

## THE LEGISLATIVE ASSEMBLY OF MANITOBA

8:00 o'clock, Monday, February 25, 1974

SUPPLY - PUBLIC WORKS

MR. CHAIRMAN: Resolution 104 (a). The Honourable Member for Riel.

MR. CRAIK: Mr. Speaker, before we get too far along on the Estimates of the Minister I wanted to raise the question of the item that he has commented on a number of times in the House since the beginning of the session, that of the Investigative Committee he has looking into ways and means of improving the energy consumption of public buildings.

I want to say first of all that the move that he's making of course is a move that's in the right direction and the appointment of the committee that he had operating on this, he has indicated to the House has been meeting once a week. I'm sure that we appreciate the fact that probably the - at least some of the drive and initiative to get this committee going came from a person in the name of Rudy Shilling at the University of Manitoba who has been pushing as hard a one-man battle as I've ever seen to bring a certain degree of logic to saving measures with regards to design of buildings. And I raise the topic, Mr. Chairman, partly out of recognition of the fact that this particular individual has done a pretty persuasive job I think on the Minister and perhaps on other members of the Legislature and on the public at large wherever he comes in contact with them to bring about an educative process for the conservation of energy in building design.

But, Mr. Chairman, having recognized this, I think that some of the fundamentals of design are so obvious that the Minister might want to comment on exactly on some of the matters what is being done. For instance, in the design of the new buildings that are under his jurisdiction is he going to items such as triple glazing of windows and upping the R-value for thermal resistance on walls. Is he putting in heat exchange equipment to retract the heat from exhaust air? What sort of air change control is he putting on in the way of reducing air changes from public buildings or at least monitoring what is required in these buildings? Is there a definite move to put in electric source of energy in buildings or in the public building being designed, and what exact moves have been made, because it's probably fine to have a committee meeting once a week but some of the saving measures are so obvious that I would expect probably the Minister has dealt with them already and I think it would be of value if he could indicate to the House exactly what has been done on some of these measures.

Mr. Chairman, we know that Manitoba Hydro for sometime has set as a minimum standard for insulation in walls an R12 resistance. We know on the other hand that the Central Mortgage and Housing Corporation has had as low a figure and still has a figure as low as an R7 rating on insulation in houses that are financed by CMHC. In actual fact probably both of these are inadequate if we look at the design of buildings that we're going to have to put up with within the next 10-year period or 20-year period. Has the Department of Public Works moved to a higher resistance value or are they still sticking with standards set by CMHC and by electric heat suppliers such as Manitoba Hydro and the other provincial suppliers across the country?

Now, if they have in fact I think that this is an important enough feature of building design that I would hope that the Minister would undertake a public relations program that would advise the public of the moves that are being made, the specific moves. The resistance value in walls, the number of plates of glass, is triple glazing now standard; it has been with good designers for a number of years even though it's more expensive. What values are being designed into the rooms of buildings and what other things are being done to conserve on energy.

I think probably one of the most important ones, and these things, Mr. Chairman, are technical, that unless some of the technical matters start becoming public knowledge we're not going to get a real understanding of what can be done to save heat losses from buildings. I think one of the most important ones probably is the air change loss. It's probably singly the biggest one. And what is being done first of all by instituting known methods into buildings and what is being done to develop research programs or foster research programs that can give us more adequate heat retrieval from the exhaust airs from these public buildings. And how can this be filtered down to such things as other public areas that have a very high air change and a very high heat loss from them.

So, Mr. Chairman, I would ask the Minister if he could be specific on what has come out already of the findings of this committee on some of the more obvious solutions to high energy losses from public buildings.

## SUPPLY - PUBLIC WORKS

MR. CHAIRMAN: The Honourable Member for Roblin.

MR. McKENZIE: Mr. Speaker, I just have two brief questions to ask of the Honourable Minister. I wonder if I could ask the Honourable Minister if he polled the civil servants in his department to find out what their opinion is on Bill No. 7, and have that when we get to hopefully the Committee of the Whole. My second question is, how many offices or buildings is the department leasing under Tourism, Recreation and Cultural Affairs?

MR. CHAIRMAN: The Honourable Member for Charleswood.

MR. MOUG: Mr. Chairman, I was thinking maybe with the question that was asked Friday morning to the Minister of Health and Social Development, or the Minister responsible for Housing, if the Minister of Public Works could enlighten the House at this time about the 21st floor of 185 Smith Street. And with his knowledge was he aware that the elevator didn't go to the 21st floor?

MR. CHAIRMAN: Resolution 104 (a). The Honourable Minister of Public Works.

MR. DOERN: Mr. Chairman, just on the last point by the Member for Charleswood. I think I will leave the full answer to my senior colleague, the Minister responsible for Manitoba Housing and Renewal Corporation. Let me just say that there appears to be some vacant space there; in fact the Minister will give his own answer but I myself contacted him immediately. I was thoroughly delighted at the prospect of some prime office space being available in the downtown area because I certainly had some clients who would readily have occupied these premises, but the Minister regrettably informed me that everything was being tailor-made for MHRC and that there is, in fact, no vacant space; so I will let him expand on that further, but I guess it was simply an appearance and not a reality.

Just to perhaps work in random order and then I'll give the answer to the Member for Arthur; we're still culling some figures on square foot rentals in southwestern Manitoba, etc.

The Member for Fort Rouge asked some questions on parking lots in the Kennedy-Carlton area. The Provincial Government owns some space in that area adjacent to the Legislative Buildings. I can't give him tonight the cost of operation of those lots. We can break that out and we will provide that information. He raises the question of whether or not the lots could be rented, or at least to residents in the area after hours, and I think that's something that we will look into. I can see some immediate practical problems. I was once a resident of the apartment building on Kennedy Street across from the Legislature and my impression is that there could be a conflict. I don't know what various times the people who live in the nearby vicinity leave in the morning for the office. I don't know where these people would work or when they would want to occupy their space to. I'm also not sure what time civil servants come into the building in the morning. But let's take as an example that there's probably civil servants who arrive for work between 7:30 and 8:00 in the morning and some of the people, of course, who live across the street and might be renting space from us might not leave until 8:00 or 8:30 in the morning. Consequently there could be problems of logistics in the event of assigned spaces, etc. But let's just say that in general it seems to be logical if the government owned a parkade, for example, which is expensive, I'm sure that we would want to lease out space after hours, and as to whether we would do it in this particular instance remains to be seen but we will in fact look into that.

The Member for Riel raises a question of which he is very knowledgeable being a trained engineer, namely the question of energy conservation in government buildings and also in private homes. We established the Energy Advisory Committee a number of months ago and we have our committee meeting on a regular basis. We have some plans to develop research and of course our people are also in communication with other parts of Canada and reading periodicals and American periodicals and so on. It's no use us doing original research if we can use somebody else's, but we are for example looking into questions of assessing and designing for life cycle costs. We have already given instructions in regard to the number of air changes in buildings to cut these to a minimum, because that's where probably the biggest heat losses occur. I have to wait for recommendations from the committee; we had a number a couple of months ago and I'm expecting a further batch in the next week or so. I intend to meet with the Chairman, Mr. McMillan, who is the Director of Operations and Maintenance who has a number of recommendations, and when my Estimates are over we'll have a chance to sit down and to discuss them.

We are, Mr. Chairman, converting a number of existing new construction projects to

## SUPPLY - PUBLIC WORKS

(MR. DOERN cont'd) . . . . electric heat. I believe that one example of this is the new office building, the new government office building in Beausejour is going to be heated electrically. There is some additional cost in capital for that conversion and there is some annual maintenance cost--pardon me, operations cost greater because it's electric heat but it's quite small. If my memory serves me correctly, I believe that it will cost us something like \$12,000 to \$15,000 extra for the electric furnaces or heating equipment, and the annual operating costs I think was something only in the hundreds of dollars - I don't recall if it was \$400 or what but it was a very insignificant amount. Presumably in the long run these costs will level out; presumably the costs of gas and oil will rise more sharply and the cost of electricity will rise but not with the same degree of severity.

MR. GEORGE MINAKER (St. James): I wonder if the Minister would take a question at this time. In your extra cost you indicated extra capital cost for electric heat. In those extra costs, are there additional amounts of insulation in the building to provide more energy conservation? And, if I might finish, that if there is additional cost for insulation or more insulation to conserve the energy, in the long run it will appear to be more economical and in the long run conserve energy.

MR. CHAIRMAN: The Honourable Minister of Northern Affairs.

MR. DOERN: Public Works, Mr. Chairman. You spent a whole week on Northern Affairs and you're psychologically . . .

MR. CHAIRMAN: The Honourable Minister of Public Works. Pardon me.

MR. DOERN: I am informed that the decision was made in time and that it will not in fact require additional money. So that's all I could say in terms of whether or not there were additional moneys required for insulation. Apparently the decision was made in time so that there is no extra expenditure there.

The Member for Riel raised other points and I might add that I think the question of insulation is probably the big one, that home owners should be investing money in greater amounts of insulation in the attic. Apparently you can put insulation in the walls of a home but it's a fairly tricky process. But it pays off to put it in one's attic, and I think after a number of years the capital costs of putting it in will quickly be recovered. The province also changed or--I don't know if this was changed or simply advertised, but in the case of the homeowner grants it was emphasized to people that they could get grants in home repair for pensioners to include insulation. I don't know if that was a change in program or just that it was announced that people could become more aware of it, but that was also a change, and obviously there would have to be changes in the building code, etc., to encourage people and contractors to better insulate homes and better design homes so that they could take advantage of maximizing the containment of heat.

But I see a conflict and I don't know how this would be resolved in the end. Obviously if you had buildings designed with thicker and better insulated walls and smaller windows, or no windows, they would maximize heat loss, but when you talk to employees, for example, who work in rooms without windows, or work in buildings that they don't consider attractive, I think you run into the human element, so there has to be some sort of a saw-off between maybe a building with great large windows that lose enormous amounts of heat and buildings that are cement boxes with no windows. There has to be consciousness and an attempt to conserve energy but it must be weighed against the environmental factors which I think are pleasant to people.

In regard to the public program - a sort of public education and information program - I agree with the Member for Riel. We are hoping to, through the Energy Advisory Committee, possibly have a conference shortly - bring in some top-flight experts on this and invite local architects and engineers and construction people to attend. We're also hoping to do research or acquire research and transmit it to the public. One such project is the design of a model home which would show people how theoretically they could design their homes or convert their homes so that they would conserve heat energy to the maximum. There is also the government's example. We're trying to do certain things to conserve energy and let people know that we ourselves are attempting to put our own house in order. We have two men, professional architects from Public Works, who are in effect now spending their full time on this particular committee.

The Member for Roblin is still debating the right of civil servants to run and to participate in elections. I don't care to engage in that debate at this time, I intend to make my remarks at a later point. Apparently buildings that are under our jurisdiction in regard to tourism and recreation are some 1,144 square feet in Thompson and some 13,800 square feet in Winnipeg

## SUPPLY - PUBLIC WORKS

(MR. DOERN cont'd) . . . . of rented accommodation. These are according to our records. --(Interjection)--That is leased space. Yes.

The Member for Arthur, who is in a fairly belligerent mood - I'm not sure whether -- he looks like he's just been in a fight with that bandage on his forehead and so I'm rather reluctant to engage in a fight with him tonight. Having trounced his brother he's now attempting to take me on and I'm attempting to avoid a direct fight. The Member for Arthur raised an interesting point that he thrived on during the past election and has spoken on a number of times since. I can only indicate to him that we have rented space in a large number of towns and cities in southwestern Manitoba and southern Manitoba. We have government buildings, for example, at Emerson, Virden, Souris, Carman, Brandon, Hamiota, and somehow or other Swan River got in here, but Swan River as well, rented space at Morden - these are leased or rented space - Morden, Somerset, Birtle, St. Pierre, Grandview, Steinbach, Piney, Glenboro, Roblin, Russell, Altona, Morden, Virden, Killarney, Somerset, Boissevain, Carman, Souris, etc., etc. These are all rentals on the part of the Provincial Government.

MR. WATT: None in Arthur.

MR. DOERN: None in Arthur. Well are none of those--I have to ask the honourable member if none of those towns are in his constituency. --(Interjection)--None of them are. I see. Well, Mr. Chairman, I would like to attempt to explain that the government policy, I think, in regard to new construction follows along these lines, namely, we attempt to assess where we lease space. We attempt to look at our existing space rentals and then, if warranted, if it's of a sufficient size, we consider and prioritize in accordance with the possibility of centralizing within that town and possibly building new space. Now let me give you an example. In Portage la Prairie we rent a fairly large amount of space, and so we decided that in this particular city we would consolidate, put all the space into a government building, sort of one service centre where people could go and assess government programs. That building will probably cost some \$2 million. It'll be a fairly large and attractive facility. We have recently acquired the land for it and the architects are busy, and I would expect that in the spring construction will begin.

Similarly, in Thompson there is a fair amount of space rented there and we are now progressing towards a new government building and Dauphin is next in the scale of priorities. Now in Brandon, although my honourable friend the Minister of Industry and Commerce has made some inroads there it's still basically a city in - what shall we say? - Tory country, and we have a very large new office building there, new correctional institution being planned for there, and so on. So I really think it's a question of previous programs and new plans, etc.

The Member for Arthur says that he doesn't see very much space being leased in his constituency and I would imagine that this was true when he was a member of the previous administration, that there's really nothing new, that there were perhaps no major programs at that time; possibly this is still continuing. But I don't believe that there has been a reduction in that particular area.

Well, I think that answers most of the questions up-to-date, Mr. Chairman.

MR. CHAIRMAN: The Honourable Member for Charleswood.

MR. MOUG: Mr. Chairman, I would like if the Minister could get the information, if not on 185 Smith Street as far as the rental of the 21st floor is concerned, but if he could get us the figures that are involved with the rental, the cost of furnishing for furniture and fixtures, the parking rental, how many stalls and what it cost, the cost of installation of phones, whether they are installed as yet or have they been contracted to be installed and at what cost. I would like to know also the cost of construction on 405 Broadway on a square foot basis. I think it's interesting to keep up with the changing prices from time to time and we know the original contract price, I think, was \$905,000, but it would be interesting to know the square foot cost at the time of tendering so we can compare it at a later date to see how it compares with the final--yes, it was \$5 million, the original tendered price to Poole Construction, and as of that date with the square footage what the square footage cost was, so we can compare that at a later date to find out what the end result was.

I had another question--there was some information here regarding the Department of Youth and Education, and one place was Wabowden where there was \$1.387 million spent in construction of the school, 44,000 square feet; Steadman School and teacherages at Fairford Indian Reserve for an end figure of a million something; and Moose Lake School addition and

## SUPPLY - PUBLIC WORKS

(MR. MOUG cont'd) . . . . teacherages. Now I'm wondering what the federal participation was in the construction of these schools and why the Department of Public Works is involved rather than the Department of Education directly. Is it because it's Indian schools? And if it is, if that is the reason, what part of that was paid for by the Federal Government?

MR. CHAIRMAN: The Honourable Member for Souris-Killarney.

MR. McKELLAR: Mr. Chairman, I've just got a few words to say. I'm just wondering from what I was told a number of years ago this building isn't even paid for, the one we're in right now, and I'm just wondering how much is owing on this building. I think it cost about \$9 million to build 75 years ago and I'm just wondering if we've been paying interest all these years or whether any of the principal has ever been paid, or where do we stand financially on this building?

One other thing I was wondering, you know, because of the fact we're all taking to skating the last while, I was just wondering why the province and the City of Winnipeg don't do something about building a skating rink in Winnipeg, or somebody build one. I don't care who it is, whether it's the taxpayers . . . The City of Toronto have a skating rink right next to the City Hall and everybody takes to skating, and I think that because many of us need to practice a little physical strength or something here to exercise or whatever you call it, but I couldn't see for the life of me in our climate why more skating isn't done. It doesn't have to be a closed-in arena, just an outside skating rink of some kind. But I think the Minister--maybe the Minister can get somebody to do something in Winnipeg. I don't see why there shouldn't be one right in downtown Winnipeg where at noon hour they can go out and do some skating or something.

MR. CHAIRMAN: Order please. The Honourable Minister of Public Works.

MR. DOERN: Mr. Chairman, the Member for Charleswood asked questions pertaining to MHRC and I can only say that I am not responsible for that renovation and I don't feel obligated at this moment to ask my colleague for the information and convey it. I would suggest the Member for Charleswood question my colleague when his Estimates are up, which shouldn't be too far from now, but we don't have any responsibility for that particular program.

In regard to 405 Broadway--(Interjection)--Yes.

MR. CHAIRMAN: The Honourable Member for Sturgeon Creek.

MR. F. JOHNSTON: Mr. Chairman, on that particular subject, and I know there's an area under Accommodation Rentals that this could be brought up, is the Minister of Public Works in charge of the offices used by the government or not? Now there are many offices; they rent space all over this city where government people go and work in, and now all of a sudden we can't get an answer as to who is in charge of the renting or putting up of this office space at 185 Smith Street.

MR. CHAIRMAN: The Honourable Minister of Public Works.

MR. DOERN: Well, Mr. Chairman, I am not the Minister responsible for Hydro, and I am not the Minister responsible for MTS, and I am not the Minister responsible for MHRC. So MHRC built that space for their own purposes, and if the member would direct that question to my colleague during question period or during his Estimates I'm sure he'll get an answer.

MR. CHAIRMAN: The Honourable Member for Sturgeon Creek.

MR. F. JOHNSTON: Mr. Chairman, just to clear this up then. We do not have the rental of space by this government under one roof. Every department runs around renting whatever they like at any time, anywhere. Is that it?

MR. CHAIRMAN: The Honourable Member for Charleswood.

MR. MOUG: Mr. Chairman, one more question on the same matter. I would ask the Minister then if he would confirm or deny three-quarters of a million dollars for furnishing and rental of 185 Smith Street while he's up.

MR. CHAIRMAN: The Honourable Minister of Public Works.

MR. DOERN: Mr. Chairman, I would neither confirm nor deny it. I have to say to the Member for Sturgeon Creek that that space is owned by MHRC, and again, I am not responsible for their leasing or their construction. They operate on their own like a Crown corporation.

The Member for Charleswood asked for square foot costs of 405 Broadway, and I have to report to him that the amount of space on a per square foot basis we regard as incredibly good. I know that when we tender major contracts we sometimes hold our breath. It depends on when you go into the market. It depends on how hungry the various contractors are; and I think that a normal rule of thumb for first class office accommodation is about \$30.00 a square foot.

## SUPPLY - PUBLIC WORKS

(MR. DOERN cont'd) . . . . Now if you look at some of the buildings on Broadway, for instance Great West, it would not be possible to build Great West Life today for \$30.00 a square foot. It certainly would not be possible to build Monarch Life, which I think is one of the finest buildings, for that kind of money. It would probably cost you \$100 a square foot or more to build the Legislature. So the rough rule of thumb is about \$30.00 and I'm pleased to inform the honourable member that our square foot costs--now it's pretty hard to break this out exactly as to the exact amount of gross and the exact amount of net, but my general calculation on 405 is about \$26 a square foot, and if you compare that I think that at that price one would do well to build all you can because it's certainly a prime rate.

Now he also asks us questions about Wabowden and Steadman and Moose Lake. Public Works is responsible for Frontier School Division construction. I don't know how this developed but we have been building schools in the north for some time. I have to look to my assistants to indicate whether we had federal participation in those three schools, and apparently we did. The Member for--(Interjection)--Fifty percent.

The Member for Souris-Killarney wants to know whether this building was paid for, and that's something that I can't precisely answer, but my colleague, the Minister of Labour, says that he recalls that some six or seven years ago the building was in fact paid off. He recalls a statement or a fact to that effect. This building, I think, was originally planned for some two or three million dollars, and then I guess the estimates went up and the price went up and I believe it was brought in, I think the member said for about nine million. In today's terms, however, if one were to design a monumental building of this kind, the general estimates I have would be of the order of \$50 million or better. One could not find the tradesmen who could do the work in this building, some of the woodwork and the plastering and the finishing and the iron work and all sorts of fantastic art work, the--I suppose we could have bisons cast and another Golden Boy created etc., but really it is a work of art. It's not a functional office building, it's a monument, and I know that the mural, for example, just outside the Chamber on the other side of our clock, by Granguin (?) is very highly rated. Branguin was one of the leading painters of his day. He painted that mural around the 1920's at a cost of \$10,000, which was apparently far below his original price. So you can imagine that that would probably be worth \$100,000 or more in today's terms.--(Interjection)--No.

The member also asks for--being an old athlete, probably an old ball player, I don't know what his athletic background is, he was probably a country ball player, and of course the Golden Boys are shortly going to take on the City Fathers and it's obviously curtains for the City Fathers, but in terms of a skating rink one of the problems with a skating rink is skating rinks kill grass. We had a skating rink across in Memorial Park for Manisnow--you might recall the great Manisnow adventure, and one of the problems there was--we moved the skating rink. In fact there were two points. I insisted that the skating rink not be placed on the grass but that it be placed on the street, and they flooded part of the boulevard for skating, but then the rest of the grass area that was used because of ice blocks and toboggan slides and pedestrian traffic and so on and so on, in effect damaged the grass. We knew this would happen prior to it and there was probably about a, oh, at least a month, probably two-months delay to get the grass back up. It had to be fenced off and worked on to get it back up.

As I mentioned, though, I am rather intrigued with a proposal and I'm glad my honourable friend the Minister of Tourism and Recreation is here, and the Minister of Education I know is interested in more facilities for jogging. The YMHA and the University of Manitoba both excavated beneath buildings into the sub-basement where the piles are, excavated further down and put in jogging tracks for \$25,000 to \$50,000, and I really would like to see that sort of thing done maybe in one or two government buildings and certainly in some of the schools, to enable people to go out at noontime or after hours and simply jog around and get in shape. I know the Member for--I can never get these straight, is it Brandon East?--Brandon West. I knew I was close--the Member for Brandon West and I are both members of the YMCA Health Club so we're obviously in top physical condition but--the Minister for Labour isn't; I can see he has a bad cold and is chinking away . . .

A MEMBER: No. He's in labour.

MR. DOERN: But we're certainly in support of physical fitness.

MR. CHAIRMAN: The Honourable Member for Charleswood.

MR. MOUG: Mr. Chairman, just one short question. When the Minister was making

## SUPPLY - PUBLIC WORKS

(MR. MOUG cont'd) . . . . reference to Broadway and Kennedy here, 405 or 504 whatever, did the square foot cost of building include the price of land?

MR. DOERN: No, it was purely building costs.

MR. CHAIRMAN: 2 (4) (a)--passed; (b) (1)--passed; (2)--passed; (c) (1)--passed; (c) (2)--passed, (d) (1)--passed, (d) (2)--pass? The Honourable Member for Rock Lake.

MR. EINARSON: Mr. Chairman, in dealing with Estimates I think it's often we wonder just what is entailed in an item when we talk about Other Expenditures, and I wonder if the Minister would give us some detail as to the Other Expenditures in (c) (2) which amounts to over half a million dollars.

MR. CHAIRMAN: (d) (2). Resolution 104 (d) (2), Other Expenditures.

MR. DOERN: The item is for \$6,800.00. One point, it's an increase of \$500 - 1,600 for stationery and printing; 1,900 for cars, vehicles; 3,300 for miscellaneous

MR. EINARSON: Mr. Chairman, I thought we were dealing with (c) (2).

MR. CHAIRMAN: No, (d) (2). (c) (2) has been passed.

MR. EINARSON: (c) (2). I didn't think we had gone past (c).

MR. CHAIRMAN: Telephones, Other Expenditures. The honourable member wish to ask a question on (c) (2)?

MR. EINARSON: That's the one I was asking about. It's over half a million dollars.

MR. DOERN: Well, Mr. Chairman, if he wants to revert just for the moment to (c) (2) which I thought was passed, it involves the following--this is under Telephones: Increase due to normal growth on the existing system. The major item there is exchange service - \$299,000; installation and moving charges - \$28,500; directory charges - \$9,800; overtime on the WATS line - \$152,000; telephones, long distance - \$17,600; and miscellaneous - \$19,000.00.

MR. CHAIRMAN: The Honourable Member for Roblin.

MR. MCKENZIE: Am I to understand that the Department of Public Works spent \$299,000 for telephone calls last year?

MR. DOERN: Those were not Public Works, Mr. Chairman, but the Provincial Government, again excluding the Crown corporations.

MR. MCKENZIE: For clarification, does not each department charge their own telephone calls on their expenses?

MR. DOERN: No, the Department of Public Works is responsible for telephones for the government.

MR. CHAIRMAN: Resolution (d) (2)--passed. (d) (3)--passed; (e) (1)--The Honourable Member for Rock Lake.

MR. EINARSON: Mr. Chairman, an explanation on (e) (1) - \$114,000.00.

MR. DOERN: There was a, first of all, normal increment of salaries and also one staff man year increase. Previous years' estimates of course were \$100,000 and this year 114,000.

MR. CHAIRMAN: (The remainder of Resolution 104 was read and passed.) Resolved that there be granted to Her Majesty a sum not exceeding \$2,858,800 for Public Works. Passed.

Resolution 105 (a) (1)--passed; (2)--passed; (b) (1)--passed; (b) (2)--The Honourable Member for Rock Lake.

MR. EINARSON: On (b) (2) we have Other Expenditures of \$3,564,000.00. Could the Minister break that down please?

MR. DOERN: Just for clarification, Mr. Chairman, that's (b) (2) . . . ?

MR. CHAIRMAN: Other Expenditures.

MR. DOERN: (a) (2)?

MR. CHAIRMAN: (b) (2).

MR. DOERN: Resolution 105 2 (b) (2), is that it? Under Maintenance or . . .

MR. EINARSON: Mr. Chairman, under Maintenance (b) (2) Other Expenditures, \$3,564,800.00.

MR. DOERN: The major increase there, Mr. Chairman, was for material costs. As I've said a number of times, there's been significant rise in the price of materials due to a shortage and general escalation of prices.

MR. CHAIRMAN: (The remainder of Resolution 105 was read and passed.) Resolution 105. Resolved that there be granted to Her Majesty a sum not exceeding \$11,994,000 for Public Works. Passed.

## SUPPLY - PUBLIC WORKS

(MR. CHAIRMAN cont'd)

Resolution 106 (a)--The Honourable Member for Rock Lake.

MR. EINARSON: Sorry, it's on (b) I want, Mr. Chairman.

MR. CHAIRMAN: (a)--passed; (b)--The Honourable Member for Rock Lake.

MR. EINARSON: Yes, I wonder if the Minister could break down the Other Expenditures here of \$3,578,300.00.

MR. DOERN: Well, this area is of course for the capital purchase of vehicles and parts, maintenance, etc., such costs as light and power, supplies, plumbing, electrical, etc., etc.

MR. CHAIRMAN: The Honourable Member for Rock Lake.

MR. EINARSON: Does that cover the total amount on this figure given here, the items that the Minister mentioned?

MR. CHAIRMAN: The Honourable Member for St. Boniface.

MR. MARION: Is the cost of insuring the fleet included in that category of expense, Mr. Minister?

MR. DOERN: Yes.

MR. MARION: Mr. Chairman, I wonder if the Minister could identify the amount of money involved in insurance premiums?

MR. DOERN: It's done on the basis of area ratings but I'm afraid I can't break that out for you at this time.

MR. CHAIRMAN: Resolution 106 (b)--passed; (c)--passed. Resolution 106. Resolved that there be granted to Her Majesty a sum not exceeding \$550,000 for Public Works. Passed. Resolution 107 (a)--The Honourable Member for Charleswood.

MR. MOUG: I was wondering if the Minister had the answers to the question I'd asked him earlier and if he could explain the increase from \$597,000 up to \$842,000 for one area to pick up this amount of increase, and why.

MR. DOERN: Mr. Chairman, there is an increase of some \$250,000 and this is for the following: There are, of course, salary increases and an annual increment; there was also the fact that the Provincial Government, through the corporation that runs the Industrial Park, took over the restaurant. We found it necessary to do so and consequently required some 22 staff man years. We require a facility basically for the CNR which has a major training program located at Gimli, some hundred students who are there, I guess--I don't know if it's from across Canada or the western region, but--across Canada apparently. There has been talk, in fact, of building a simulator,--(Interjection)--it's done. Worth a million dollars at the Industrial Park. The whole question of catering is a rather complex one. It seems that it's very difficult to find good caterers and reliable caterers. We hear complaints from a number of our operations and often, even when a new party is brought in, they don't seem to be able to satisfy the clientele. Either the food isn't good enough or the prices are too high. We were given three days' notice by our caterer that they were pulling out and the result is that we had to move in on a crash basis and continue the operation. So, as I say, part of that is for salaries increment, the running of Aspen Lodge which is run by our department, and also for taxes in the sense of grants in lieu of taxes.

MR. CHAIRMAN: The Honourable Member for Minnedosa.

MR. BLAKE: Thank you, Mr. Chairman. I thank the Minister for those explanations but I don't see anything under the Estimates for amounts recoverable. I am sure a lot of these costs must be shared with the Federal Government under some of the various programs because I don't see anything here under Selkirk Industrial Park or Minnedosa Industrial Park, and I assume that many of these expenditures are shared programs. And I would like him to explain in a little more detail what recoveries might be available under these various plans that account for about \$842,000.00.

MR. DOERN: Well the honourable member may know the Federal Government, an agreement was hammered out between the province and the Federal Government to obtain some support for the phasing out of the air base and, you know, this has been a serious problem in Manitoba, witness Rivers, Portage and Gimli, and I think there's no doubt that the real success story is Gimli. There was an agreement whereby the Federal people gave us a grant of \$1.6 million for a period of five years and we have now spent about \$800,000 of that money. We are of course taking over a very old plant. The facility presumably was built for wartime use; of course no one could predict, I guess, when it was constructed as to how long it would go.



## SUPPLY - PUBLIC WORKS

(MR. DOERN cont'd) . . . . It reminds me of the wartime houses that were built for the veterans.--(Interjection)--Certainly did. And those houses, of course, were built from 1945 on. I guess they were supposed to last for so many years but if you go down many streets in Winnipeg they're still standing. They're supposed to be torn down but they obviously are going to carry on for awhile.

Well, that Gimli plant which was built for the war or maybe a ten year period, to look at it in a sort of a longer term point is now 30 years old. It was not built for endurance, it was built on a sort of a temporary basis. So we have a very old physical plant and basically the moneys that we have spent for Gimli have gone into, you know, developing sewer lines and all sorts of basic, what's the word? Infrastructure. I think it's a great success, though, Mr. Chairman, without question. There are some 660 people employed on the base. The CNR has, as I said, approximately 100 students who are training there. If you compare that to the air base which operated there in the '40s, although there were about 2,000 personnel on the base, there were probably only some 200 civilians and people who were associated with running the base. You compare that kind of an input compared to our 660 plus 100. In addition, we have involved ourselves in the community. We have the Kinsmen running a recreation complex; we have the schools being involved there; we had the Vanier group there this summer; and we have some longer range plans of possibly developing a low cost tourist accommodation facility there. So I think . . .

MR. CHAIRMAN: Order please. The hour being 9:00 o'clock, the last hour every day being Private Members' Hour, Committee rise and report. Call in the Speaker.

IN SESSION

MR. SPEAKER: Order please. The Honourable Member for Logan.

MR. WILLIAM JENKINS (Logan): Mr. Speaker, I beg to move, seconded by the Honourable Member for Gimli, that the report of the Committee be received.

MOTION presented and carried.

. . . . . continued on next page

PRIVATE MEMBERS' HOUR - RESOLUTIONS

MR. SPEAKER: Private Members' Hour. First Item: Resolution 18. The Honourable Member for Assiniboia.

MR. PATRICK: Mr. Speaker, I beg to move, seconded by the Honourable Member for St. Boniface,

WHEREAS the constant increase in the cost of living has placed a particularly heavy burden on families with young children; and

WHEREAS the cost of dental care for young children taxes the resources of many families particularly in the case of lower income families and families with large number of children; and

WHEREAS there are a significant number of children in Manitoba who are presently receiving inadequate dental care because of the burden the cost of such care would place on their families; and

WHEREAS dental care is a vital ingredient in maintaining good health;

THEREFORE BE IT RESOLVED that the Government of Manitoba consider the advisability of establishing a denticare program similar to the present Medicare program so as to provide and guarantee adequate dental care to all children up to the age of 16 years of age.

MR. SPEAKER: The Honourable House Leader.

MR. GREEN: Mr. Speaker, with respect to this resolution it is the position of this side of the House that it is anticipatory of matters which were raised in the Throne Speech debate - I refer to Page 7 of Votes and Proceedings, Number (1) - "My Government has previously indicated its objective to improve the dental care available to our children in this province; to alleviate the burden of purchasing vital prescription drugs for persons of all ages suffering from chronic illness, and to extend the home care services as a partial substitute for institutional care. Detailed studies have now been undertaken in these areas and in the coming year my government will inaugurate programs which will set out towards these important goals." So I would submit, Mr. Speaker, that on the basis of anticipation that the resolution is out of order.

MR. SPEAKER: The Honourable Leader of the Liberal Party.

MR. ASPER: Mr. Speaker, this is not the first occasion during this Session in which we've had to come to grips with this kind of an objection from the House Leader. Mr. Speaker, what is involved here is not only the resolution but a trend toward a precedent which if adopted again this evening, Mr. Speaker, threatens to erode the meaning and intent and the usefulness of the Private Members' Hour.

Mr. Speaker, last year the Speech from the Throne said precisely, or in words of similar import, that the government would move toward or establish a denticare program. Mr. Speaker, during the debate on the Speech from the Throne the government, or perhaps in speeches outside of the House, spoke of a denticare program being brought in I believe to be effective last fall, the fall of 1973. And, Mr. Speaker, that didn't happen. That didn't happen and last year in this Chamber the Chair ruled that a similar resolution to the one before you tonight was out of order because that was said in the Speech from the Throne.

Mr. Speaker, here you have again the Speech from the Throne that alludes to, and only alludes to, a program. Mr. Speaker, let me read the operative words of the Speech from the Throne. The operative words are: "My government will inaugurate programs which will set out toward these important goals." Set out toward. Refers to denticare, Mr. Speaker. Well the resolution before the House is very different from "setting out toward" or "inaugurating studies". The resolution before the House is of import to establish now a denticare program.

Now, Mr. Speaker, let's look at the precedent. A matter of days ago because two out of fourteen clauses in a resolution before the Chamber used the words "conflict of interest" vis-a-vis politicians and civil service, this House ruled or you, the House through you, Sir, ruled that we couldn't debate it.

Then because reference was made in the Speech from the Throne to improving the quality of pensions, pension legislation, a resolution was ruled out of order that dealt with the prospect of solvency and portability of pensions. And, Mr. Speaker, only a few days ago, two or three days ago, because the Speech from the Throne was totally silent on but the Estimates referred to a kind of senior citizen income supplement, this House through the Chair ruled that we couldn't debate a guaranteed annual income of \$200.00 per month for senior citizens.

And again this evening, Mr. Speaker, we have the House Leader saying that because

## PRIVATE MEMBERS' RESOLUTIONS

(MR. ASPER cont'd). . . there's a general vague assertion in the Speech from the Throne, not a commitment to action, not a commitment to a program, we are not permitted as private members to debate a specific, clear resolution. Now, Mr. Speaker, I urge you, I appeal to you to consider the precedent that would flow from a decision that this too is out of order. Mr. Speaker, there is a statement in the Speech from the Throne, five paragraphs above the paragraph that the House Leader read, that says, "Provision will be made in the Estimates to continue to assist all those who wish to secure post-secondary education." Mr. Speaker, would you then . . .

MR. SPEAKER: Order please. Would the honourable member confine himself to the point of order before us and not to any others.

MR. ASPER: Mr. Speaker, the point I make is that if any general assertion of commitment of approval, of inclination, contained in the Speech from the Throne precluded debate on a specific crystal clear resolution, Mr. Speaker, the end result will be that the Private Members' Hour, the one opportunity that the private member has to put his position to this Chamber, would be lost because throughout the Speech from the Throne one can find assertions of motherhood on almost every subject. And, Mr. Speaker, we're going to have more. We have I think another 10 or 12 resolutions on the Order Paper where the same argument could be raised.

So I appeal to you, Mr. Speaker, you going back to the day this House opened have been exhorted to recall the obligation of the Chair to lean over backwards to the minority of this Chamber. Mr. Speaker, I appeal to you tonight again to recall that exhortation, that injunction on your office, that if there is a doubt, if there is any doubt, that that doubt be exercised in favour of freedom of expression by the private members as opposed to the stringent view that the House Leader puts forward.

MR. SPEAKER: I thank the honourable members for their contributions. I have not created the parameters -- oh I'm sorry. The Honourable Member for Riel wish to contribute? The Honourable Member for Riel.

MR. CRAIK: Mr. Speaker, in this particular case I think it's with some reluctance in this particular case that I find myself agreeing with the government. It's not because the issue that's raised is not important, it is important, but the point is I think that their Throne Speech if it's lived up to of course is going to give us every opportunity to debate --(Interjection)-- very likely and every evidence it is exactly the same material. I do also in all fairness want to point out that the reason for taking this stand is that there are a number of precedents, and I do recall when the House Leader himself was in opposition he presented a resolution in the House covering, I think it was a matter of native people's rights to being elected to school boards and there was nothing in the Throne Speech about it at the time but the government was considering in this particular case instituting this policy, and when the resolution came up the government said, although it was not in the Throne Speech, we intend to institute this as government policy and the member in question, the present House Leader, withdrew his resolution in view of the fact that -- well perhaps, Mr. Speaker, he didn't withdraw it but in any event it did come up as a government bill and it was debated, and he can correct me on the technicalities at the time, but the point is, Mr. Speaker, consistent with that request at that time I think that this resolution should be dealt with when the Throne Speech material reaches the House.

MR. SPEAKER: The Honourable House Leader.

MR. GREEN: Mr. Speaker, I don't wish to speak on a point of order, and I don't wish to correct any technicality but I wouldn't want the honourable member to be even forgetful of what occurred. What occurred on that particular occasion is that with the government's acquiescence the resolution was put, and was voted on and passed unanimously. So I am just indicating to the honourable member what occurred at that time.

I have nothing to add, Mr. Speaker, except to say that I do think that it is unfair to characterize these objections as somehow coming forward as a personal reflection on myself. The objections that I put are objections that are contained in all of the parliamentary precedents and my honourable friend will have an opportunity to debate. There is no way in which there can be exclusion of debate, but the precedent that you do not debate a resolution which is anticipatory of matters raised in the Speech from the Throne is not something that I invented; it is something that is a matter of parliamentary precedent.

MR. SPEAKER: Order please. I thank the honourable members for their contribution. I should like to indicate that this House affords everyone every opportunity in respect to debate.

## PRIVATE MEMBERS' RESOLUTIONS

(MR. SPEAKER cont'd) The parameters whereby our rules evolved, have evolved over many hundreds of years and there is instrumentality for a change in this regards, and also by acquiescence of the whole House we can have the rules changed from time to time, but in this case I do believe we have had a commitment and this resolution is anticipatory. For that reason I must rule it out.

Resolution 19. The Honourable Member for Fort Garry.

RESOLUTION 19

MR. SHERMAN: Mr. Speaker, I beg to move, seconded by the Honourable Member for Roblin, that

WHEREAS most of the decisions of the Government of Manitoba are left to the wishes of Cabinet; and

WHEREAS many of these decisions vitally affect people of Manitoba and have the same effect as the statutes passed by the Manitoba Legislature; and

WHEREAS there is no established method of informing the members of the Legislature of Orders-in-Council passed by the Cabinet, and

WHEREAS there is no regular or prescribed method of informing the people of Manitoba of such Orders-in-Council;

THEREFORE BE IT RESOLVED that the Government of Manitoba consider the advisability of printing all Orders-in-Council in the Manitoba Gazette, and that copies be forwarded to all members of the Manitoba Legislature within seven days.

MOTION presented.

MR. SPEAKER: The Honourable Member for Fort Garry.

MR. SHERMAN: Mr. Speaker, the resolution is proposed in the spirit of legitimate inquiry coming from an opposition that recognizes and hopes that government recognizes that it takes two strong and healthy advocates to make democracy function and to ensure that society's freedoms are protected, and only one of those advocates is government. The other one, Sir, is opposition, and not merely opposition in lip service but informed opposition. I would suggest that there would be likely no one in this Chamber who would quarrel with that assessment of the roles and functions of our parliamentary system, and it's out of that understanding and appreciation of it that we propose this resolution because, Sir, we suggest that for our opposition in this Legislature, as in legislatures and parliaments across this land, to be properly and effectively informed, there has to be access to decisions taken by Cabinet that is not now open and available.

The resolution is designed, Sir, to better enable the public to understand what is going on, and is designed, Sir to better enable the opposition to do its job, to keep informed and to scrutinize the work and functions and decisions of the government intelligently and objectively with some basis in fact for inquiry and examination.

Mr. Speaker, I believe the importance of this resolution can not be overstated. In the last decade and more there has been a gradual erosion of the powers of parliament and the individual private member of parliament and member of the Legislature in this country. I speak of the powers of that individual member to act as the intermediary and the advocate for his constituents in matters of governmental complexity and to have any kind of impact and effect on the decisions that are being made in the Cabinet offices, it was the lot and the assignment of the Canadian parliamentarian and legislator in decades gone by to play a very crucial and vital and easily recognizable role in that area, Mr. Speaker. But with the growth of society and with the growth of government, and with the unavoidable growth of bureaucracy, it now has become increasingly difficult for that private member of a legislature or a parliament to do his job effectively and to play his role in the manner in which it was conceived and designed by those who centuries ago originated the concept of democratic representation. Sir, the powers of the Executive have increased in complementary ratio and juxtaposition to the rate and degree in which the powers of the individual private member have decreased, and that heightens the necessity for reinforcing the competence of the individual member.

It's in that context and that framework, Sir, that I propose this resolution to open up the decisions of Cabinet in its day to day function of governing the province to the private member through the availability of the Orders-in-Council that are passed, Sir, one of the most powerful

## RESOLUTION 19

(MR. SHERMAN cont'd). . . tools available to the Executive in this or any other Canadian Legislature is that tool of the Order-in-Council. It's through the Order-in-Council, through that mechanism, Mr. Speaker, that the Cabinet is able to allocate substantial sums of money when this House is not sitting and when it does not have to answer to direct questioning as to the allocation of those funds, and it's through that mechanism of the Order-in-Council, Sir, that the Cabinet is able to appoint people to various positions on boards and commissions and to, in fact very clearly, have a day to day effect and impact on the lives of Manitobans to very clearly have an influence on the course of the society whose affairs it is elected to legislate and administer.

So it's obvious on any even cursory examination, Mr. Speaker, that that mechanism, the Order-in-Council mechanism is a very powerful one. It's a very powerful element of the democratic legislative parliamentary process, and as things currently stand in this province, Mr. Speaker, the Order-in-Council and what it does, and what it entails, is beyond the reach and scrutiny and examination in all too many cases, of the opposition. And I speak here not only for the Opposition that sits as opposition in this House at this time; I speak here for the members on the government benches who doubtless are as interested in protecting the rights of the private member as we in the Opposition are, and who may be in a position of opposition at some time in the future where situations like this become very important, critically important to them to a degree greater than is the case at the moment when they're in government. There is no way that they can do their jobs should they be in opposition effectively if they have no access to government and Cabinet decision making; and there's no way really that they can do their jobs effectively as government unless we as Opposition are giving the tools with which to charge them to be responsible and accountable for their actions. And so the resolution that I propose and the plea that I make at this time, Mr. Speaker, is delivered as much in the interests of those members opposite who sit on the government benches today as it is in the interests of the members on my side of the House.

Mr. Speaker, I'm not going to debate the validity and legitimacy of the kinds of powers that have developed and accrued to the executive as a result of the development of bureaucratic, democratic government in recent years, but I do want to advance the point that these powers - and they are far-reaching as we all acknowledge, Sir - I do want to advance the point that these powers carry with them a very heavy burden of public accountability. That's a phrase that has been used on both sides of this House in debate in this Session, and by representatives on both sides of this House before this Session got under way. We have said on this side that we were going to demand of this government public accountability, the government for its part has insisted that it subscribes to that doctrine and is at all times willing to comply with the kind of practice and procedure implicit in it. Well, Mr. Speaker, here we have in the mechanism of the Order-in-Council a parliamentary and legislative procedure that is extremely powerful, extremely critical as I've suggested to the course and direction of public events, and that therefore imposes on the government a very very heavy responsibility in that area of public accountability, and it's here at this point that all of us in this Chamber can ask ourselves, government in Opposition, to put up or shut up on that point of public accountability. If we really believe in what we say whether as Opposition or government in terms of the need for and the desirability of public accountability, then this resolution calls our bluff - the government's and the Opposition's. This resolution calls the legislators of Manitoba to answer and account for that kind of proud boast and that kind of protestation, Sir.

The decisions that are taken by any legislative or parliamentary Cabinet in Canada are decisions that are taken in the interests of the people who live within the geographic boundaries of the political sphere administered by that government, and the people in Manitoba are affected by the Orders-in-Council made by this government here. As such the people of Manitoba have a right to demand, Sir, a public accountability on those decisions and for those decisions.

I'd like to take a minute or two just to review the situation, Mr. Speaker, regarding Orders-in-Council across Canada, and I don't intend to take up the time of the House by making reference to every individual legislature in the country. But the fact is that the Federal Government publishes some of its Orders-in-Council in the Canada Gazette, and I remind members that what we are asking in this resolution is that the Orders-in-Council of this government be published in the Manitoba Gazette. The Federal Government publishes some of its

## RESOLUTION 19

(MR. SHERMAN cont'd) . . . . Orders-in-Council in the Canada Gazette and the majority of provinces in Canada, Sir, do publish some, if not all, of their own Orders-in-Council respectively in their respective gazettes. There are, I believe, only two provinces in the country, Sir, that don't publish any of their Orders-in-Council in their gazettes, and one of them is the Province of Manitoba. There are some provinces that publish all their Orders-in-Council in their gazettes, but as I've suggested all but two at least publish some of them and of the two who don't follow that practice and who publish none of their Orders-in-Council in their gazettes this province, Manitoba, is one.

Well, that isn't good enough in our view, Sir, in the area of public accountability. The people of Manitoba, the Opposition of Manitoba, indeed the Government of Manitoba has a right to expect that the decisions and actions taken by the government in Order-in-Council form will be accounted for to the public, the same as any other government action that affects people's lives. At the present time, Mr. Speaker, and I believe my honourable friend the Member for St. Boniface made reference to this fact in debate in the Chamber a few days ago, the only way that a private citizen or a member of this House can obtain a copy of Orders-in-Council passed by the Government of Manitoba is to go to the office of the Executive Council and ask for same, and even then, Sir, and even then, Sir, - I think this is the point that my honourable friend from St. Boniface was making reference to - the Executive Council office doesn't have all the Orders-in-Council. Even if you or I go, Sir, to find out what the government has done at the Order-in-Council level, we're not guaranteed by any means that the Executive Council can supply us with that information because not all the Orders-in-Council are on file and on record there.

And furthermore there is an additional complication that is obvious to anyone examining the subject and that is, Sir, that one has to know of the existence of an Order-in-Council before one can go and start tracking it down. If you or I suspect that something has been passed by an Order-in-Council that's one thing, but to be sure that there is an Order-in-Council pertaining to a specific decision made affecting the people of Manitoba and to be able to get at it practically and realistically requires obviously that such an Order-in-Council was passed and does exist, and a great deal of time and effort is redundant and is wasted in efforts and searches of that kind.

Mr. Speaker, no one can go after an Order-in-Council and seek it out and pursue it if that Order-in-Council doesn't exist, and there's no requirement for me to labour that point. I simply mention it to underscore the fact that difficulties and inhibitions that are entirely unnecessary in my view are placed in the way of the legislator in this province who is attempting to keep on top of the active, administrative work done by the government.

Mr. Speaker, further I suggest that the kind of obscurity - and I don't use the term "secrecy" because I prefer the term "obscurity" in this case - the kind of obscurity that exists where Orders-in-Council and where government decisions of this kind are concerned is inconsistent, Sir, with the kind of principles and philosophy of open government that both the government and its supporters at large have proclaimed and insisted would be the course of action that they would follow. It's inconsistent with open government to allow government to operate and make critical and crucial decisions in a sphere to which the private member in opposition doesn't have proper and easy access.

Sir, when this Session began not only did the government, the benches on the opposite side, make heavy mention and emphasis of their belief in open government and accountability but my Leader said that it would be our job to press this government to open up on their decisions and their actions and account for all of them to the people. The First Minister has to my knowledge not quarrelled with that kind of a philosophy, that kind of an approach, and what we're talking about in this resolution, Sir, is simply a follow-through, a tangible example, a concrete example of that kind of philosophy in action. What we're talking about here is a resolution that commends itself to my view without argument, without dispute to all members on both sides of this House.

Sir, I know I only have a minute or two left but in conclusion let me just touch on one other matter related to the resolution, that is that I'm not asking the government here to blaze new trails; I'm not asking the government to be reckless; I'm not asking the government to pioneer in the field of parliamentary procedure; the point is that sister provinces in Canada do follow the practices I've pointed out of making their Orders-in-Council available through

## RESOLUTION 19

(MR. SHERMAN cont'd) . . . .their gazettes. I am suggesting here, asking here, appealing here, that this government follow through on a practice that has made it more practical, more realistic for the private member to do his job. Sir, I don't see how this government, or anybody in this House, can have any possible objection to this kind of a resolution. I would expect that this government's support for the resolution would be automatic, anything other than that, Sir, would make a mockery of the protestations about openness and open government and accountability that we've heard from that side in substantial degree for many months now, if not in fact for many years.

MR. SPEAKER: The Honourable Member for Logan.

MR. JENKINS: Thank you, Mr. Speaker. First let me say, Mr. Speaker, that I sympathize with a lot of what the Honourable Member for Fort Garry has said and I would just like to try and correct a few of the statements that the honourable member has made. You know Orders-in-Council, he states that here in Manitoba none are printed in the Manitoba Gazette. Well that is not entirely correct, Sir, because some Orders-in-Council that have to do with regulations have been, to my recollection and I think other members here can verify it, have been published in the Manitoba Gazette.

The point that the--I believe that the only ones dealing with regulations that - where they are of great length or nature that they're not, perhaps not published in the Manitoba Gazette. However I think that in many cases the news media is made aware that when an Order-in-Council has been passed that they get press releases of it and get the meat of the matter and in that way it becomes public.

I wanted to say to the honourable member that we as a party are not opposed to considering the advisability of this resolution before the House. The honourable member has pointed out quite correctly that in the Executive Council office these resolutions are there and available to the public. The point that the Honourable Member for St. Boniface raised the other day, and I think the First Minister made a statement which is quite correct to that point, that where there is joint jurisdiction, where an Order-in-Council affects the Province of Manitoba and the Federal Government, that until that announcement has been made in Ottawa the Order-in-Council will not be published here or in the Executive Councils office. This is a matter of courtesy that we as a province, and the administration of the province, extend to the federal jurisdiction.

Now the honourable member has stated that there are numerous amounts of Orders-in-Council passed each year, and for this I will agree with him, there are, there are tremendous amounts. I think that if you would - and I did a bit of checking. In the year 1970 there were 1,245 Orders-in-Council; in 1971 - 1,368; in the year 1972 - 1,280; and in the year 1973 - 1,357, for a four year average of approximately 1,312 Orders-in-Council. Some of these, especially the ones dealing with regulations which affect the citizens of Manitoba to a great extent because they are regulations in the main that are adjuncts to statutes of the Province of Manitoba and how citizens have to obey the laws, these in the main have been published in the Manitoba Gazette.

Now I don't know if the honourable member, and I don't know what they do in Ottawa, but I can tell the honourable member that in the practice in the Provinces of Alberta, Saskatchewan and British Columbia, our three sister provinces here in the west, is basically the same as what we have here in Manitoba. Orders-in-Council are available to the public on demand if they wish to see them. Press releases are issued on more important ones. British Columbia I believe, in addition, puts out a resume listing the title and a very short description of the order. But the three western provinces west of us do not publish their Orders-in-Council in entirety in their gazette.--(Interjection)--And I'm not arguing with the honourable member but the honourable member said that most provinces and most provinces when we take four out of ten, and he says two don't do it at all, and of course he included the Province of Manitoba, and in that I think he was in error.

I would just like to point out to the honourable members that this is a costly procedure, you know, and we hear much today about government spending but the present normal prints run for the Manitoba Gazette is 1,500 copies, and the cost per page of straight matter, you know, straight matter, is roughly \$16.29; the cost of an occasional photocopy, photo ready copy, is \$10.37, but since most photo ready copies are - it's a rare thing that we use, the average cost per page is between 16 and 17 dollars, say \$17.00 in cases where sales tax is

## RESOLUTION 19

(MR. JENKINS cont'd) . . . . involved. Now sales tax would not be, and I don't think sales tax would be applicable to Orders-in-Council, but if would say a \$17.00 cost per page, it's estimated that we would require in the year roughly 7,216 pages at \$17.00 per page, I mean that's production costs, that's not paper costs or anything else, that's production costs, which would give us a total Sir, of approximately \$122,000 to \$123,000.00. As I said before, Mr. Speaker, we are not opposed to considering the advisability of this, but are we prepared to, in the final analysis, spend that kind of money for that type of information? You know, Mr. Speaker, also in addition to these costs of printing, production, there would be other costs. There would be mailing costs, which would be considerably higher than they are now because the Gazette would be at least four to maybe six times as large as it is at the present time.

We would also require additional staff for the preparation and the printing of this material, and I really don't know at this time, I couldn't say, perhaps the Minister of Public Works would be the one who would be involved in it. He would have to estimate how many of a staff that would be required to be hired to make this a viable--you know, if we're going to do the job. We are perhaps looking at a cost of perhaps in excess of \$250,000 to increase the size of the Manitoba Gazette as we have it at the present time.

And so, Mr. Speaker, while we as a government are not opposed to having this resolution passed, looking at it, giving it consideration, in the final analysis, Mr. Speaker, it's going to have to be: is it going to be worth the amount of money that we're going to have to expend for the amount of information that would be useful? And I'm sure that the Honourable Member for Fort Garry, who has been not only a member of this House but a Member of the House of Commons, that if he has any doubt about what an Order-in-Council is about, that he knows how to go to the provincial council, Executive Council office to find out, and I'm sure, and I know he would because I have great admiration for the member, I know he's a good conscientious member representing his constituency; that he would go there to find out and make it his business to find out.--(Interjection)--Well, the honourable member is one of the gentlemen that I like to hear speak in this House. I like to hear the honourable member, especially when he gets on to--and I'm just going to deviate just a moment, Mr. Speaker, I'm not going to--when he gets on to Shakespeare, because he and I, I guess in that respect, are fellow souls because I like Shakespeare too.--(Interjection)--Oh, I'm sure that the Honourable Member for Fort Garry has read some because he makes some very good quotes and some very telling remarks at times.

But again, Mr. Speaker, as I said before, we as the members of the government on this side, we are prepared to see this resolution be voted upon; we're not prepared to oppose it; we're prepared to look at it, look at it in all its aspects, and if we come back and tell you that we think that it's going to be too much, well perhaps then we can debate the matter further. But the resolution as it stands now is to consider the advisability of printing of all Orders-in-Council in the Manitoba Gazette and that copies be forwarded to the members of the Legislature within 7 days.

Now, perhaps the honourable member would be happier with something that B. C. has. Perhaps that's a possibility that we could explore and that's one that I'm sure we will be exploring. Where in British Columbia, as I pointed out, they don't print the entire Orders-in-Council because some of them run to four, five, six, seven pages with the regulations involved, a title and a very short description of the Order. So that if my honourable friend from Fort Garry had his appetite whetted and his curiosity whetted, that he would know that that Order-in-Council dealing with such and such a subject matter was there and available to him. Perhaps that's an avenue that we can explore. Perhaps it would cut the costs; I'm sure that it would cut the costs down. I'm sure the Province of British Columbia, which is a much wealthier province than we are, and I'm sure that--in fact I know that the government of British Columbia under Premier Barrett is just as progressive and forward-looking as we are, but I guess that they must have looked at the total cost of printing Orders-in-Council in total.

And so, Mr. Speaker, I'll say once again that we are prepared to support or to vote for this resolution, to consider the advisability, and therefore as far as I'm concerned I'm prepared to vote for it.

MR. SPEAKER: The Honourable Member for Fort Rouge.

MR. AXWORTHY: Thank you, Mr. Speaker. Mr. Speaker, in rising to speak to this resolution I should say that in the short time I've spent in this House I've come to have an



## RESOLUTION 19

(MR. AXWORTHY cont'd) . . . . ever-growing admiration for the ability of the Member of Fort Garry to articulate and expand upon his thoughts in the most flowery and the most literary fashion. However, I only suggest that if the Member for Fort Garry followed the same practice in the area of courtship that he follows in debate, he would commonly go by the name as "The Big Tease". Because in this respect, Mr. Speaker, the member has obviously--and I stood in awe and fascination at this case he was building for the inequities and the travail of the bureaucratic state, how we are all becoming unable to wade our way through the increasing amount and number of administrative decrees, which I suppose some of my friends in the political science field have gently named "delegated legislation". And I couldn't find myself agreeing more about his description of the tremendous kind of peril this put the democratic system in, and as he spun his case further elaborating how we must be ever watchful and ever on guard against the interest of a Cabinet putting in these Orders-in-Council and these other kinds of statements that would basically change the nature of our community, the nature of our life unbeknownst and unaware to the general community.

I thought, well now finally--and we have been able to gain some support from the Conservatives on what has been a basic Liberal proposition for about 200 years, and that is that we must provide for the limitation of the power of government and the openness of government. And I thought that certainly, certainly the Member for Fort Garry had demonstrated, if nothing else, not only does he read Shakespeare, he obviously reads Liberal philosophy from time to time, which I'm also glad to see. So I found this as he began to deliver this particular oration, I was waiting for the end, and after this 20 minutes of roar I looked down the Order Paper and there was a squeak, because in fact the end result of all that intensive description of the dangers of the Order-in-Council and the administrative state, all he wants us to do is to put an Order-in-Council in the Gazette. Well now that, Mr. Speaker, is in relation to the description he described, a very timid mood indeed. And I would only hope that the member in presenting this resolution--

MR. SPEAKER: Order please. The Honourable House Leader state his point of order.

MR. GREEN: Mr. Speaker, the honourable member may have found the Member for Fort Garry's speech not to his liking but it was in order, because that was the nature of his resolution, and if the honourable member is intending to speak on a subject other than the member's resolution he would be out of order. So regardless of whether he liked it or not, he will have to stick with the resolution as put by the Honourable Member from Fort Garry.

The point of order, Mr. Speaker, is that the honourable member appears to be suggesting that the resolution is not what he would like to speak to, and I am indicating, Mr. Speaker, that that is what the House is considering.

MR. SPEAKER: The Honourable Member for Fort Rouge.

MR. AXWORTHY: Mr. Speaker, I apologize at the impatience of the Minister of Mines and Energy, who obviously is, without exception in this House, terse and to the point and says everything in the shortest fashion possible - sometimes - and wasn't prepared to wait until I was able to develop the case, but I suppose that maybe over time he will learn patience, which is one of the virtues that should be the first requirement of a Minister of the Crown, and I would hope that that was something that with time he will acquire.

Therefore, Mr. Speaker, the point I was trying to make before the interjection was this: that the case made by the Member from Fort Garry without doubt is a proper one and an accurate one, that one of the major difficulties being faced in a democratic system today is the fact that government can rule by decree and does rule by decree, and there is ever-increasing amounts of evidence, and in fact I think the Member for Logan supplied the evidence, that increasingly decisions are being made sort of from the confines of the Cabinet room, not in the confines of this Chamber or in other parliamentary Chambers, and that therefore it is absolutely essential that legislators begin to try to fight back against that ever-increasing trend of government to rule by decree. Therefore the point that we're making is that while we agree with the objective of the Member from Fort Garry, we are only suggesting that it was unfortunate that he stopped where he did, particularly when he found the opposite benches, if the Member for Logan is correct, in such a receptive mood to open government. I think in the past few days they haven't shown themselves in such receptive mood but perhaps after 9 o'clock on a Monday evening they become receptive to things like this.

It's unfortunate that the member didn't in fact sort of take to heart some of the obvious

## RESOLUTION 19

(MR. AXWORTHY cont'd) . . . . corollaries of what he was trying to state, because I would point out to the Member for Fort Garry and to the members of the House that simply the publication of the Orders-in-Council in the Gazette of Manitoba would not necessarily achieve the objective that he desired, unless at the same time the member of this Legislative Chamber would have the capacity and the ability, both in time and resources, to give proper review to those Orders-in-Council, and even more importantly to disseminate that information to members of his constituency and to other interested parties in the public who might be interested. And under the present circumstances of the member, who is denied really any support services of any kind, it's very difficult to peruse properly those 1,300-odd Orders-in-Council that are produced each year, examine them as to their intent and to their application, and then be able to provide a fairly intelligent response to his constituents who might be interested in different aspects. And I point out, I think, for the interest of the members of this Chamber, that increasingly in other government capitals and Ottawa in particular, and Toronto and others, and in Vancouver, there is emerging a new form of organization or private firm which spent almost all of its time simply acting as the interpreter to different kinds of private groups, the Orders-in-Council that various government passes. This is in some cases large associations like the Trade Union's Council and manufacturing associations, hire people specifically to do nothing else day by day but to find out what is being passed through the Orders-in-Council and the statutory instruments and then to report to their constituent exactly what those mean. And therefore it demonstrates increasingly that to make sense of an Order-in-Council needs more than a simple publication in a Gazette; it also needs time for reading, time for interpretation, time for developing background, so that a proper reading of that can be given to the wider ambience, and I couldn't agree more with the Minister's statement when he said that it is the responsibility of a member of the Legislative Assembly to provide that service to his constituents. But it's very difficult to provide that service in the absence of the kind of support he needs to provide it, and that I think that we have to recognize the limitations of one person trying to, amongst all his other duties, trying to make a useful and effective application of the member's proposal.

. . . . continued on next page

## RESOLUTION 19

(MR. AXWORTHY Cont'd)

Therefore, I would suggest that there are other things that might have been included in this resolution, and I say that because I think this group here is in sympathy with its intent, but our wish would be that the member had gone further and been able in this resolution to properly encompass all that was required to make service of that objective, and I think that is the point we like to make; that, for example, it would have been of some use to have also included certain decisions made by Crown corporations and agencies, which also very quickly pass by without much public notice and aren't given the kind of dissemination that's required for people that find out what Manitoba Hydro is doing or the Manitoba Telephone System etc., and that would have been a very useful addition to his proposal.

I think that we would have liked to have seen in this particular question the concept of regulation in the omnibus bill that the Leader of the Liberal Party just introduced about a week ago and had declared out of order. That also would have provided for that openness that he was after. I think at the same time, and the point I'd like to emphasize is the requirement that we at one and the same time build up and strengthen the capacity of the individual MLA to perform the service of reading this material and disseminating it to his public, which one can't do when he is sort of denied, sort of office space, research help and other kinds of essentials. And I could only again point to some conversations I had with members of the provincial Legislature of Ontario about two weeks back, and talking about the self-same subject, and they accorded me for whatever their views were worth at the time, that with the addition in the last two years of research assistants for individual MLAs or for caucuses on a permanent basis, they were able to provide a much more effective service to their constituents, particularly in matters to regulations and Orders-in-Council. Therefore, I would only suggest to them that the member could have gone much further that he desired.

Now I would like to, for a moment, just deal with the case put forward by the Member of Logan who said, and I think he did it in good faith, that the government was prepared to support this but would have to question the costs of all these things. Well I did some quick figuring and according to the present estimate the printing of the Manitoba Gazette costs the the Manitoba citizens on an average about 10 cents a year. Well now, that is less than the chocolate bar that the Member of Lakeside had to pay for a week ago, and I suppose you can make the question: what is the price of democracy? Are we prepared to spend even maybe 20 cents per citizen if that was the extra cost that was going to be encountered to get this service that the bill describes. And I think that you could generally gain a consensus of Manitobans that if they felt that they would be able to delve into that labyrinth of government and begin to pull out those variety of things the government is doing that affect them directly that they would be prepared to spend another 10 cents to get that kind of service. So I think, although the member I think was trying to provide a service by pointing out the costs of these things, I think he in fact answered his own objection by pointing out that the cost at this stage is quite minimal and that in fact be with very very limited addition would be able to provide additional service.

Well now, Mr. Speaker, there are other things which I think should be considered in this debate on what I think is a very important resolution. I think that one thing we should look at is the sole issue of what are the other jurisdictions presently carrying out, and I could only confess, listening to the two points of view, that there obviously was some question of mine as to what is the practice in other provincial arenas and I think that this would be a worthy object of examination and scrutiny. But at the same time I would like to recommend to this Chamber that we do not always judge our actions purely by the precedent set by other provincial governments or other provincial chambers. When the Minister said we don't have to blaze a new path or pioneer new procedures, I asked the question, "Why not?" Why shouldn't Manitoba strike out in some new directions and examine its own parliamentary system to see if it's working, not just as well as other groups, but perhaps better than other groups, and I think that there should be no admonition of this government because certainly they don't need admonition, they need encouragement to blaze new trails, because that is not their wont in this present day. So I would only hope that the Minister, or the member when he has an opportunity to close debate on this bill, would withdraw his admonition and instead suggest to the opposite side that they take further steps and begin to examine what the member has

## RESOLUTION 19

(MR. AXWORTHY Cont'd) . . . . now opened up, I think, as an interesting question about how to deal with the problem of delegated legislation; open it up both to see how it could be brought to effect in a more substantial way by enabling members of this Chamber to perform the service effectively, not just inform, not just by having Gazettes, but having the actual capacity to bring life to that Gazette by having the support that they need; and secondly, to provide other ways by which we could begin to look at the whole question of delegated legislation. And in that case I would hope that when the Leader of our party brings forward a new resolution on political reform and how this Chamber can correct many of its practices to widen the scope and openness of government, that they will give it a sympathetic hearing on this side of the House, as they have given what is an important but fairly limited resolution dealing with the very large problem of delegated legislation.

MR. SPEAKER: The Honourable Minister of Labour.

HON. IAN TURNBULL (Minister of Consumer, Corporate and Internal Services) (Osborne): Mr. Speaker, may I ask a question of the member who just spoke?

MR. SPEAKER: The Honourable Minister of Consumer and Corporate Affairs.

MR. TURNBULL: Mr. Speaker, the Member for Fort Rouge said that in conversations he had had with representatives from the Ontario Legislature, that he had learned that research assistance had been provided to the caucus, but he also said research assistance had been provided to members of the Ontario Legislature, and I would like him to clarify which it is. Does the caucus receive research assistance or do the individual members each receive research assistance:

MR. SPEAKER: The Honourable Member for Fort Rouge.

MR. AXWORTHY: Mr. Speaker, I'd be very happy to answer that question. At the present moment in the Ontario Legislature, as I understand it, each member receives, first, the services of one person on his staff which can either be a secretary and/or researcher, and they combine those functions so that in the case of the member that I was speaking to, one of the first requirements that they have of the people who work for them on a permanent basis in their office all year round is to review and go through a variety of government documents, legislation, Orders-in-Council in an attempt to break these things out and to see if they have any particular application. So, for example, if a member happened to be from an agricultural area, he would be particularly interested in the activities of the Department of Agriculture, and that secretary, who also in many cases may do some typing but also provides a research function, would be able to provide that review assistance and bring it to the attention of the member who may be involved in other activities and therefore they could then pass along that information to their constituents. At the same time each caucus - and I couldn't give you the actual dollar amounts but I'd be very pleased to secure them for the Minister - is given substantial research assistance. I think that in the case of the Ontario Liberal caucus, which has about 19 members, they have something like five full-time research assistants who work full year round, and they're paid I think a fairly substantial salary to make sure that they get people with qualifications, and their responsibility as caucus research assistants is to provide for a longer term . . . in many cases delving very deeply into various bills and regulations. So I think they gain from both services.

MR. SPEAKER: Order please. The hour of adjournment having arrived, the House is now adjourned and stands adjourned until 2:30 tomorrow afternoon (Tuesday).