taken and that is to acquire some storage area, possibly outside Ottawa where we could store for much less money than space costs on Wellington Street.

**Senator Fournier (Madawaska-Restigouche):** What about other space?

**Mr. Sylvestre:** We have enough right now, but the way things go I do not think we will have enough space in five years.

**Senator Yuzyk:** Honourable senators are aware that I had nothing against the principle of the bill, as such, in my speech on the bill in our chamber, but I did raise a question

about the implications of clause 4. This is one of the reasons I wanted an explanation, particularly, from the Department of the Secretary of State, and the legal adviser. Clause 4 reads:

The Minister shall preside over and has the supervision of the management and direction of the Library.

It appears to me that he has tremendous powers here, because it is not only the power of presiding over, which I would not question at all, but the matter of the supervision of the management may mean that the minister can interfere in the internal affairs of the National Library. I am not imputing anything to the present minister, but I would like an explanation of the general powers.

**The Chairman:** Or to previous ones.

**Senator Yuzyk:** That is right, but I think for our own benefit we should have a satisfactory explanation of this clause. This is the only clause that I place a question mark after.

**Mr. L. E. Levy, Legal Counsel, Department of Secretary of State:** With respect to clause 4, the National Library is and has been, since April 30, 1963, a branch designated as a department for the purposes of the Financial Administration Act when an order in council was passed to give it more status than a mere branch of the Government, which it was prior to that date. The library is now regarded as akin to a department, so that the present bill was drafted to conform to the style now used in drafting departmental acts in which you provide for a minister and then for a deputy minister who reports to the minister.

**Senator Yuzyk:** Could you name some of these acts, please?

**Mr. Levy:** Yes, I will get to that. In the usual case of a departmental act, it is provided that the minister presides over and has the management and direction of the department. In this bill, instead of giving the minister the actual management and direction, it has been provided that the minister presides over and has the supervision of the management and direction which makes it a little less direct than giving the minister the actual management and direction.

Our reason for this is a question of Government policy as to the manner in which the National Library is to be treated, but I should point out that unlike the CBC, for example,

the National Library does not originate information, but merely collects it and makes it available in its original form on request to other libraries, educational institutions and other departments. It is somewhat analogous to the Department of Supply and Services. The National Library will be given a coordinating function which might be most difficult to achieve if it were removed completely from ministerial supervision and given similar independence as a Crown corporation.

A library is, in essence, a department and departments are presided over by ministers. As I mentioned, clause 4 of the bill is similar to the provisions of all the new acts setting up departments with the exception that the particular language used makes the minister more remote from its day-to-day operations than in the ordinary case of a minister presiding over and having the management and direction of a department, rather than presiding over and having the supervision of the management and direction.

Now, I can give you other examples of branches designated as departments. Section 3 of the Public Archives Act provides that:

The Governor in Council may appoint an officer to be called the Dominion Archivist who shall have the rank and salary of a Deputy Head of a department and, under the direction of the Minister, shall have the care, custody and control of the Public Archives.

Section 3 of the National Film Act provides:

For the purposes of this Act and subject to its provisions, the Minister shall control and direct the operations of the National Film Board.

Section 5 of the Royal Canadian Mounted Police Act provides:

The Governor in Council may appoint an officer to be known as the Commissioner of the Royal Canadian Mounted Police who, under the direction of the Minister, has the control and management of the force and all matters connected therewith.

Dominion Bureau of Statistics—section 3 of the Statistics Act provides in part:

There shall be a bureau under the Minister, to be called the Dominion Bureau of Statistics, the duties of which are...



**The Chairman:** I am sure, Senator Yuzyk, you have enough now.

**Mr. Levy:** The National Arts Centre is a Crown corporation, but not an agency. In that situation you have the ministerial reports to Parliament for the Board of Trustees, which are the departmental acts now, if you look at the Government Organization Act. I do not have a copy of it with me. It provides that "There shall be a department of the Government of Canada called the Department of... over which the minister shall preside."

**Senator Cameron:** In effect, it is a *pro forma* regulation.

**Mr. Levy:** Yes, it is.

**Senator Yuzyk:** This is what I wanted to be satisfied about.

**The Chairman:** We will have to establish the Library on the basis of a Crown corporation.

**Senator Yuzyk:** This was the alternative; is that not right?

**Mr. Levy:** Yes, it is, sir. If you do not use the departmental form you have to get into the Crown corporation form.

**Senator Yuzyk:** I understand that there is an advantage here in that libraries of other Government departments can be brought in under the supervision and control of the National Library. Am I interpreting that correctly?

**Mr. Sylvestre:** Mr. Chairman, not quite. This would amount, I am afraid, to giving the National Library the kind of control which would not be acceptable to other departments. What the bill provides is, under the direction of the Governor in Council, to make it possible for the National librarian, under such directions as the cabinet may design, to coordinate better the Government library services. This means that it has to be done on a voluntary basis to some extent. There may be cases where one may have to force something upon someone, because it would be the obvious thing to do.

**Senator Yuzyk:** The National librarian would have to be a diplomat.

**The Chairman:** Yes. He is.

**Mr. Sylvestre:** What we hope to achieve is to demonstrate to the other public libraries that we can assist them better than we have

done in the past, by having closer liaison, more assistance, more compatibility.

With the introduction of electronic media in the processing of bibliographic information, if you do not achieve that kind of compatibility you are going to spend a great deal more money than would be necessary otherwise, and you would not provide for the fullest interchange of information as between these libraries.

The moment you go into computers, if computers cannot speak to one another and you have to interfere manually to see that what one has to say to the other is interpreted, you have real problems and you defeat the very purpose for which you try to introduce automation into your system.

We hope to be able to demonstrate that we can assist the other libraries by putting them in a better position to use the services which we can provide for them.

**Senator Yuzyk:** Mr. Sylvestre, are you finding that you are getting the co-operation of libraries in other departments in this respect?

**Mr. Sylvestre:** Indeed we do, and it works both ways. The National Library does not collect in every field and we have recourse to other libraries for required material that we do not have, and we borrow from other libraries, as we lend to them. This is not only the case with government libraries, but we do borrow and lend throughout the country and often abroad. For instance, last year we had more than 2,000 reference questions dealing with Canadian subjects, from foreign libraries. The library has also an international dimension.

**The Chairman:** There has to be co-operation, of course, but the government libraries do not have the same purpose as the National Library.

**Senator Yuzyk:** There has to be co-operation. Is there a good spirit of co-operation?

**Mr. Sylvestre:** Indeed there is.

**Mr. Levy:** I might add, senator, that this is subject to the direction of the Governor in Council, so if it should happen that there was not the co-operation there should be, the Governor in Council could direct that certain things be done or not be done.

**The Chairman:** That could be done if it was a Crown corporation.

**Senator Yuzyk:** What if some of the librarians of other departments did not like the present Secretary of State and decided to try to baulk him in some way. He has not got any powers, of course, that he can impose upon them at all.

**The Chairman:** We have to leave a few powers to those poor ministers.

**Senator Yuzyk:** I think the ministers have powers. The only other question I have is this. Is the co-operation between the Library of Parliament and the National Library good? They have been working very closely, hand in hand, but since this is a new piece of legislation, would it be all right to ask our National Librarian what he thinks about this advisory council?

**The Chairman:** Senator Yuzyk, I think this is not really directly related to this bill and since you are a member of the other committee, you could put that question to Mr. Sylvestre when he submits his brief and appears before the other committee.

**Senator Yuzyk:** Very well, I will withdraw the question.

**The Chairman:** It would be more directly related to the other question than to this one.

**Senator Carter:** Clause 8 deals with agreements. Is that something new or is it an extension of powers he already has?

**Mr. Sylvestre:** No, this is new, Mr. Chairman. Under the present act the National Librarian has no authority to enter into agreements with other libraries. Everything we do is on a voluntary basis. We exchange information and we exchange books. We give away books to other libraries. The National Library is a clearing house for duplicate material. This is a very valuable service we provide. We redistribute to Canadian libraries, to which we send lists of duplicates, a great deal of material which otherwise would be lost.

**Senator Cameron:** Is the Banff School eligible to get these discount books?

**Mr. Sylvestre:** I understand these go to four libraries which are considered to be the most important libraries in the country. This does not mean necessarily those that need them most, but since there are 6,000 libraries in Canada it would be impossible to manage a distribution over such a large area.

**Senator Cameron:** I have two short questions, though they may be somewhat late. One is in regard to space and the planning of space. In the University of Alberta we built three new libraries in the last few years and made provision for another one, knowing how long it takes from the time the necessity is put on the record or until the actual square footage is built.

I am wondering if you set a target date when we should be starting to build the next extension. That is the first question.

**Mr. Sylvestre:** The answer to the question is, no, because we do not know with enough precision ourselves. We have already indicated to Public Works that this need will exist within the next two years.

**The Chairman:** You will be in a much better position to arrive at some kind of planning when your survey is completed.

**Senator Yuzyk:** You will have to convince the minister in this case, is that not right?

**The Chairman:** He would have to convince the minister even if the National Library were a Crown corporation.

**Mr. Levy:** It would be even more relevant to say that the minister would have to convince the Treasury:

**The Chairman:** Also.

**Senator Cameron:** Is the National Library doing anything about the collection of oral history? I am thinking of recordings of speeches of great men.

**Senator Yuzyk:** For posterity.

**Senator Cameron:** I think the Film Board has started to do a little and possibly the C.B.C. It is important, in terms of preserving the feeling and colour of the era and age, that we record these and keep them for posterity. This may be done on microfilm, and so on. Has any start been made, as far as the National Library is concerned?

**Mr. Sylvestre:** There has been an attempt made but not by the National Library. There are two areas of collecting which a great many national libraries in the world do. One of them is film and the other is this type of historical material. In Canada this responsibility was given to the Public Archives and they do collect both oral history and film. So it is being preserved by the national institutions.

**Senator Macdonald:** Mr. Chairman, I want to point out to my friend, Mr. Sylvestre, that certain books are hard to come by these days, and when the National Library gets hold of them they ought to make photo copies of them. I can give you one example of what I mean. Several weeks ago Senator D'Arcy Leonard asked me if I knew of a history of the early French settlers in Prince Edward Island. I told him I had never seen one but would find out for him. Well, there was one, but it wasn't in P.E.I. or in the National Library. Of all places, it was found in the library in Quebec and was delivered to me here by the people from the National Library. Unfortunately, when I got the book Senator Leonard was abroad and by the time he returned I no longer had the book.

What I want to know is whether you people can obtain copies of such books for your own library, or, if you cannot do that, whether you can make copies of them.

**Mr. Sylvestre:** Well, senator, you know that printing began in Canada in 1752 and the National Library was only established in 1950. It is only fortunate for us that we had the advantage of receiving from the Library of Parliament very large collections of books which were considered to be no longer required for the purposes of Parliament. A great many of these were duplicates. But before we succeed in buying back everything that was printed in Canada before we were established, a great many years will have elapsed. It is a very long-term project. I might say that any time we see Canadian books coming up for sale anywhere, that is, books we do not have, we make every effort to acquire them. That is a process that goes on every day. But the number of books published in Canada since the introduction of printing is now in excess of 100,000 titles and, obviously, it will take a number of years before we manage to collect everything.

**Senator Macdonald:** Incidentally, the interesting book I was referring to was written by Dr. Blanchard of Prince Edward Island. Can you not get copies of that book in your library?

**Mr. Sylvestre:** I am afraid I do not know if we have a copy in our library, although I am certain there is one in the Library of Parliament.

**Senator Macdonald:** No, there is not. I pursued that, and it was only after Senator Leonard pushed the matter that the book was brought up from the Quebec library.

**Mr. Sylvestre:** Well, senator, I could mention that a bibliography was published several years ago containing a great number of titles, the exact number of which I cannot remember at the moment. Practically all of them are rare and they date back as far as the introduction of Canadian printing in Halifax in the 1700s. We have microfilmed all of these and the complete microfilm library of these can be bought from the National Library for \$175. Of course, to buy the hard-covered versions of these would cost a fortune. However, we cannot do everything at once.

**Mr. Levy:** With respect to photocopying or Xeroxing books, senator, or techniques of that type, there is in this country the question of copyright which subsists for the life of the author plus 50 years. If the author has been dead more than 50 years, you can copy at will. If he is alive or has been dead less than 50 years you have to get permission from the copyright holder to photostat these books. With respect to the particular book you have referred to, I have been given to understand that Dr. Blanchard has been dead only a few years. So unless we are authorized by the inheritors of his estate, we cannot photocopy that book because it would be violating the copyright which still survives.

**Senator Yuzyk:** With the understanding that the minister, the Secretary of State, is a benevolent president of the National Library, I think that we should complete this meeting by approving the bill as we have it before us.

**The Chairman:** Shall I report this bill to the Senate without amendment?

**Hon. Senators:** Agreed.

The committee adjourned.









First Session—Twenty-eighth Parliament

1968-69

**THE SENATE OF CANADA**  
**PROCEEDINGS**

OF THE  
STANDING SENATE COMMITTEE  
ON

**HEALTH, WELFARE**  
**AND SCIENCE**

The Honourable HARRY HAYS, *Acting Chairman*

No. 3

WEDNESDAY, JUNE 11th, 1969

*Complete Proceedings on Bill C-153,*

intituled:

“An Act to amend the Historic Sites and Monuments Act”.

WITNESS:

*Department of Indian Affairs and Northern Development:* John Nichol,  
Director, National and Historic Parks Branch.

REPORT OF THE COMMITTEE



First Session—Twenty-eighth Parliament  
1968-69

THE SENATE OF CANADA  
PROCEEDINGS

OF THE

THE SENATE COMMITTEE ON HEALTH, WELFARE AND SCIENCE

The Honourable Maurice Lamontagne, *Chairman*

The Honourable Senators:

Belisle	Gladstone	Phillips ( <i>Prince</i> )
Blois	Hays	Quart
Bourget	Hastings	Robichaud
Cameron	Inman	Roebuck
Carter	Irvine	Smith ( <i>Queens-</i> <i>Shelburne</i> )
Connolly ( <i>Halifax North</i> )	Kinnear	Sullivan
Croll	Lamontagne	Thompson
Denis	Macdonald ( <i>Cape Breton</i> )	Yuzyk—(30)
Fergusson	McGrand	
Fournier ( <i>De Lanaudière</i> )	Michaud	
Fournier ( <i>Madawaska-</i> <i>Restigouche</i> )	O'Leary ( <i>Antigonish-</i> <i>Guysborough</i> )	

*Ex Officio Members:* Flynn and Martin

(Quorum 7)

WEDNESDAY, JUNE 11th, 1969

Complete Proceedings on Bill C-153,

introduced:

"An Act to amend the Historic Sites and Monuments Act."

WITNESS:

Department of Indian Affairs and Northern Development: John Nichol,  
Director, National and Historic Parks Branch.

REPORT OF THE COMMITTEE



ORDER OF REFERENCE

Extract from the Minutes of the Proceedings of the Senate, Wednesday, June 4th, 1969:

Pursuant to the Order of the Day, the Senate resumed the debate on the motion of the Honourable Senator Fergusson, seconded by the Honourable Senator Inman, for the second reading of the Bill C-153 intituled: "An Act to amend the Historic Sites and Monuments Act".

After debate, and—

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

The Bill was then read the second time.

The Honourable Senator Fergusson moved, seconded by the Honourable Senator Inman, that the Bill be referred to the Standing Senate Committee on Health, Welfare and Science.

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

ROBERT FORTIER,  
*Clerk of the Senate.*



## MINUTES OF PROCEEDINGS

WEDNESDAY, June 11, 1969.

(3)

Pursuant to notice the Standing Senate Committee on Health, Welfare and Science met this day at 10.30 a.m.

*Present:* The Honourable Senators Cameron, Carter, Denis, Fournier (*Madawaska-Restigouche*), Gladstone, Hays, Inman, Irvine, Kinnear, Quart and Robichaud.—(11)

Upon motion duly put, the Honourable Senator Hays was elected *Acting Chairman*.

Upon motion, it was *Resolved* to print 800 copies in English and 300 copies in French of the proceedings of the Committee on Bill C-153.

Bill C-153, An Act to amend the Historic Sites and Monuments Act, was considered.

The following witness was heard:

*DEPARTMENT OF INDIAN AFFAIRS AND NORTHERN DEVELOPMENT:*

John Nichol, Director, National and Historic Parks Branch.

Upon motion, it was *Resolved* to report the said Bill without amendment.

At 11.05 a.m. the Committee adjourned to the call of the Chairman.

*ATTEST:*

Patrick J. Savoie,  
*Clerk of the Committee.*

REPORT OF THE COMMITTEE

WEDNESDAY, June 11, 1969.

The Standing Senate Committee on Health, Welfare and Science to which was referred the Bill C-153, "An Act to amend the Historic Sites and Monuments Act", has in obedience to the order of reference of June 4th, 1969, examined the said Bill and now reports the same without amendment.

All which is respectfully submitted.

HARRY HAYS,  
Acting Chairman.

Patrick J. Savoie,  
Clerk of the Committee.

## STANDING SENATE COMMITTEE ON HEALTH, WELFARE AND SCIENCE

### EVIDENCE

Ottawa, Wednesday, June 11, 1969

The Standing Senate Committee on Health, Welfare and Science, to which was referred Bill C-153, An Act to amend the Historic Sites and Monuments Act, met this day at 10.30 a.m. to give consideration to the bill.

**The Clerk of the Committee:** Honourable senators, I have to advise you that the chairman will not be present this morning. Is it your pleasure to elect an acting chairman?

**Senator Robichaud:** I move that Senator Hays act as chairman of this meeting.

**Senator Cameron:** I second that motion.

**The Clerk of the Committee:** Is it agreed that Senator Hays be acting chairman?

**Hon. Senators:** Agreed.

**Senator Harry P. Hays (Acting Chairman)** in the Chair.

**The Acting Chairman:** Honourable senators, we have before us for our consideration this morning Bill C-153, an Act to amend the Historic Sites and Monuments Act. Is it your wish that a record be made of the committee's proceedings?

Upon motion, it was *resolved* that a verbatim report be made of the proceedings, and to recommend that 800 copies in English and 300 copies in French be printed.

**The Acting Chairman:** We have as a witness this morning Mr. John Nicol, the Director of the National and Historic Parks Branch of the Department of Indian Affairs and Northern Development. Will you proceed, Mr. Nicol?

**Mr. John Nicol, Director, National and Historic Parks Branch, Department of Indian Affairs and Northern Development:** Mr. Chairman, Senator Fergusson outlined in the Senate the other day the real meat of this bill to amend the Historic Sites and Monuments Act. The bill really provides for housekeeping

arrangements so that there will be a wider representation on the Board, and a more reasonable per diem allowance paid to the members of the Board while engaged on the Board's business.

I might say that the Board has had a tremendous influence over the period of its existence in the determination of those things in which the federal Government should involve itself in the way of designating the importance, national or otherwise, of various submissions that come forward. To give you an idea of the workload of this board I will say that at the last meeting in early May 75 submissions were put to the board. At the previous meeting last fall there were 85 submissions.

Last year the Board undertook to have two meetings a year in order to keep up with the work. This is a manifestation of the interest of the people of Canada in the history of Canada.

During the debate on the motion for the second reading of this bill in the Senate the matter of the commemoration of the birth places of famous Canadians outside of Canada was discussed. Some time ago, before the historic sites and monuments policy was prepared, this matter was submitted to the Board for its view. A document was tabled in the House of Commons, and the subject was given very careful consideration. There are two aspects to the matter. One is that most of our early famous Canadians were born outside of Canada, and the second is that their importance from a national historical point of view arises from their activities in Canada. There is some question as to whether the fact that they were born in another country is of national historical importance.

The second matter is one of finance and logistics, which inevitably comes into this type of thing. It was felt, because there was so much more that had to be done in Canada, that we should restrict our activities to within the boundaries of the country. I cannot say what some future policy will be, but this is the policy we are following at the moment.

I think that that is all I have to say in the way of general remarks, Mr. Chairman.

**Senator Fournier (Madawaska-Restigouche):** Mr. Nicol, you mentioned that at your last meeting you had 75 applications, and at the meeting before that you had 85 applications. How many of those 75 applications would be new applications? Were they all new applications, or were some applications that were carried over?

**Mr. Nicol:** No, they are not all new applications, Mr. Chairman. There are some applications that are considered by the Board two or three times. Sometimes the Board defers its decision until it feels the research information, on which it bases its decision, is complete. In other cases, especially those concerning historic buildings, the Board has a real problem in having studies made to determine whether a building really is of historical significance from an architectural point of view. The Board may consider a submission two or three times in such an event, but this is not the ordinary course of events. I am told that there were only two subjects that were carried over.

**Senator Carter:** What criteria do you use? I know of several applications that have been turned down because they were not thought to be of sufficient historical significance. However, they are of sufficient historical significance to the people of the particular region or province. When the matter is taken further afield, and people sit around a table up here in Ottawa to discuss it, a different set of values seems to be applied. I would like to know what your criteria are.

**Mr. Nicol:** Mr. Chairman, I do not think that at any time the Board has said that an area is not of historical significance. What it has said is that an area is not of national historical significance. There are areas, sites, and people which are of very great importance regionally, and then there are others that are of historical significance from the point of view of the provincial Government, and then there are others that are of national significance. The Board has a criteria subcommittee which considers various criteria which will be used in judging these things.

The Board consists of members from each province, and Ontario and Quebec each have two members. So, there is regional representation.

This is not an easy problem, and despite the fact that one of the members of the Board

is present today I will say quite frankly that I feel Canada gets a great deal for its money from these board members. It is their view upon whether a matter is of national, provincial, or regional significance that the minister is looking for when he makes submissions to them for their consideration.

**Senator Carter:** But they must have some guidelines, and this is what I really want to know. How do you draw a line between what is regional and what is national. Very often the thing hinges on the age of a building, and age is not limited to regions or anything else.

**Mr. Nicol:** It depends upon whether the building is historic from usage or from architecture. From the point of view of usage they have pretty well developed a *modus operandi*. So far as people are concerned the Board considers whether they are significant nationally, provincially, or regionally. They are in some difficulty at the moment when they are concerned with a building that is important from the point of view architectural history—that is a bad phrase, but perhaps I can use it—because we do not have sufficient comparative information right now. The board does have considerable trouble with such buildings.

The department proposes to accelerate the program for a national architectural inventory which will review all the buildings in Canada, and measure, describe, and photograph those that are typical of a certain style of architecture, history, or some criteria that makes them somewhat more outstanding than others. However, budgets are budgets, sir, and...

**Senator Carter:** Yes. I know of a lighthouse, and a lighthouse, of course, is of pretty well standard architecture—that was probably the first in Canada. It dates back so far that James Cook, the great navigator, marked it on his charts, and it has served as a landmark all down through the ages. There came a time, of course, when it became obsolete, and the Department of Transport decided not to spend any more money on it. A fence was built around it, and it was left. But, here is something that is a part of history, and yet the Board decided it was not a historic building. I should like to know the reasons why it was turned down. The architectural rule cannot be applied to such a building.

**Mr. Nicol:** Perhaps if I could have more particulars as to this lighthouse then I might be able to supply you with the information at a later time. Actually, the first lighthouse in

Canada, I believe, was at Louisbourg. It sat across the harbour from the fortress of Louisbourg.

**The Acting Chairman:** Mr. Nicol, you say that there is regional representation on the Board. Would it be up to the representative from that region to make the recommendation, and is it possible that this may never have got to Ottawa?

**Mr. Nicol:** Every submission that is made through the Department, whether made through a member of Parliament, a senator, or a private individual, is examined. Apart from those that are obviously frivolous, or that really have no meaning, all are researched by our historical and archaeological staff, and all of this research is placed before the Historic Sites and Monuments Board at one of its meetings.

Mr. Chairman, one problem the Board does face often is in the fact that the folklore of Canada does not always agree with the history of Canada. There are certain things in the textbooks of the primary schools which, in effect, are not entirely correct. This is because some of the writers of the older textbooks were not privy to the great amount of research that has been done in the historical field in the last 15 years. In this time we have made tremendous advances. We feel that the Canadian citizen is very interested in the historic sites and monuments. According to our attendance records, our historic sites and monuments were visited by 2.5 million people, whereas ten or fifteen years ago they were visited by less than half a million people.

**The Acting Chairman:** Is this information for which Senator Carter asks available to the public, or is it privileged information? I am referring to the reasons why a site is turned down.

**Mr. Nicol:** Normally, the only reason why a site is turned down is because in the opinion of the Board it is not of national or historic importance, Mr. Chairman. This is why the Board is asked to review at its meetings the question of whether a site or a building is of national historic importance. The Board from time to time does make recommendations to the minister beyond that simple statement, but those are cases of where the members have definite views as to how the thing should be handled.

**Senator Carter:** Does not the Board change its opinion from time to time as the personnel

of the Board is changed? I can cite Castle Hill in Placentia, Newfoundland, the old capital, and also Signal Hill. The history of these places goes back further than that of many historic sites on the mainland. Yet, it took about 17 years for a decision to come down that these were of historic significance.

**Mr. Nicol:** Mr. Chairman, I am not entirely familiar with the detail of why it was not put before the Board before that. I might suggest that one possible reason is that it was never raised with the minister or with the Board until that time.

**The Acting Chairman:** It was after Confederation.

**Mr. Nicol:** Of course, before Confederation we had nothing to do with it.

**Senator Carter:** I think it was raised pretty soon after Confederation. I do not know whether it went through the right channels, but I do know that 17 years passed by before somebody decided it was of national historic significance.

**Mr. Nicol:** There is one other aspect—and here I would be only hazarding an educated guess—and that is that all of these things do not go before the Board immediately following the referral because there is a very substantial amount of research undertaken before the matter is presented to the Board. In other words, we want to be sure.

**Senator Carter:** Does it depend upon the case that is made and presented? The Board does not do any research work, or verification of facts. It is rather like having a lawyer present your case in court—it depends upon whether you have a good lawyer or not.

**Senator Fournier (Madawaska-Restigouche):** You have to be a good salesman.

**Senator Robichaud:** Is it not a fact that there is always the financial aspect to be considered? In respect of these two sites in particular, I am aware that there have been expenditures on the part of the federal Government, and it may have taken time for those expenditures to be authorized.

**Mr. Nicol:** Well, after the Board has decided to recommend that a site or a person is of national historic importance, it then falls to the lot of the National and Historic Parks Branch to prepare a plan to indicate how this historic event is to be demonstrated. There is, of course, the matter of acquisition of land in

many cases, and this is followed by the question of whether we are going to restore, stabilize, or reconstruct, and then there is the whole matter of interpretation which requires further research. With the staff and the budget that is available to the branch, I think Canada is getting a good bargain.

**Senator Fournier (Madawaska-Restigouche):** Do you operate under a budget?

**Mr. Nicol:** Yes, sir.

**Senator Fournier (Madawaska-Restigouche):** Do you have a limited budget for the year?

**Mr. Nicol:** Yes.

**Senator Fournier (Madawaska-Restigouche):** Would you give us some figures?

**Mr. Nicol:** I can give you the figure for the current year, which is \$7,175,000 for the historical program. This is broken down into \$3,845,000 for capital expenditure, and \$3,330,000 for operation and maintenance. So that you can make a comparison, ten years ago the total budget for the history side of our branch operation was slightly less than \$1 million.

**Senator Fournier (Madawaska-Restigouche):** That is why it took 17 years to get Senator Carter's project recognized.

**Senator Carter:** The more money, the more historical significance.

**Mr. Nicol:** It was about ten years ago that the historical program was really accentuated, and this stemmed from the interest of Canadians in the approaching centennial year. We have had some of these historic sites since the First World War, and the main activity was in cutting the grass, putting up a few signs, and letting people walk around. Ten years ago we did a major overhaul of the historic sites, and we have been increasing their budgets very substantially.

In 1960-61, for instance, we embarked upon the program at the fortress of Louisbourg which has cost roughly \$1.5 million a year. I think it is going to be—and this is not my private opinion—one of the most spectacular restorations in North America. Here was a town of 10,000 people which the attacking forces reduced to rubble, and which is now rising in all its grandeur. The main building, the Chateau St. Louis, in length is 60 feet less than the building in which we are at the present moment. It is now up, and we are furnishing it.

**Senator Fournier (Madawaska-Restigouche):** What is the cost, roughly, of the administration of the department as against the actual money you spend on the projects. Is your administration cost high?

**Mr. Nicol:** I have national parks as part of my responsibility as well as historic parks and sites, but we are working on an overhead of something like ten per cent.

**Senator Quart:** First of all, I have a question to ask for Senator Carter who has been called out of the room, and after that I have a question of my own. Senator Carter wants to know when this per diem allowance of \$20 was established.

**Senator Cameron:** It was quite a while ago, I guess.

**Mr. Nicol:** Yes, it was established in 1955.

**Senator Quart:** My question concerns not lighthouses but graveyards, and in particular the grave of Calixa Lavallée which is in a cemetery in Montreal. Has anything been done about it? After all, Calixa Lavallée was a Canadian, and the composer of the only official part of our national anthem—the music. I know that his grave was in a very dilapidated condition in some cemetery in Montreal a couple of years ago. Is it proposed to do anything about it?

**Mr. Nicol:** Mr. Chairman, I wonder if I could supply that information later to the senator. I am informed that the Board recommended a commemoration.

**Senator Quart:** Even in the research that was carried out in the National Library there was an error, which was brought to my attention. I know this from the person who did some extra research on the matter. It seems to me that the least that can be done is to clean up the grave, or something like that. I know that some people who went to the cemetery found it very difficult to locate the grave of Calixa Lavallée. I have not been asked by any organization to ask you this question, but I do feel that something should be done about it.

**Mr. Nicol:** Calixa Lavallée has been judged to be a person of national historic importance, but what we have not got with us is the information as to how the commemoration will take place. Perhaps we might examine your suggestion that something in connection with the grave might well be the form of commemoration.



**Senator Quart:** I can get you details of where the cemetery is. I have a photograph of the grave, and it is not at all complimentary to a composer of Lavallée's stature. As a matter of fact, he had to leave Canada and go to the States in order to be recognized.

Senator Carter has returned, and I will turn the matter of the \$20 a day over to him.

**Senator Carter:** Yes, I was interested in knowing when the per diem allowance of \$20 was established.

**Mr. Nicol:** It was in 1955, I believe, senator.

**Senator Cameron:** What relationship exists between the Historic Sites and Monuments Board and similar organizations which are doing very good work in some of the provinces? Is there a close working liaison between them?

**Mr. Nicol:** There is a close working relationship between the branch and the provincial boards. In the case of Ontario, for instance, we are invited to attend at least one meeting of their historical and archaeological board every year. We have a direct liaison from the branch point of view with the various organizations in the provinces, and at the same time each board member has a continuing direct relationship with the various organizations in his province, and on occasion he has led the discussions with the province on a matter in which the Board has concerned itself.

**Senator Cameron:** I presume there would be provision for the information on regional or provincial historic sites to be incorporated in the national literature?

**Mr. Nicol:** This is a desirable thing. At the moment we have not moved in this direction, but this again comes down to a matter of money and people, in that order. I think, Mr. Chairman, that Senator Cameron is aware of the number of people it takes to research a subject properly. The shortage of trained people has been a continuing problem with us.

**Senator Fournier (Madawaska-Restigouche):** Mr. Nicol, are you satisfied that your budget is sufficient? I ask this question because these memorial sites are great tourist attractions. The federal Government and the provinces are making great efforts to attract tourists, and tourists take a great interest in these memorial sites. I think we should spend a little more money in developing these sites,

and in producing publications that can be distributed to the tourists. Many tourists who come to Canada do not know where these sites are.

**Mr. Nicol:** That is correct. Several years ago Ontario made a study of the preferences of tourists entering that province, and it was found that historic sites ranked third or fourth. We do work very closely with the provincial tourist bureaus, and also the Canadian Tourist Association, of which one of our assistance directors is a director. We have been conscious of this, and the provincial tourist bureaus mention the historic sites, both national and their own, quite liberally in their literature.

**Dr. Peter Waite, Member, Historic Sites and Monuments Board:** I should like to answer a question raised by Senator Carter a while ago. He mentioned the problem of distinguishing between local and national historic sites. This is a difficult question. I can cite the example of one of the recent decisions of the Board in connection with the Boyd house at Peterborough. The Board decided this house was not of national historic significance, although it was of great significance locally in the lumber trade. This has to be contrasted with the house at Pointe Fortune which had great connections with the fur trade. We decided—and I hope correctly—that the house at Pointe Fortune was of national historic significance because it was owned by a fur trader, and it met every criteria to qualify it to be described as being of national historic significance. The Boyd house at Peterborough had no architectural interest. Although it was of local historic interest, the Board regretfully decided that it had no national historic significance.

Senator Quart has raised the question of Calixa Lavallée's grave. The Board depends heavily upon the initiative of local members, and in some cases such things are overlooked. In the case of the lighthouse in Newfoundland, there is no doubt that if the Newfoundland member brings it to the attention of the Board, the Board will consider it.

**Senator Denis:** Mr. Nicol, do you have any figures as to how many sites you have in each province?

**Mr. Nicol:** I have the figures of how many sites we have, but they are not separated as to national historic parks and national historic sites—the difference being mainly in how they are created, and not in their importance. A national historic park is created under the

National Parks Act, and a national historic site is created under the Historic Sites and Monuments Act. There are 44.

Senator Denis: Perhaps you can give us that information at a later time.

The Acting Chairman: Is it agreed that I report the bill?

Hon. Senators: Agreed.

The committee adjourned.

The Queen's Printer, Ottawa, 1969

Dr. Peter White, Member, Historic Sites and Monuments Board, I should like to answer a question raised by Senator Cairns while on the subject of the proposed legislation regarding local and national historic sites. The legislation is a result of a group of one of the recent decisions of the Board. The Board decided this year that it was of great significance locally in the United Kingdom. This has to be contrasted with the Board in London which had great connections with the site. We decided—and I hope correctly—that the Board of Historic Sites and Monuments was to be a national historic site and it met every criteria to qualify as a national historic site. The Board in London is a national historic site and it is a national historic site. The Board in London is a national historic site and it is a national historic site.

Senator Cairns: Yes, I was interested in knowing when the per diem allowance of \$20 was introduced. I believe Senator Cairns was in 1968. I believe Senator Cairns was in 1968. I believe Senator Cairns was in 1968. I believe Senator Cairns was in 1968. I believe Senator Cairns was in 1968.

Mr. Hinch: There is a close working relationship between the Board and the Board in London. The Board in London is a national historic site and it is a national historic site. The Board in London is a national historic site and it is a national historic site. The Board in London is a national historic site and it is a national historic site. The Board in London is a national historic site and it is a national historic site.

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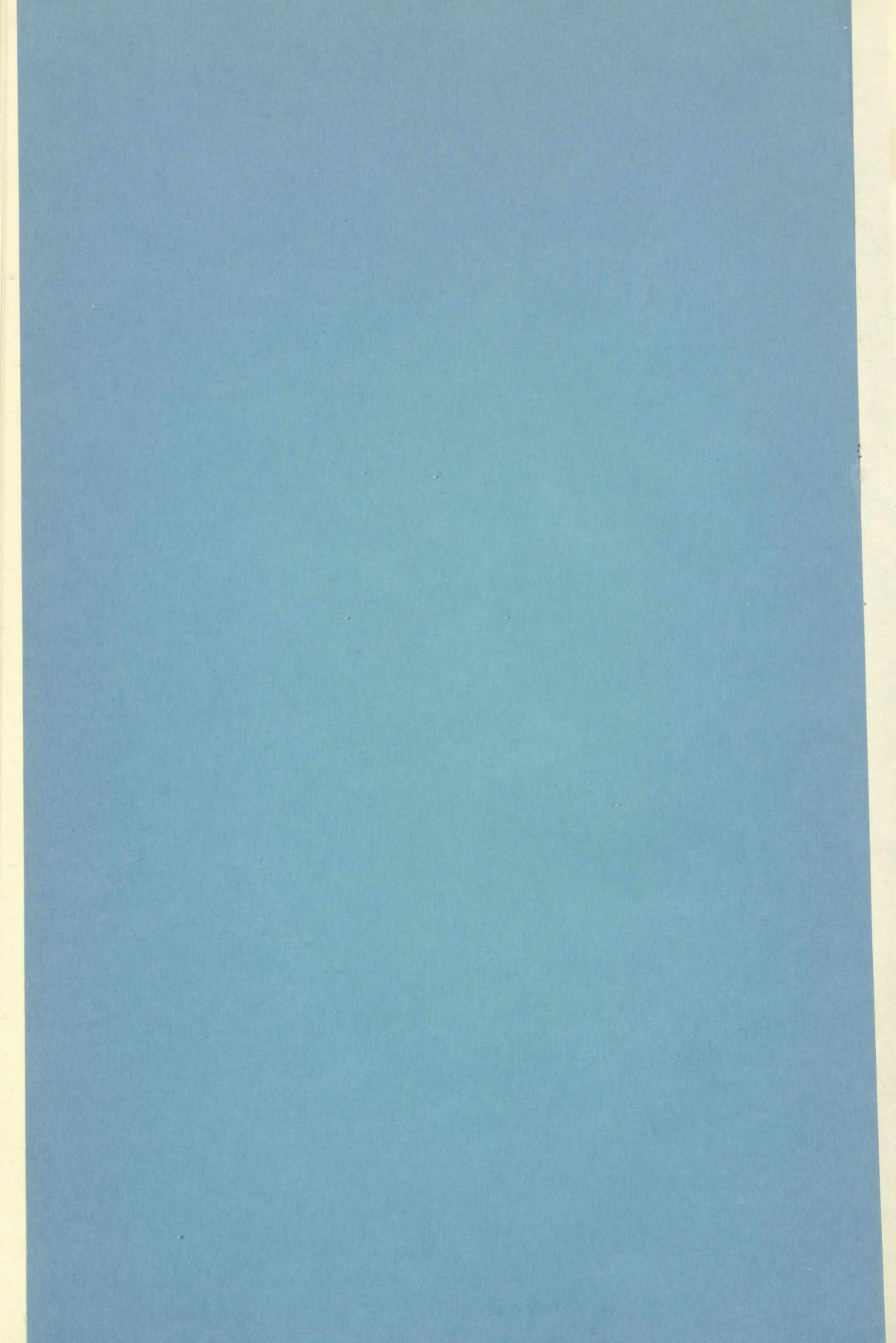














SENATE OF CANADA

Standing Committee on Health, Welfare and Science  
28th Parliament 1st Session 1968-69

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