

**LEGISLATIVE ASSEMBLY OF SASKATCHEWAN**  
**First Session — Thirteenth Legislature**  
**6th Day**

**Thursday, February 21, 1957**

The House met at 2:30 o'clock p.m.

On the Orders of the Day:

**SALE OF BOND ISSUE**

**Hon. C.M. Fines** (Provincial Treasurer): — Mr. Speaker, before the Orders of the Day are proceeded with, I would like to announce that yesterday the province received bids for \$7,000,000 of 20-year debentures. We received four bids. The successful bidder bid a price of \$96.32; the bonds were re-offered for sale at a price of \$97.50, which is a yield to the investor of 4.95 per cent. I have just received word that the books were closed this morning, and the issue has been over-subscribed.

I would like to point out that I feel very happy about this further evidence of the financial stability of the Province and the great development that is going on, when investors will invest in Saskatchewan at a rate of 4.95, especially when, in recent months, our neighbouring Province of Manitoba, for a similar bond, paid a higher price. The bonds were sold at a yield of 5.125. The Province of Nova Scotia, within the past month, raised money on similar terms at 5.07. The Province of Newfoundland is at the present time selling an issue at a price of 5.07. The Province of Ontario, one of the wealthiest provinces of Canada, just completed a deal under which the bonds of their province were sold at 5 per cent. In New Brunswick, the issue there was sold at a price of 5.15 and 5.25. So this is the first time that the bonds of any provincial government have been sold at a rate of less than 5 per cent in a good many months, and I think we should all be very proud of that fact.

**SPEECH FROM THE THRONE**

**Debate on Address-in-Reply**

The House resumed from Wednesday, February 20, 1957, the adjourned debate on the proposed motion of Mr. Wood (Swift Current) for the Address-in-Reply to the Speech from the Throne.

**Hon. A.P. Weber (Leader of Social Credit) (Meadow Lake):** — I would like at this point to bring out the

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fact that due to radio time allotted to the members of the Social Credit group, I am in a position where I am forced to confine my radio speech to thirty-five minutes. I would also like to point out that the total radio time allocated to the Social Credit group for the complete Session is one hour and fifty minutes. We are not very happy about this situation; however, we will abide by the decision of the Radio Committee.

I would like at this time to say, Mr. Speaker, that last June we presented to the people of Saskatchewan our program which we considered right and possible. We have not, since that time, changed our opinion, and we will continue to press for many of these positive policies which we had in our program at this Session.

It is my privilege today, to speak on the motion to the Speech from the Throne and this being 'Brotherhood Week' I would ask your indulgence in this, my first speech to the Legislature.

I was pleased to hear that the hon. members from Yorkton and Swift Current (Mr. Neibrandt and Mr. Wood), when speaking on the motion, favoured the abolition of the 3 per cent Education and Hospitalization Tax. The Leader of the Official Opposition (Mr. McDonald) also indicated that he is in favour of the removal of this tax. Therefore, we feel that it is very encouraging to hear that all parties are in agreement that this tax should be abolished. We have been advocating this change for a considerable number of years, and it goes without saying that this move, we think, is in the right direction, since this will eliminate some of the tax burden which is placed on our agricultural producers today.

The hon. member from Yorkton mentioned that Saskatchewan was a province which was, in his words, "paying the highest per capita of social welfare of any province of Canada." This is no surprise to me. However, I wonder if the reason for this could be that this expenditure is necessary in Saskatchewan due to the abnormal demands for increasing social aid. The hon. member also mentioned the extensive highway program. This may be true in the southern part of the province – I don't know for sure; however, in the north of the province, which I represent, this highway program is not in evidence. In fact, in our town No. 4 Highway from the south passes through the town of Meadow Lake and continues on into the north. No. 3 Highway comes from Prince Albert through Big River, Green Lake and is supposed to finish up at the Alberta border. I have been in that district for 15 years and since that time they have been building highways, and there is only one direction in which we can get out of Meadow Lake under any adverse weather conditions, and that is on No. 4 Highway to the South, and we have to drive approximately 100 miles before we can reach a hard-top highway.

However, we have a situation up there now which you people have perhaps heard about, and that is the new Uranium City road. This was

a dream of the business men of Meadow Lake along with some of the other ambitious people, to try to bring some of the natural resources or the mineral wealth from the northern part of Saskatchewan, such as Uranium City, to Saskatchewan, instead of having it go into Alberta. This business in the past has been mostly divided between Edmonton and Calgary. However, it is mostly being flown in, excepting in the summertime when they can use the waterways, and it is very expensive to bring goods into Uranium City. A year ago this winter, the business men undertook to establish a route by themselves, and in doing so they found a way, partly over water and partly over land. I think it took them around three weeks or a month to get up to Uranium City. They have gone up there again this year with a bulldozer, and are making a road which is mostly overland, and they are trying to compete with Alberta, who have voted \$100,000 to construct a road from the vicinity of Waterway to Uranium City.

This matter was brought to the attention of our Ministers in the year previous, and last year some of the members of the Prince Albert Board of Trade and members of Uranium City Chamber of Commerce got together, and they got in touch with Mr. Davidson, assistant Deputy Minister of Natural Resources. In interviewing him he stated that this Alberta road that was going 350 miles northeast of Edmonton to Lake Athabasca would not hurt Saskatchewan. I quote:

“I am not surprised, he said, when informed of the Alberta announcement. We have expected Alberta would build a road for some time. Most of the trade has been going via this route in the past. I don’t know whether the Saskatchewan Government can or will do anything about the situation. The only definite plan is the one of Meadow Lake – Uranium City Freightways.”

I think that the this Government should have been as interested in establishing a Uranium City contact as the Government of the province of Alberta, and, therefore, I would suggest that some consideration be given to assist these men in their attempt to establish a road into the north.

I would like at this time to pay special tribute to those men who had the vision and the pioneering spirit to make that trip into the north. I would also like to draw attention of this Assembly to our pilot, or guide as I should call him, who had his own plane and at very, very little expense money assisted in guiding the bombardier through that wilderness in the north. Unfortunately, on the road returning from the north, when he was flying supplies out to the bombardier, his plane crashed; he was almost killed. He was in hospital for a considerable length of time and at this time I would like to pay tribute to that pilot, Mr. Martin.

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The hon. member for Yorkton also kept referring to the depression years. I always feel that the depression years should not be a criterion whereby this Government gauges its successes or failures. The depression was worldwide and no particular government can be blamed for this situation. However, we feel that a great deal of suffering could have been alleviated by proper distribution of goods which were produced in abundance during that difficult time. Small investors, larger investors, millionaires, industrialists, manufacturers and many others went 'broke' along with the farmers. However, we will forget about the depression years except to this extent: the depression years were the years that built the community of Meadow Lake. When the south was dried out and things were at a low ebb here, the farmers, with the same pioneering spirit that they had when they originally came to Canada, or I should say Saskatchewan, and settled this country; when they were in that depressed state they still had enough gumption to pack up the few belongings they had left and go to a country where there was a little bit of moisture and green grass. I would like to say at this time that many of the farmers in that area, through hard work have made a success of their farming endeavours. It wasn't easy for those people. As most of you know, the area I represent, was mostly at that time, bush or heavy timber, and they had quite a time to cut their farms out of that type of land. However, I am very pleased to say that they have been quite successful on the average, and today you can go into the Meadow Lake area and you will find that it is one of the biggest shipping points for grain, livestock, etc., in western Canada, not to mention the many other hay crops, such as alfalfa, produced up in that area.

In my opinion the province of Saskatchewan has been built on the foundation of agriculture, and I still think that agriculture is the basic economy of our province. However we find that farmers generally are in a very precarious position. We feel that provision should be made by this Government to relieve the tax burden placed on the farmers, and also to encourage them towards stabilizing our farm economy. I would urge the Government to introduce legislation to establish a Farm Credit Union program under which capital loans will be made available to young farmers for the purchase of agricultural land.

We in the Social Credit group will continue to support and press for the construction of the Saskatchewan River Development project, and we will also continue to support the request made by various agricultural organizations to the Federal Government to institute a parity price, or a two-price system, for the agricultural products and for advances on farm-stored grain.

In his speech yesterday, the Premier was comparing the progress of Saskatchewan's oil industry with that of the oil industry in Alberta. In very glowing terms, Mr. Speaker, he outlined the great advantages which Saskatchewan has made in the past year; and I was very pleased to hear that this was so. But I noticed that when he quoted Saskatchewan's progress, he

compared this progress percentage-wise with the progress in Alberta, and when he mentioned the total production he only gave the figures for the province of Saskatchewan. Now we all know that, if we had one oil well last year and brought in another one this year, we would have an increase of 100 per cent. Let us not fool ourselves. We still have a long, long way to go before we can equal the total production of oil produced in the province of Alberta. Nevertheless, if this favourable comparison with Alberta's oil industry should exist, and as the Premier outlined yesterday, and if our mineral wealth is considerably more than that enjoyed by the province of Alberta, I would like to know just why it is that this Government has found it necessary, year after year, to borrow money to expand the operations of the Crown Corporations of our province, while last year, in Alberta, one department was able to budget for more money than the total budget of the province of Saskatchewan, for the same year – and they didn't have to borrow a dollar. Therefore, I believe that we are not yet in a position to compare our province favourably with the province of Alberta, as far as oil industry is concerned. However, I know that our province is making tremendous strides, which I am very pleased to see, and that, in the not too distant future, we will produce more oil in Saskatchewan than we ever thought would be possible.

In the northern part of the province that I have mentioned before (and, of course, I am very keenly interested in that area), we have potential wealth in mineral and industrial development, too, for that matter; but I would like to say that, in my opinion, this mineral wealth that has been developed so far has just been a small part of the potential of the northern part of our province. It is true we have a base set-up in Uranium City and Gunnar Mines, but I believe, due to the poor communications in the areas south of there, much of this area has never been explored. I would like also to point out that in our area we have some of the best fishing in Canada. In the northern part of Saskatchewan we produce quite a good class of fish. We have mostly 'A' lakes, and the fishing industry is a big addition to the economy of our province.

Timber and pulpwood is also in abundance in that area. It is too bad that communications are so difficult. At the present time it is almost impossible to get into those prospective areas, excepting by airplane transportation which, we know, is very costly and it does not always bring you into the area in which we would like to start exploration work.

There is one thing that I would like to bring to the attention of this Legislature, and that is the tourist attractions we have in the north. We are very, very proud of our lakes and resorts, and also the fish we catch up in that area. If you will check back you will find that the two largest pike that won the provincial championship last year, were caught in a lake close to Meadow Lake.

Our difficulty up there seems to be roads again. I would like to see better roads in our part of the country and further development of our lakes into summer resort parks. These lakes are all within a few miles of Meadow Lake. Within a two-hour drive you can get to La Plonge Lake – don't confuse that with La Ronge; it is La Plonge Lake, trout fishing area. You don't have to hire any guide, and with a rowboat you can go out there and catch fish on ordinary jackfish hooks. This sounds like advertising, but it is not. I think the tourist industry is one that can be developed into a major industry in our province; but we must provide facilities for the tourists who come into our country, and a lot of tourists are turned back at the city of North Battleford because they cannot depend on the roads in our area to go to, and return from, the lakes to which they would like to go.

With all this potential and actual wealth in the northern part of our province, I would urge this Government to establish a northern development commission to make a complete and thorough study of conditions and needs in the northern area of our province.

Municipal property taxation in our province, Mr. Speaker, has reached the saturation point, in my opinion, in both rural and urban municipalities, and with the trend to increased taxation today I find that we need to look elsewhere than direct property taxes to secure the necessary taxes to carry on the functions of governments at all levels. We believe that a sharing of the gasoline tax would be a step in the right direction, and this would take off some of the burden from our property taxpayer. I noticed in some of the statements that our Premier made that he is opposed to the sharing of the gasoline tax. However, we would ask him to reconsider his stand, under the circumstances, and at least give the plan some consideration. This tax-sharing policy could be started on a small percentage scale and then increased gradually as circumstances would warrant.

The old-age pensions are another thing that has been kicked around a lot, and I would like to give our stand on this. We feel there is much to be desired in the treatment of our old-age pensioners, both by the Federal Government and by the present Provincial Government. We will, progressively, as finances allow, ask that the old-age supplementary allowances be brought into line with those now in effect in the provinces to the west of us. We also press for a revision of the supplementary allowances for widows and children, as well as a real expansion in the field of social services.

I had the honour of being mayor of the town of Meadow Lake for four years; I was on the council for four years previous to that, and I have had some experience in municipal financing, at least on the urban level. I would like to point out at this time the difficulty that we experienced with the Local Government Board in making arrangements to finance any debenture issues which we found necessary to carry on the work of local improvement.

I might mention that in our town we put in a sewage system. This sewage system necessitated borrowing over \$70,000 and we found it very difficult to get buyers or takers for these debentures. I must say that the Provincial Government did help us out to some extent, but nevertheless, we can realize that it is still a difficult proposition for municipalities, both rural and urban, to have a source whereby this money can be obtained without too much red tape.

At the present time our town is trying to raise money, through debentures, for the completion of the waterworks in the town. This is also getting to be more difficult year after year. Large finance companies, or finance companies who are in a position to take up these debentures, are not inclined to be bothered too much about small municipal financing; they are more interested, as the Provincial Treasurer mentioned today, in million –dollar projects which, of course, are more simple as far as they are concerned. Therefore, I would ask the Government to establish or set up a municipal financing corporation. This would be a non-profit organization to assist in municipal financing by the purchase and sale of municipal securities at the lowest possible cost, and to provide a convenience and accessible means to the people of the province of investing in debentures and other securities of provincial municipalities.

In the northern part of our province – going back there again – AI am just wandering a little bit around the country. I haven't got too far east and I haven't got too far west; but we have a problem up there that is rather unique in this country, and that is the problem of our Indians. As some of you know the Indian situation in our province is such that part of these people come under the Department of Indian Affairs, which is federally controlled, and some of the Indians are Indians who are not under this Department and do not receive treaty money. Services are rendered in that area by both the Department of Indian Affairs from Ottawa, and by the Government of the province of Saskatchewan. We feel that the Indians should not be segregated. We believe that the Indian should become a citizen with the same privileges and the same benefits as any other citizen in the province of Saskatchewan; and I would suggest that some investigating committee be set up to check into the feasibility of bringing all Indians under one department to be administered by the province of Saskatchewan. Then there wouldn't be this overlapping of services, such as schools and social services, which exist today. This overlapping does not mean that these people are getting too much; in my opinion, this overlapping means that on the one side we have the Federal Government, on the other side we have the Provincial Government, and in between we have the neglected people.

I believe my time has almost come to an end and I would close my remarks in speaking on the motion. I would be quick to point out that our group feels that many problems of vital importance to the welfare of

of Saskatchewan have been overlooked, and we urge the Government to consider implementing the necessary legislation which we find they have failed to include in the Speech from the Throne. Therefore, I feel, Mr. Speaker, that I cannot support the motion.

**Hon. Woodrow S. Lloyd (Minister of Education):** — Mr. Speaker, may I first of all join with those who have already extended to you congratulations on your election as speaker of the House. Having had a fair amount of opportunity over recent years to see you in action in Cabinet and on the Board of Directors of the Power Corporation, I have cause to know your feeling for fairness and your ability to be impartial, and I am sure the Legislature will be well served as a result of your occupancy of the Chair.

May I also join with those who have congratulated the Mover and Seconder of the Speech from the Throne on their vigorous contribution to the debate. Unfortunately I was not able to be in the House on the occasion of those addresses, but I was able to hear them on the radio. As a matter of fact there is some advantage, I find, in listening to these addresses on the radio of a car. Driving along in the car one has a feeling of well being. As you look out straight ahead of you, you can see some of Saskatchewan's fine highways, and you get some feeling of hope and promise for the future. I get quite a different feeling when I look immediately across from me in the House, Mr. Speaker, so there is some advantage in being in the car.

Members of the Legislature and the public have now had the opportunity of hearing expressions from each of the Leaders of the three political groups represented in this House, and members of this Legislature and the public will, as a result, be in a position to judge, on the basis of clarity of thought, of precision of plans and of humanism of philosophy, which of these groups can best claim the right to govern the province of Saskatchewan.

I thought it a great pity when the Leader of the official Opposition was taking his cross-country tour, touching on provincial elections the other day, that he did not continue to the logical conclusions. Had he done so, he would then have pointed out that the only political party in Canada to have been defeated in provincial elections in recent years was the Liberal party. We have seen in recent years the Liberal Party lose its control of governments first in British Columbia, then in New Brunswick, and more lately in Nova Scotia. The wonder of it is, I think, that in the election of last year they did not get more votes in Saskatchewan based, that is, on the extent and the flexibility of the promises which they put before the people of Saskatchewan at that time. I am reminded, for instance, of the discussions emanating from various seats in the province with regard to



whether or not Regina College should be a full-fledged University. The Liberal candidates in the city of Regina said the Liberal party would make it such; but the Liberal candidates in the city of Saskatoon said that wasn't the Liberal party policy. Then we had a perfectly beautiful sort of a statement from the Leader of the official Opposition, saying: "Well, that's all right, boys. It's fair game for the candidates for the party in one constituency to promise something and in another constituency not to promise the same thing." We found the Liberal candidate (one, at least) in the city of Saskatoon, being critical of the Government's policy of using vocational educational grants to build composite schools rather than to build one big institution. I think it is fair to assume that Liberal candidates in some 20 or 30 constituencies in which composite schools have been built, did not share in that kind of criticism of Government policy.

In my own constituency I found the Liberal party there promising some things which I am quite sure that even the members of the Legislature in the Liberal party had not heard of before. I have here the copy of the 'Biggar Independent' for the week of May 31, in which I find, among other things, the Provincial Liberal Party in that constituency promising compensation for accidents to farmers and farm workers; that the Canadian Wheat Board would market all grains; that they would improve the P.F.A., supplementing it, if necessary, by provincial assistance, and, above all things, that the South Saskatchewan River project would be built immediately.

When one considers the flexibility and the variety of programs offered, I say the wonder is they did not get more votes. As a matter of fact, I found people in some places calling them the 'Heinz Party' – 57 different varieties!

When the Leader of the official Opposition was outlining to the House the other day his 16 points with regard to an agricultural program, I was reminded of the methods of modern merchandising. You know how it is, Mr. Speaker. You go into the store; you see advertised there the big economy-sized package, and then inside that package maybe there is a premium, or perhaps you have to send in some box-tops with 10 cents, or \$1.61 in order to get the particular premium. Frequently the premium isn't too bad, if it wasn't for the blamed stuff that you had to eat in order to get the premium. It seems to me that the people of the province took that same kind of an attitude toward this same offer made to them in the election campaign. Many of the points advanced in themselves would not have been too bad; but people were not prepared to take what they had to take along with those points in order to support them.

**Mr. Danielson (Arm River):** — That's why you are changing your tune up there now; the people couldn't swallow it any longer.

**Hon. Mr. Lloyd:** — From time to time he compared the situation in Saskatchewan with the situation in other provinces of Canada, seeming to suggest that if only these things were done here which were done there, then all would be well. In view of that it is interesting to note that we find from farm groups in other parts of Canada the same kind of complaint; that they are facing the same kind of problems as are the farmers of Saskatchewan. It is not just a matter of the wheat farmers on the prairies. It is a matter of fruit farmers in other provincials, and potato growers in other provinces; and that seems to validate the conclusion advanced in the Speech from the Throne that these problems are the ones which can be corrected only if appropriate proper action is taken by the Federal Government. It seems to validate the statement that the basic problem is one of relationship between costs and prices, and no government in a province of this kind, Mr. Speaker, which has proper consideration for the welfare of the individuals of this province or for the municipal local government institutions of this province, can with dignity and decency be quiet in the face of such a situation.

Since it is impossible to discuss the problems of local government without reference to that situation, and since the members opposite appear to be either unconvinced or unbelieving with regard to the Premier's statements yesterday, I thought one or two of them might bear repeating. So I looked up a publication of the Saskatchewan Wheat Pool called 'The Saskatchewan Wheat Pool and Its Accomplishments for the Year 1957'. In this publication they point out the problems which face the people of Saskatchewan, and they point them out in these terms:

That farm cash income in 1955 was that of 1946 plus eight points, but farm cost in 1955 was that of 1946 plus 52 points.

In other words, in that period of time there had been a deterioration of some 44 points. They go on to urge such items as deficiency payments, as cash advances on stored grain.

In the Speech from the Throne we have reference to the fact that the Government welcomes the announcement made by the Federal Government regarding financial assistance to universities. The C.C.F. party has long been an advocate in provincial matters and in Federal matters of increased Federal assistance for education. Having been in that position, it is gratifying when action is taken in that particular direction. The C.C.F. has long been a maker of Canadian conscience and will continue in that category. It has long been a force in compelling a Liberal Government at Ottawa and a Liberal movement in Saskatchewan to progressively move along the way toward better ideas and better action. Increased Federal assistance to universities will benefit our own university to the extent of approximately an additional \$373,000. This, it seems to me, is a very logical way in which the Federal Government may support education. Many of the graduates go into the services

of the Federal Government itself. Many of them go into the services of companies which serve not just Saskatchewan, but which serve all of Canada. While I agree with what the Leader of the Liberal party in the House said yesterday, or the day before, that we would hope more and more of our graduates would stay in Saskatchewan, at the same time I think it is true that we do not necessarily lose the services of these people when they go into the employment of organizations or governments which are national in scope.

A second way in which assistance is available will be through the creation and activity of what is called 'The Canada Council'. Information which we have is that approximately \$100 million will be placed at the disposal of this organization. This, by the way, according to a statement by the Prime Minister in Parliament, is the Federal Government's 'take' or a portion of the take, from the estate of two Canadian citizens who have recently died. It is, in other words, a share of the profits which have come in large part out of the natural resources of Canada and the sweat of Canadian people. It is an appropriate thing that it should be ploughed back and contributed to the welfare of the Canadian people in this way.

The \$100 million is divided into two parts. There is an endowment of \$50 million, the earnings of which will be used to support scholarships of students, and the activities of individuals and groups in those fields generally called the 'humanities or cultural activities'. The Province of Saskatchewan has been active in this field for some number of year now. The Premier referred yesterday to the Student Aid Loan Fund which has been operated for a number of years. Members of the Legislature will, I hope, be familiar with the fine program which has been undertaken for a number of years now by the Saskatchewan Arts Board, and such activities as that proposed for the Canada Council should supplement these activities, indeed.

At the same time, while welcoming that, Mr. Speaker, I think all of us would hope that there would be a wide interpretation placed on the meaning of 'culture' and on the meaning of what goes into making up the studies of the humanities. A very excellent author has written that there is no more necessary virtue in having read 1,000 books than in having ploughed 1,000 fields, and I would hope that this kind of a view would be kept in mind by those who form the policy of the Canada Council.

The second \$50 million is to be expended for the purpose of paying half the cost of certain university construction in the universities across the country. I think here we must raise a question, and perhaps even raise a protest as to the way in which, so far as we know at the present, this is to be allocated. I understand from reading of Hansard that this is to be available not for all university buildings, but that rather it is to be restricted simply to those buildings again associated with the teaching of the humanities, with the advancement of culture. Unfortunately the pro-

vincial governments have not been given an opportunity of expressing an opinion as to how this money might be most beneficial in our respective provinces.

Let me illustrate how this restriction is an unfortunate one from the point of view of Saskatchewan. As the Speech from the Throne indicates, we have completed this last year on the campus of the University, a very fine library. It carries the name of the very first President of the University. Because it combines sound planning with an eye for beauty and a vision for the future, it is indeed a fitting memorial for Dr. Murray, who was the first President of the University. But, we completed it last year. I understand that McGill University (to use an example) completed last year a science building. Now, it so happens that one of the most pressing needs of our university is for a science building. I understand that McGill has need for, and intends to build, a library. If the restriction which I have referred to stands, then it means that when Saskatchewan builds its science building, it will not qualify for assistance because it built its library last year; but McGill will qualify because it is building a library and built its science building last year. That, I think, must be protested.

Even if this restriction did not apply, it is proper, I suggest, to raise the question of whether or not the \$50 million can be considered a fair contribution on the part of Canada. I say that because the developments, the contributions, of those who graduate from our universities will contribute greatly to the affluence of the taxes which go into the Federal treasury. I think we need not look on this as a gift of the Federal Government. It is true that they are under no constitutional obligation to make it, but certainly they are under some moral obligation, and certainly, from the standpoint of the economy of Canada, it is a good investment. So I raise the question of whether \$50 million can be considered as an adequate contribution. At a conference of Canadian universities held last fall, we were told (and this is information which was further given in 'The Financial Post' for the issue of August 25) that the universities of Canada must look forward to spending in the next 10 years, for new construction, some \$300 millions. The Federal Government offer is to share one-half the cost of one-third of that amount.

I think it is fair to say that the University of Saskatchewan is at least well prepared, and probably better prepared than most Canadian universities to meet the increased student enrolment which we know will take place in years to come. The increased enrolment at our own university to date is gratifying. It will increase. It is gratifying, too, to know that this increased enrolment is not yet influenced by the increased birth rate of the late '40s. Perhaps just a few figures with regard to the position at the University would be of value to the members of the Legislature. The enrolment last year, not counting summer school or correspondence school or night school, was approximately 3,000 in number. The enrolment in the present year is some 3,558. It is estimated by the University that by 1963-64 that enrolment will have increased to 4,420. (Interestingly enough, Mr. Speaker,

one year ago it was estimated that by 1965-66 the enrolment would be only 4,009. Already they have revised that estimate so that one year earlier it is 4,420). This will mean, of course, a very considerable expenditure with regard to providing new buildings. It was estimated a year ago that it would take \$7 million. The new estimate of enrolment will mean that more than that will have to be spent. It was estimated a year ago that this would require additional staff of some 75. The new increase in expected enrolment will mean a greater amount than that.

With regard to student fees, our fees for arts and science (the basic course at the university) are comparable with those in western Canada – a little less, perhaps, than most of the universities of western Canada except Alberta, where they are about the same. At the same time they are at least \$100 less than those found in the large eastern universities such as Toronto and McGill. If you take the largest college on our campus in numbers that is the College of Engineering, here again we compare favourably with the other western universities: a little lower than Manitoba; some \$200 less than Toronto, and \$150 less than McGill. If you take the costs of board and room, they are about the same throughout the western universities; they are more, generally speaking, in the east. So Saskatchewan young people can, in general, attend for the same cost or less cost than is the case in other provinces.

A second reference in the Speech from the Throne is to the matter of school construction costs. May I refer again to the "Financial Post" issue of August 25 in which it was estimated that over the next 10 years, the public and high schools in Canada will require for new construction some \$1,440 millions; \$1,440 millions over the next 10 years. The question to be raised, of course, is whether or not local governments and provincial governments can possibly provide finances to make this necessary new construction possible. Those who will build will be faced with two big problems. They are faced, first of all, with increased building costs as such; and they are faced, secondly, with high-cost money at the moment, and the expectation of higher cost money in the future. We have here an effect of this non-selective high interest rate situation which the Premier referred to yesterday. I know that it can be argued that the Federal Government doesn't actually establish these interest rates, but certainly all of us will agree that the Federal Government policy has been such as to make these interest rates the interest rates of the day. This is an unfortunate effect of this non-selective policy, that the cost of getting money for this needed purpose may be such as to be an impossible burden for local governments in the province. It has one other unfortunate general effect, it seems to me, Mr. Speaker, and that is that it does in effect put more power over the lives of the people of Canada in the hands of federal institutions.

The school boards in Saskatchewan, at the moment, do not carry a tremendously large load of capital debt. In our units the capital debt is only some \$6 ½ million. In the cities, it is about \$10.8 million, and in

the other parts of the province about \$2.5 million, making some \$19.8 million altogether. This, I say, is not a huge debt, when we realize that it is based on an assessment of approximately \$1,000 million.

The Provincial Government has been assisting in school construction and will continue to assist in two ways: First of all, by virtue of grants which vary with the ability of a district to meet the necessary bills, and which have been as much as 70 per cent of the cost of some construction, that's the top figure; and, secondly, we have assisted by means of purchasing debentures. For the year ending December 31, 1955, the Province purchased approximately 21 per cent of all school district debentures issued in the province.

The second major problem facing education and school administrators in the province has to do with the supply of teachers. As hon. members will have learned from press statements, we have this year in the province, some 172 study supervisors. This is 40 more than last year. It is 70 less than the year before, but it is 40 more than last year. At the same time it is true that the general qualifications of our teachers other than this group, continues to improve, so that we have increasing numbers of young people taught by people with university degrees, or with two years of training instead of one, or three years of training instead of two. We lost during the year to other parts of the world, at least as measured by teachers who asked to have their certificates transferred to other places, about 597 teachers. We certificated teachers from other places to the extent of something over 200, but our net loss was some 377. This indicates that the problem is one of retaining teachers. The proper question to be raised, of course, is how do we improve this situation? Well, we might improve it if we lowered, as has been done in some provinces, the standards which we ask teachers to reach. We have been convinced that this is not the way to make any headway in giving us a supply of teachers. Without a doubt salaries are an important factor in retaining people in the profession. Without a doubt better living conditions for teachers are extremely important. If one looks at the areas in which there are the largest number of study supervisors, it becomes immediately plain that, almost without exception, these are those areas of the province in which there are conditions of considerable isolation, and these are the areas in which it is difficult to attract teachers. If you look at those areas which have no study supervisors, or very few study supervisors, these are generally the areas which are close to a city or a large town, or are well served by other conveniences of life.

There can be no doubt, too, I think, that we can improve this retention by improving working conditions. The one-room rural school can be a very lonely sort of a place; it can be a place in which there is a considerable degree of professional isolationism. A teacher works all by himself or herself, and this is a less attractive sort of opportunity than is frequently provided in a school in which there are a group of teachers employed. These are some ways in which the situation can be improved.

I would like to refer also to the situation with regard to students in our teacher training institutions. We have at the present some 956 students either at Saskatoon Teachers' College, Moose Jaw Teachers' College or the College of Education at the University. There are 40 more this year enrolled at the College of Education than there were last year. One reason why we have more study supervisors is that there are more of our teachers not teaching, but in attendance at the University improving their standards. But we have about 100 less total teachers in training than we had last year. One reason for this, in addition, is that we have increased somewhat our entrance qualifications to Teachers' Colleges. Had we left those as they were last year, we would probably have had approximately the same number of people. Even though it is less than last year, it is greater than any other previous year in the history of the province for people in full-time enrolment at the college.

One of the great problems which we must be aware of, and convinced of, in the province of Saskatchewan is the large number of schools which we have in relation to our population. It is still true that Saskatchewan has more one-room rural schools than the provinces of Manitoba, Alberta and British Columbia all put together. This makes our problem of getting enough teachers much greater. We have at the moment over 500 schools in which the enrolment is ten or less. We have almost 200 schools in operation in which the enrolment is seven or less. Obviously, if it is possible to group these youngsters so that a teacher doesn't teach seven but teaches fifteen, or a teacher doesn't teach ten but teaches twenty, we will have a much more adequate supply of teachers. It is because there are very considerable costs associated with meeting these problems that the Provincial Government announced in the Speech from the Throne, and had announced previously, its intention to make a considerable increase in school grants for this particular year – an increase in school grants which will be more than the total of school grants paid in the year 1945-46, and considerably more than was paid in the years previous to that.

Since, it is true, Mr. Speaker, that we have been and are spending considerable amounts of money on education, it is also necessary, I think, that we ask ourselves as to why this particular investment is desirable.

First of all, there are very substantial economic reasons. I do not put this first, I assure you, because I think it the most important. Certainly it is true that the economic reasons for investments in education are becoming more evident every year. Whether it is a matter of farm or factory, these reasons are there. Those people, such as farmers and small businessmen who are self-employed, find the processes which they have to master more complicated each year, I am sure. If one looks at the needs of industry in terms of skilled or semi-skilled employees, more and more we need more and more of these people. At one time we could afford to leave to chance

the numbers who came forth to prepare for professional or semi-professional occupations, and usually enough came forth. We can no longer do that. We felt at least, we could do it before and usually did until a crisis arose. I think it is fair to say that a very serious handicap to our war effort at the beginning of World War II was the alarming shortage of skilled and semi-skilled people to do what was needed in Canada at that time.

The second reason why there must be emphasis to this problem is that our responsibility for professional people and skilled persons is more than the responsibility to our own nation. Surely here is one responsibility which we have to under-developed portions of the world. Surely here is one way in which we can make a contribution to improving the prosperity of those people and to the hope for a peaceful world and end of war.

Let us, of course, not think that it is just the scientist that we need to train. If we are going to have a balanced society, we need not just the physical scientist, but the social scientist – the doctor, the social welfare worker, the librarian and the teacher as well.

A third reason is because the whole art of decision is becoming more difficult every day. There was a time politically, for example, Mr. Speaker, when the only decision the voters had to make at the polls was whether to vote Liberal or to vote Conservative, and actually it didn't make too much difference which one they voted for. But that simple sort of living is no longer with us. It is not just in the matter of voting but in the whole matter of relationships – community problems, home problems – that the art of decision is becoming more difficult, and education is one way in which the values and the practices and the tools of decision may be put in the hands of more people. I have noticed that the Gordon Commission in one prediction said that the hours of work were going to steadily decrease. This raises the question of what kind of education we do to prepare people for this.

Finally, and overall, is the fact that democracy is dedicated to the ideal that the individual is entitled to the right to develop to the full extent of his powers so long as that development does not interfere with the right of other people to develop also. This whole matter of what is going to be done about education is, if not its most pressing problem, certainly one of Canada's most pressing problems. This means that governments at all levels, Federal and Provincial and Local, are going to have to be more concerned with this problem. It means, also, that each of us as individuals are going to have to make this problem of education a matter of personal conscience.

We need in this province then, and we need across Canada, more teachers, better trained teachers, better paid teachers, at all levels from the University to the kindergarten. Teachers' salaries in Saskatchewan have, of course, improved. In 1945 our teachers' salary bill was some \$8.6 million. In 1954 it was \$20.2 million; in 1955 it was \$22.6 million. It



will have to be more. We stood at that time fourth highest in the Dominion of Canada with regard to teachers' salaries, and that was the position which the income of our people generally enjoyed by comparison with the income of people in other provinces. We need more school buildings. We need them because of the industrialization which is taking place in various parts of the province. Areas such as the southeast, where they are experiencing the gratifying oil boom, are facing problems with regards to accommodation of students. Just this week we had a community in another part of the province come in to us and they have difficulties because of a potash development. They expect, on information given to them by the company, that by next year they will need an additional eight classrooms in this relatively small urban centre.

In addition to the teacher problem which I have mentioned, and the school building problem, we need also better conveyance arrangements. We need better conveyance arrangements if we are to use our trained staff adequately. A small rural school has many deficiencies from the point of view of the teacher, for whom it presents an occupation not too interesting; from the point of view of the pupil for whom it denies the opportunity to associate with other pupils of his own age and grade level, and from the point of view of the taxpayer because of the high cost association with it. We will always have in Saskatchewan many small enrolment schools; but certainly all of us in this Legislature and across the country have an obligation to make other arrangements where these other arrangements can be satisfactorily and properly made. We need these better conveyance arrangements if we are going to provide high school systems competent to retain both teachers and students.

One of the favourite pastimes throughout the province indulged in by members of the opposition sometimes, and by others as well, is the comparison of school grants and school contributions in Saskatchewan to those in other provinces. I would like just to spend a few minutes talking about some of the bases used in these comparisons. We find, first of all, people compare on the basis of the percentage of total budget spend in one province as compared to the percentage of budget spent in another province. Whether or not this is a valid comparison depends, of course, on what these budgets include. If the budget in one province includes (as it does in Saskatchewan) \$10 million or so for hospitalization, but doesn't include any such sum in another province, then obviously a smaller percentage in the first province may indicate an even greater level of effort.

The Provincial Treasurer, when speaking to the Local Government Conference last year, intimated that out of estimated revenue of the Provincial Government here, some 34 per cent would be passed on in terms of direct financial assistance to local governments in one way or another. In other words, one dollar out of every three that comes in isn't kept. We simply put a postage stamp on it and send it to a local government some place

in the province for some use or other. In addition to that, there is the assistance given by government programs such as hospitalization, such as the medical care for old-age pensioners and others, which have proved of great value. Frequently reference is made to (and frequently the fact forgotten) the action taken to remove the weight of some \$75 million of seed grain and relief debts. If one looks at this in this way it becomes a very large undertaking. This \$75 million which the province paid off, would have enabled us to have paid all the school taxes in rural municipalities and L.I.D.s for the years 1945 to 1951, inclusive. That was the extent of the measure of that relief.

I submit that we cannot make accurate comparisons with regard to one function, unless we take it with regard to a group of functions. Health, social welfare, education, are generally those programs which are shared by local governments and provincial governments. If you take percentages of revenue budgets spent for these purposes, estimated at last year across Canada, we get this kind of a picture: in Alberta, the combined expenditures for health, social welfare and education amounted to 36 per cent; in Manitoba, 44 per cent; in British Columbia, 49 per cent, and in Saskatchewan 56 per cent.

Secondly an attempt is made to carry on this comparison by talking about the percentage of cost which is carried by the provincial government or by local governments. This, of course, depends for its validity upon what other services have to be carried by local governments. If a municipality in one province has to share the cost of Mothers' Allowance but doesn't in another province, that is one picture. If a municipality has to make a much greater contribution toward hospitalisation in one province than another, then of course, that also varies the picture and makes the comparison difficult. It is the burden which remains after all provincial government services or assistance are taken into consideration that is important. It is the totality, of the provincial effort to provide services or share costs, and the totality of the remaining burden to provide these services left to the municipalities. It is also, of course, the standard of service and what is left over for the individual to provide himself which counts.

So it is practically impossible to get a realistic basis of comparison. We can compare on the basis of the levy per quarter-section. Even here, of course, this depends upon the relationship between the assessments in the various provinces. But if we use this measurement for the latest year for which figures are available at the moment at least, the year 1954, this is what we find. The total levy including schools in rural municipalities and L.I.D.s on a quarter-section – the average, in Saskatchewan was \$40 and the average in Manitoba was \$50, and the average in Alberta approximately \$100. If you take it in terms of mill rates for the same year, we find that when the average school tax in Saskatchewan was 23, in Manitoba it was 24 and in Alberta 30. If you take the total municipal

tax, including school taxes, we find that the average mill rate was 50 in Saskatchewan, that it was 61 in Manitoba and 55 in Alberta.

But, we ought also to look at the situation within the province as it varies from year to year, or over periods of years. How well are we doing in that regard? What kind of a measuring stick can be used? Well, the Saskatchewan School Trustees' Association, in their brief to the Conference of last fall, suggested a measuring stick of the relationship between rural municipal tax levies and farm cash income. They concluded "that it seemed reasonable then that it would be inadvisable to levy an amount greater for municipal taxes than 5 per cent of the farm cash income." The long-term relationship between total municipal tax levy and farm cash income over the period of the last 30 years was one of 6.1 per cent. If you take the period from 1946 to 1955, this total municipal levy was less than the long-term average. It was 5 per cent of farm cash income, and that 5 per cent, of course, provided much more services than were provided previously. If you take a period such as 1926 to 1929, the relationship there was 6.5. I am not going to take the depression years, because that is not a fair comparison. If you take the period emerging from the depression, 1939 to 1943, then municipal taxes took up 7 per cent of the farm cash income; or if you take the years from 1941 to 1945, they took up 5.1 per cent.

The conclusion then is that the relationship for the last ten years was certainly better than for the long-term average, and better for any other four or five-year period in that part of the province's history. The last three years, it is true, the percentage is increasing, and this ought to bother us all. It is increasing for two reasons: The levy for local government purposes is up, but more important is the fact that cash farm income is down. If the average cash farm income for the last three years had been equal to that of the three years previous, then the percentage would not have been down, but would have been barely over 5 per cent.

And, so, Mr. Speaker, if so measured we have fallen down in our efforts, we have at least not fallen down so far as in previous history of the province.

One of the items of which we have heard something in terms of Federal Government plans is the renewal of the agreement for technical educational purposes. There is not too much information that I can give the House with regard to this at the moment, because the arrangement of the agreement is not concluded. We have some information, but we have to date been asked to keep it confidential.

I would like to say a word about the problem of providing technical education in the province of Saskatchewan. The growth of the industries in the province, the increased speed of development of natural resources, provide a need for more skilled people and the opportunity of employment for more skilled people. We need technical education with regard

to agriculture, and I would hope that perhaps those members who represent constituencies, including the larger units of Kindersley or Kinistino or Sturgis, might have an opportunity to tell us something of the vocational-agricultural program being carried on in those units. We need a great many people at what is called a 'sub-professional level', with perhaps two years of training; we need a great many people who are trained as skilled tradesmen.

I think it important to remember that the first pre-requisite to technical education is a good general education. A few months ago I had the opportunity of having a report by Dr. Dimond of the Bureau of Statistics. He had been in charge of a survey carried out for the Gordon Commission in this matter of skilled and professional workers, and he emphasized the point of view of employers all across Canada that, while they were interested in technical education, they were interested that those people who had technical education had first of all a good general education. If that good general education can have some vocational slant, such as it can have in our composite schools in the province, then so much the better for our technical training in the end. A composite school is not, of course, a technical school, but does provide some opportunity for exploration of interest and ability; it does provide a better basis for choice and I would hope that the new agreement does not exclude assistance to composite schools.

A year ago in the Throne Speech we announced the decision of the Provincial Government to build in the province a provincial technical institute. There has been a fair amount of discussion and of planning undertaken during the year on this project. There has been a gratifying amount of interest and of understanding throughout the province. It has been most helpful to have been able to have announced it in advance. I am quite sure, Mr. Speaker, that I would not have known how to have decided the location of this institution, if I had not had all the information about so many communities who are sure that theirs is the best place for it. My only decision in that regard to date is that, since the cities of Prince Albert, Saskatoon, Moose Jaw, Regina, North Battleford, and the town of Rosetown are all convinced it ought to be there, my only decision at the moment is that, after the decision is made, I want from the Premier a month's leave of absence to leave the province. That decision is one which requires a lot of thought. Planning on this will advance during the year on the whole form and function of the institution. I hope that, during the year, we will be able to employ at least some key staff.

Reference is made in the Speech from the Throne to education in northern Saskatchewan, and I was pleased to hear the expression of opinion from the Leader of the Social Credit party, who has just spoken, with regard to this problem. We point out here that in a number of communities in northern Saskatchewan, the Federal Government, which has the responsibility of education for the Indian children, and the Provincial Government, which has the other responsibility, have completed agreements enabling us to carry on one educational

program in the community. This is, as the hon. member for Meadow Lake (Mr. A.P. Weber) indicated, extremely desirable. It has taken some considerable length of time to bring about. I think it was in 1945 that I first went to Ottawa to discuss this with the Federal authorities at that time. We have several communities on such an arrangement today, and everybody, I think, is very happy about it. The significance of it, of course, is that, previously, one group of the children were picked up and taken out of the community by airplane or canoe to some other part in the north, and they by that very act became somehow different from the children who remained at home. This arrangement makes it possible for the public school to perform its function of getting all of the children in the community together with the same kind of an opportunity associating as one kind of person, not too or three.

Reference is made to the development at Lac La Ronge. When this development (which again is a joint effort on the part of the Federal and the Provincial Governments) is completed, we will have some ten classrooms at Lac La Ronge, and I am sure that they will all be full when the school bell rings next fall. This is the first time that we have undertaken anything in the nature of a vocational program in that part of the province. This is again an important step. Several members of my staff have recently been in Lac La Ronge to discuss this with the people in the community, particularly the Home and School Association, and one of them, who just came back a week or two ago, said "this was the finest home and school club meeting I have ever attended in my life." He spoke of the reception of the idea by all the people of the community. He spoke of the interest of the Indian population, of the contribution which the members of the Indian population made to discussion at the home and school club meeting. He referred in particular to one elderly Indian lady who said, "One of the things we ought to teach in this vocational school is the art of tanning hides. This the Indian needs. This is something that some of us know how to do, but it is becoming a lost art." She is so keen on it that she has already written out a complete and detailed description of just how this process can be carried out. It will, I trust, be possible here to give not the kind of vocational education that we would give in a large technical school on the prairies – we will not be concerned with farm motors; we will be concerned with outboard motors and it should be possible to give here a practical education depending upon the needs of the people in the community.

This is again an example of the benefits of Provincial and Federal co-operation in one of our most difficult problems, and what may well be one of our most productive processes. We hope to see such co-operation extended.

The Speech from the Throne tells a story and it points a way. It is the story of a province which is growing and developing rapidly. It is, in part, the story of some of the problems of the people and of our major industry. It indicates as well development which has been taken place in the

fields of health and social welfare and education, while at the same time it is summarizing those aspects, it points the way and refers to needs for further development. It gives credit to the Federal Government where credit is due, and it criticizes where criticism is due. It points out gaps and weaknesses which can only be provided for by joint action on the part of both Governments. It is, Mr. Speaker, a speech of confidence; a speech of confidence based on solid achievement in the past and based on realistic hope for the future.

I will support the Motion.

**Hon. R.A. Walker (Attorney General):** — Mr. Speaker, in joining in this debate I want first of all to congratulate you on your elevation to the high office which you now enjoy, and to express my confidence that, in that office, you will continue to demonstrate the same wisdom and balanced judgment which you have always shown in the past, and that the deliberations of this Assembly will profit greatly from that fact.

I also want to join with previous speakers in congratulating the mover and the seconder of the Address-in-Reply. For some eight years now I have heard a succession of movers and seconders making their speeches in this House, and I think I can truthfully say that I have never got more inspiration or more instruction from any two speeches that have been given by movers and seconders in this House.

In my first contribution to the discussions of this House in the position of head of the Department of the Attorney General, I want first of all, to say that I entered upon these duties with a keen realisation of the high and noble traditions which this Department has built up over the past 12 years. I want to say that the Attorney General's department of this province has earned for itself a reputation for its keenness and its eagerness to protect citizens from oppression and exploitation of any kind. This Department, under the supervision of my predecessor, was responsible in 1944 for the passage of The Farm Security Act, an act which provided real security for the first time in the history of this province for that large group of primary producers who are so dependent upon the vagaries of international marketing. And I may say before leaving my comments on The Farm Security Act, that the former Attorney General of this province had to endure the opposition of my hon. friends opposite and their predecessors, for the Liberal party never stopped opposing this real measure of security for agriculture. I say that the true position of the Liberal party in this regard is clearly shown by the records. I say that their alliance with the mortgage companies is on the record for all to see. The Liberal party has as every member of this House knows, throughout this province over the years tried to convince farmers who were unable to obtain credit for their

farming operations, that somehow the passing of The Farm Security Act had made it difficult for them to get credit because it was impossible to foreclose or evict people from their farms. But this does not stop this 'Jekyll and Hyde' monstrosity from now saying in this House that many foreclosures and evictions have taken place in this province since the passage of The Farm Security Act.

**Mr. Danielson (Arm River):** — The records prove that.

**Hon. Mr. Walker:** — The truth of the matter is, as the hon. member from Arm River well knows, that The Farm Security Act is designed to protect honest farmers who are anxious to discharge their obligations and who do not have the means to do so. The hon. member from Arm River knows these facts as well as I do — that the Mediation Board . . .

**Mr. Danielson:** — That's your own answer.

**Hon. Mr. Walker:** — . . . that the Mediation Board has interpreted the protection given by The Farm Security Act liberally and generously for the benefit and protection of farmers. If the hon. member from Arm River is acquainted with foreclosures and mortgages (these are probably terms he is not acquainted with), he would know that there are a multitude of instances where foreclosures and actions for cancellation of agreements for sale are taken merely to clear up titles from debtors and purchasers who are absent or who are deceased — land which is tied up by encumbrances of one kind or another and that can only be cleared off by legal action of that kind.

**Mr. Loptson:** — Wasn't that the case before?

**Hon. Mr. Walker:** — He knows, too, that in a great majority of instances of foreclosures and cancellations of agreements for sale, they are done not only with the consent, but with the actual connivance, of the mortgagor or debtor in order to clear up the title, and obtain for himself a clear title under a new agreement. The hon. member from Arm River, if he would pay a little more attention to facts and a little less attention to Liberal propaganda, would be a little more conversant with the truth of the situation . . .

**Mr. Loptson:** — If you would stick to the facts . . .

**Mr. Danielson:** — If you would tell the truth, you wouldn't get into that mess!

**Hon. Mr. Walker:** — His head is equipped with three major orifices, and if he would use two of them more, and one of them less, he would profit by that change.

My predecessor in this Department was also responsible for introducing legislation in this House to provide protection for tenants at a time when the Federal Government threw these helpless people to the mercy of their landlords, at a time when housing accommodation was in extremely short supply, when in other provinces very severe and burdensome increases in rentals fell upon them as a result of the vacation by the Federal Government of that field in the fall of 1949. The Minister of this Department was one of the pioneers in Canada – the first provincial Attorney General to introduce legislation into a provincial Legislature to guarantee to every man and woman freedom from oppression and from persecution because of race, colour or creed. Saskatchewan led the way in the matter of civil rights, a subject which was very dear to the heart of Mr. Corman. I want to say that it is my hope that I can live up to the standards which have been set by the Hon. J.W. Corman in his capacity as Attorney General of this province for a period of 12 years.

I think that, on this occasion, I should say something about the functions and plans of the various parts of this Department for the benefit of the Legislature. As you know, the Department of the Attorney General is responsible for the administration of the Courts of Law. As you know, too, the Courts of Law are based in function and in arrangement and structure upon forms which have shown merit over many hundreds of years. It is fair, however, to add that any institution that has attained its form and its procedures, over long, long years of precedent is inclined to suffer from the complaint of inflexibility and cumbersomeness. As a matter of fact, that was one of the problems that perplexed me, not so many years ago, as a law student facing the problem of studying court procedures. I thought that if I ever got an opportunity to simplify, to streamline the procedures of our courts, I would do anything that I could in that direction. Happily, in September of last year we were able to obtain the voluntary services of three of our most distinguished members of the Bench in this province, in addition to eight of the leading practitioners of the profession of Law to form a committee – a committee charged with the responsibility of making enquiries and investigations into all aspects of the administration of justice in Saskatchewan. That committee was asked to report sometime in the summer of 1957. As a result of meetings and interviews with lawyers from one side of this province to another (and I am assured that they are also prepared to hear submissions by representatives of the general public) these men, it is hoped, will be able to in their report, suggest many improvements in our judicial procedures. I am hopeful that, as a result of their report, far-reaching reforms in the constitution and establishment and procedures of our courts will be recommended.

One of the problems which faces the operation of our courts in this province is that they were set up in 1908 with a view to a totally different population pattern than what we find ourselves with today. In 1908, of course, it was thought that every quarter-section was going to contain a manor house with a retinue of servants doing the work, and that Saskatchewan



was going to have a pattern of settlement something similar to the agricultural countries of Eastern Europe, with perhaps several million people living in the province. The processes of the law have taken a different turn than was anticipated 50 or 60 years ago. Litigation, I am told, in the early days of this province accounted for a large proportion of every lawyer's time. Today, of course, a large proportion of lawyers seldom have an opportunity to appear in court. The work has changed radically from what was thought would likely happen in the early days of the province. So it is only natural that a group of lawyers should be anxious to look into the reform of our judicial institutions and procedures. I may say that the request for setting up such a committee was made by the Law Society of Saskatchewan in a resolution at its annual convention in Waskesiu in June of last year, and that recommendation has been accepted, as I say, and acted upon, and I hope to the advantage not of the lawyers of Saskatchewan, but to the advantage of the general public who, I hope, will make more frequent occasion to use the traditional services if they are more readily available, and at less cost.

Another phase of our judicial system is the administration of criminal justice, and that is not only constituted by the province, but its judges are also appointed by the Province, in contrast to those of the Courts of Record. Our magistrates' courts consist, at the present time, of seven full-time paid magistrates, six part-time paid magistrates; one position is vacant at the moment. In addition to these magistrates there number more than 500 unpaid volunteer Justices of the Peace. I want to say here that the people of Saskatchewan owe a debt of gratitude to the hundreds of men who devote their time selflessly to the administration of justice in their towns and communities. They are called upon sometimes at two o'clock in the morning to hear cases (it is almost worse than being a doctor or a veterinarian), and they do it without complaining because it is in the public service. These men after doing a day's work, have to sit during the evening sometimes for several hours disposing of cases which are in the interests of the public to be dealt with and disposed of with dispatch. And they do it without a salary. They receive only a small nominal fee for their services.

About 90 per cent of all the court work done in this province is done in our Magistrates' courts. I refer to the great bulk of our criminal litigation which is done in our magistrates' courts and by the Justices of the Peace: Prosecutions under The Liquor Act or Vehicles Act; the Criminal Code; city by-laws; municipal by-laws and provincial statutes. It is too bad, I think, that these people are not accorded the honour and dignity at all times that they should. It must not be forgotten that they have very wide powers, powers including the committal of accused persons to jail, levying very substantial fines and penalties.

Representations have been made to me and to the Government over the past few months, not only by the Law Society, but by other organizations, that we should attempt to reorganize our magisterial service, to replace to a large extent the use of Justices of the Peace by trained and properly qualified magistrates. We are making some very substantial programs in this direction. It is the policy of the Government that we would like to see prosecutions tried

by magistrates trained in the law, wherever possible. To this end we have arranged it now so that our magistrates will visit towns and communities throughout their magisterial district, and be more readily available to the police and to the public wishing to use their services. We have at the same time made the request to the police authorities that they use the magistrates at these points wherever possible, and wherever it will not result in a serious inconvenience to the general public this should be done. It is already showing significant results in that the magistrates are hearing more cases than they have ever heard before.

There are many advantages in the use of trained magistrates in these criminal cases. I only mention two or three. In the first place, the adjudication over a criminal case is essentially a matter of law. The Legislature makes laws, and Parliament makes laws, defining offences. Unless someone who is qualified and capable of interpreting the laws in the same sense and in the same spirit with which the Legislature passed them, the results will be, and often are, a miscarriage of justice. It is also true that our trained magistrates, through wider experience in the handling of criminal cases, are better able to mete out, to award, punishments and penalties on some comparative measure and some relative scale one case with another.

There is, of course, as everyone knows, a fundamental unsoundness about the system of free part-time judges, and it is essentially this that Justices of the Peace should have to depend for their remuneration upon the fees which they collect when they convict an accused person.

Another important aspect of the Department, another agency coming under the Attorney General's department that I would like to refer to, is the Provincial Mediation Board. That Board used to have powers of moratorium, by recommending to the Lieutenant-Governor in Council moratorium orders under The Moratorium Act. As you know, the Premier drew to your attention yesterday, that Act was challenged in the Supreme Court of Canada and was declared ultra vires on the grounds that bankruptcy and insolvency are matters coming under the jurisdiction of the Federal Government. There were certain other powers which the Board had in relation to rentals also provided in The Moratorium Act. Those powers, of course, lapsed when the Act lapsed. The Mediation Board, however, does a great deal of other valuable work. It is a fact that every action for a debt can only be taken after notice is sent to the Mediation Board by the clerk of the court, and the work of the Board is to advise the debtor of the effect of the summons and the protection which is available to him through the Board. The Board is also advised of every foreclosure action that is launched, every action for cancellation of an agreement for sale, and the Board is able in hundreds of cases every year to effect compromises, agreements, postponements, for creditors who are being pursued in the courts. Lawyers tell me they are grateful for the help which the Mediation Board is able to give in effecting settlements not only on behalf of debtors but also on behalf of credits. It is often that the Mediation Board is able to work out some kind of a compromise based

upon monthly payments so that the debtor escapes the stigma of executions, and at the same time the creditor, over a period of time, recovers his claim in reasonable small monthly amounts. I have had lawyers tell me, including lawyers acting for creditors, that the work of the Board has assisted in the orderly collection of their accounts.

The Mediation Board was also constituted as the Rental Control Board in this province. I referred a moment ago to the rental picture as it existed in 1950. We are pleased to be able to report that, as a result of an increase in the availability of housing accommodation, before the board. So we are able to report that, in October last year, some administrative changes in the manner of handling rental fixation problems were brought about. Today the Mediation Board, acting in its capacity as a rental control board, deals only with those cases where the parties are unable to make or reach an agreement between themselves. Instead of having to hear and dispose of every case where a rental adjustment is to be made, now the Board sits only in arbitration where the parties are unable to reach a voluntary agreement. There will be other legislation submitted in that direction.

I want to say something about another piece of legislation that was referred to in the Speech from the Throne, when it was pointed out to you in the Speech of His Honour that legislation would be submitted providing for greater security of titles to chattels by means of a central registration. I point out to you that in the matter of titles to chattels, the only proof of title for which public facilities are provided is the register in the courthouses. There bills of sale, chattel mortgages, conditional sale agreements, lien notes and so on are registered and filed. There you can go and search the name of any individual you may want to search, with a view to buying a chattel article from him. That system also has become largely obsolete because of the great mobility of the people of Saskatchewan over the past 50 years, and so there were many other problems connected with that system of registration. In the first place, you had to register your chattel mortgage not only in the judicial centre where the chattel happened to be situated, but also in the judicial centre where it was purchased, and sometimes very often, two different centres. Then, if the chattel was moved by its owner from one judicial district to another, it had to be registered by its owner from one judicial district to another, it had to be registered again, and many problems arose in that connection. The result was that people found it very difficult to be sure that a particular chattel was clear when purchasing it. There was also the fact that there is a large amount of labour, of clerical work, involved in keeping 21 different registers for chattel mortgages and 21 bills of sale.

As a result of suggestions passed on to the Department from members of the profession, and also from organizations and groups who are interested in making our system of registration more effective, a system was worked out for which legislation will be submitted in due course to provide

for one central register in the province for all bills of sale and all chattel mortgages and lien notes. Each court house would still be used, as it has been used in the past, as a place for filing these documents, but that they will all be forwarded to a central depot and kept in one central register, which will mean, of course, that if you are buying a chattel, you do not have to find out which judicial district it comes from and search the total there. You will be able to search it at the central depot, at the central registration centre, where the provincial register is kept. I am pleased to be able to say that members of the legal profession are overwhelmingly in favour of that new departure, not only in Regina but in all of the cities and towns that I have been able to contact throughout the province.

I am pleased to be able to tell you, too, that those organizations such as the Automobile Dealers' Association, the finance companies, are all welcoming this new legislation and have said so. However, it will be submitted to you in due course. My purpose for mentioning it at this time is because it is referred to in the Speech from the Throne, and you may have been curious to know something about it. I hope to be able to give you, in the second reading of the Bill, of course, the details of the mechanics of the procedure.

Before I conclude my remarks I want to say something about the conditions I find throughout the constituency of Hanley and throughout the province of Saskatchewan as I have seen them during the past six months or so. My constituents would consider me most remiss if, speaking in this House at this time, I did not bring to your attention the problems which face them, which are very serious indeed.

However, in view of the lateness of the hour, I will refrain from going further at this time, and will defer the rest of my remarks until tomorrow. I beg leave to adjourn the debate at this time.

(Debate adjourned)

## **SECOND READINGS**

### **Bill No. 6 – An Act to amend The Automobile Accident Insurance Act.**

**Hon. C.M. Fines (Provincial Treasurer):** — Mr. Speaker, I did have about a 50-minute address ready, but, unless you insist, I will save you the pleasure and deal solely with the principle of the Bill. I understand that we are to deal with the principle only on Second Readings.

There is only one principle in this Bill and that is to expand the benefits of what is undoubtedly the world's finest automobile insurance plan. The benefits are being improved in approximately four different ways. First of all, we are changing the licence year to April 30, in proposals which will come before you under The Vehicles Act. That means that to make this conform, we must change The Automobile Insurance Act. In other words, all the good people of Saskatchewan are going to get one month free insurance this year.

The second point, Mr. Speaker, is to increase the limits of property damage. When the Bill was originally drafted in 1946, the limits of property damage were \$1,000. That was changed some years later to \$2,000 and now we propose that this be changed to \$5,000. There may be some who think it really is of no benefit. There are others who are ignorant enough to believe that this will only benefit those people who have big Cadillac cars worth \$5,000 or \$6,000; but may I point out that the benefits of property damage are not for the owner of the property which may be destroyed but rather for the person who destroys that property. In other words, if we have a Cadillac (shall we say) from Alberta, driving on our highways, and one of our Saskatchewan residents drove into him and completely smashed up the car and was responsible for it, then, today, under our compulsory insurance plan, the most the Insurance Office could pay on behalf of that Saskatchewan resident is \$2,000. So, what we propose to do is to change that to \$5,000. In other words, this helps the person with an old 1929 Ford car that can plough into a Cadillac just as well as another Cadillac can plough into one; and so that everybody in Saskatchewan is getting the same protection under this particular section.

I point this out because, you know, 'The Leader-Post' had an editorial, the other day, which was so completely confusing that if any members of the Legislature are confused we could not really blame them.

The next important amendment that we have is to assist those persons who may be injured, or the dependants of a person who may be killed, as the result of an accident caused by a hit-and-run driver. Today such a person could receive the benefits under Part 2 of the Act; that is, total death benefits of \$5,000 in the case of a married man, and out-of-work benefits of up to say \$25 a week, provided his income is cut down below that amount; and it does provide, of course, for certain other benefits up to \$600. However, there may be cases when, if the driver of that vehicle were known, action could be taken against the driver to collect other indemnity of probably \$5,000, or \$10,000, or \$20,000. Under our Act, we provide indemnity under the Public Liability of \$10,000 and \$20,000. This puts the Insurance Company in the position that they will be recognized in the same way as though they were the owner of that vehicle that injured that person. In other words, the Insurance Office may be sued up to the maximum allowed under the Act – the \$10,000 and \$20,000 under the Public Liability. It doesn't, of course, necessarily mean a lawsuit; we would hope that most of the cases would be

settled out of court, as most of our cases are. There will, of course, be the odd one where we can't agree where it will be left to the courts to decide the amount of the claim.

The next important amendment is one which will provide for where the driver of a vehicle is killed, and in breach of condition. For example, he may have forgotten to get his licence. Today the Insurance Office would be precluded from paying to the widow any benefits under the Act. A few years ago (in 1953 to be exact), we amended the Act to provide that, in the case of a drunken driver who was driving his vehicle while intoxicated, even though the Act of that day paid that for anybody in breach of condition, their dependants would not be able to receive benefits, we amended it to provide benefits in the case of drunken drivers. What we wish to do now is to amend it still further so that no matter what breach of condition exists, we shall pass on to the widow and to the dependants any benefits which would have been passed on had they not been in breach of condition. In other words, we feel that they should not have to pay for the neglect, or whatever it might be, on the part of the licences.

In other words, Mr. Speaker, we are extending the benefits of the Act in these four ways, and that is the principle of the whole Bill.

I know that there will be many questions arise in Committee, and I will be very glad to try to deal with the questions that come up at that time. In the meantime, I would like to move the second reading of this Bill.

(Motion agreed to, and Bill referred to a Committee of the Whole at the next sitting.)

**Bill No. 7 – An Act to amend An Act to incorporate  
The Saskatchewan Guarantee and Fidelity Company.**

**Hon. C.M. Fines:** — This company was incorporated by an Act of the Legislature in 1908. At that time the entire business was done in a little corner of a room, and it was not anticipated that ever at any time would the Company grow to where they would need to pay in rent more than \$5,000 a year. Fortunately, the Guarantee and Fidelity Company has expanded and now we are in a position where the property required may exceed the value of \$5,000 per year. Of course, in the meantime, we have had a little bit of inflation. The dollar of 1908 is probably worth about 25 or 30 cents in terms of rental power. So I suppose, we should not criticize too severely those who passed the original legislation and thought \$5,000 would be sufficient rental; but it certainly isn't today. We require more than \$400 a month for the space we now require and occupy, so we want to amend the Act accordingly.

I moved second reading of this Bill.

(Motion agreed to, and Bill referred to a Committee of the Whole at the next sitting.)

**Bill No. 8 – An Act to amend The Members of the Legislative Assembly Superannuation Act, 1954.**

**Hon. C.M. Fines:** — This is a Bill to amend The Members of the Legislative Assembly Superannuation Act.

This Act, as hon. members know, was passed in 1954. I think there is one thing I would like to say at this time, in view of certain statements that have been made during the past summer. Before this Bill was introduced in the Legislature, all parties were consulted and it was agreed by the then Leader of the Official Opposition and by the Whip, who is now the Leader of the Opposition, that such a Bill was justified. I will say in fairness to the Leader of the Opposition, he warned me that he had a couple of very obstreperous members on the other side that he couldn't control and that they would probably speak and vote against this Bill; but that the party was supporting this legislation. In other words, it came in here with the support of the two parties in the Legislature. We felt at the time that this legislation was something which would assist in bringing into this House men and women of the calibre that we want. We want to try to attract into the Legislature people who would be prepared to serve. We did not think it was right to expect them to give up their entire future, that there should be something for those who served this province and served it well throughout the years. And so the legislation went through, in 1954.

I was, therefore, very grieved this summer when some of those who had supported the legislation and had given the promise of their co-operation in putting this legislation on the statute books, actually went out and said that this was legislation for the members of the Cabinet, and even stating that the Premier, if he were defeated in his constituency last summer, would retire with \$250 a month. Well, of course, first of all that is wrong. No member can get \$250 a month until he is 55 years of age, and our Premier is much too young to get a superannuation allowance under our Act.

I may say in this respect our Act differs from the one in Ottawa. In Ottawa we have members, I can think of two – I can think of the member for Assiniboia, and the member for Moose Jaw, both of whom went into the House of Commons in their twenties – early twenties in the case of Mr. Argue; Mr. Thatcher, I believe, in his late twenties or early thirties – who, after serving for three terms could step out with 4,000 a year for the rest of their lives. In the case of Mr. Argue he would be able to step out

of Parliament, when he went in there at twenty-four, after 12 years, at 36 years of age, with a full pension of \$3,000 a year.

The members here are all required to contribute five per cent of their salaries. I may say that, in the case of the Ministers of the Crown, that means a contribution of over \$500 a year at the present time. Not only that, but we all had to pick up all the back service; we all got bills from the office of the Treasury Department of over \$4,000 that we had to pay; and yet the people run the risk after having paid that – they may live for one year, two years; we hope that most hon. members will live to enjoy it for twenty or thirty years.

When we passed this Act we tried to imitate The Public Service Superannuation Act, and the Act in Ottawa. We tried to combine the two to fit Saskatchewan's conditions. We have found one or two places where our Act is not clear. The particular point where it is not clear has to do with the setting up of the fund. It was always intended that we should set up a specific fund, but, under the Act as it is, the money goes into the consolidated fund. We think it would be better to have it in a separate fund where the people of the province and the members themselves could see at all times exactly how it stands.

So the principal amendment in this proposal today is that we amend the Act to provide for the establishment of a specific fund in which the contribution of the members will go and which the Government will match. That is, by vote of the Legislature, we shall vote each year a sum which will be equal to the amount of the contributions of the members.

As I said earlier, we tried to put in the features of The Public Service Superannuation Act. We did, insofar as a widow is concerned; but one thing we overlooked was supposing both the widow and the member, or exemption-member, should be killed at one time or should die within a few months of each other and leave small children; no provision had been made for the children. So we are amending the Act to provide that, in addition to any other benefits, children under the age of 16 or 18 (I am not sure which it is) will receive 10 per cent of the amount to which the member would have been entitled; and, in the event of the death of the widow, the children would receive her share – that is, 50 per cent of what the member would have been entitled to – until they reach the age of 16.

Those, Mr. Speaker, are the two principal amendments we have to the Bill. I am sure when we get into Committee there will be questions that will arise and I will try to answer them at that time. I would move the Second Reading of this Bill.

**Mr. McDonald (Leader of the Opposition):** — Mr. Speaker, I was wondering if I could ask the Minister a question How many of the members of the Legislature have applied, or made application, to come under this Superannuation Act?



**Hon. C.M. Fines:** — I shall get that information for the Committee. I am sorry I haven't got it here, but I will bring it with me. We are all under it now, you understand.

**Mr. McDonald:** — Whether we have made application or not?

**Hon. C.M. Fines:** — Oh yes. What I think the hon. member means is how many have made application to have their past service picked up — there have been a very considerable number, but we didn't anticipate that all members who intend to do so would until this spring. May I suggest that those who intend to please do it, because the Act provided this must be done within three years from April, 1954. We did that purposely in order to see whether or not the members were coming back into the House for a further term; and now, for those members who have been in the House before, it would certainly be in their best interests to specify that they intend to come in. We have had applications from former members — the former member for Qu'Appelle-Wolseley tried to get in under it; and I think it is something that everyone should attend to within the three-year period, which runs out this spring.

**Mr. McDonald:** — This Act then is compulsory?

**Hon. C.M. Fines:** — Oh, yes.

**Mr. McDonald:** — Is the legislation in Ottawa compulsory?

**Hon. C.M. Fines:** — Absolutely.

**Mr. McDonald:** — Are you sure about that?

**Hon. C.M. Fines:** — For the members of the Legislature it is deducted now, but it is not compulsory for past service.

**Mr. McDonald:** — For members of the House of Commons I mean.

**Mr. Danielson (Arm River):** — Mr. Speaker, I would like to ask a question of the Minister. A person who has not applied to come in under the provisions of the Act, and the money that has been deducted from his indemnity since this Act came into operation that was passed by the Government, he is compelled to keep on contributing his share every year until he drops out or dies or something?

**Hon. C.M. Fines:** — That's right.

**Mr. Danielson:** — In spite of the fact that he has not put in any money to provide for his past services?

**Hon. C.M. Fines:** — That's right

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**Mr. Danielson:** — Well, I didn't think that was so, but you must know.

**Mr. Loptson (Saltcoats):** — Well, Mr. Speaker, I would like to ask the Minister – I have no intention to apply for the pension; I am expecting to get that money back.

**Hon. C.M. Fines:** — Oh, you will get it back. We are just keeping it for you.

**Mr. Danielson:** — If a person has no desire to take part in the provisions of the Act, why should he contribute?

(The Motion for Second Reading agreed to, and  
the Bill referred to a Committee of the Whole at next sitting).

The Assembly then adjourned at 5:30 o'clock p.m.