

GSCHIS-B003

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Title: The Proposed Geological Survey of Canada Precambrian Institute
Thunder Bay, Ontario

Date of this version: July 23, 1992

Number of pages in document: 20 pages

Attached Documents: Letters between Charles Smith and John Maxwell dated August 26 and September 11, 1992; memorandum from Charles Smith to Robin Riddihough dated October 19, 1992; undated notes written by Charles Smith as a draft for the August 26, 1992 letter; and poem "On the road to Thunder Bay" by Ed Rose.

Author Biography:

Dr. John Maxwell joined the Geological Survey of Canada in 1952 following studies at McMaster University and the University of Minnesota. He was appointed Head, Analytical Chemistry in 1958 and this was followed by other management appointments as Division Chief, Central Laboratories and Central Services (1971-74), Director, Central Laboratories and Administrative Services (1974-81) and Director, Central Laboratories and Technical Services (1981-84). He authored two textbooks on the analysis of geological materials, and was one of five GSC scientists who acted as Principal Investigators for studies of lunar material returned by the Apollo Lunar Missions. He retired in 1986 and died in Ottawa on October 26, 2006.

THE PROPOSED GEOLOGICAL SURVEY OF CANADA
PRECAMBRIAN INSTITUTE
THUNDER BAY, ONTARIO

BY
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July 23, 1992

* Project Manager, September, 1977 to November, 1979

THE PROPOSED GEOLOGICAL SURVEY OF CANADA

PRECAMBRIAN INSTITUTE

THUNDER BAY , ONTARIO

Initial Skirmishing - To No Avail
February/76 to October/77

On February 6, 1976, Dr. D. J. McLaren, Director General, GSC, was visited by Mr. E. Van Humbeck of the Task Force on Decentralization, a unit established in 1975 by the government under the chairmanship of Jean Chretien to prepare a list of Ottawa-based organizations that could be relocated elsewhere in Canada for consideration by Cabinet. Dr. C. H. Smith, ADM/Science and Technology, had previously informed the Task Force chairman that further decentralization of the GSC was not a departmental priority, but Van Humbeck now proposed, after having examined potentially relocatable units of the GSC, that the possible relocation of the Precambrian unit of the Regional and Economic Geology Division (REG) should be examined. He asked for information on the size and cost of building needed, the cost of equipment, the personnel that would be moved, the reaction from staff, the work of the unit, and the location (only Winnipeg and Saskatoon were discussed).

Dr. McLaren asked the directors of REG, Geological Information Processing (GIP) and Central Laboratories and Administrative Services (CLAS) Divisions, those likely to be affected by the proposed move, to provide the requested information. On March 1, 1976, Van Humbeck sent Dr. McLaren a draft report on the possible relocation of the Precambrian unit and the establishment of a Precambrian Institute in western Canada for review prior to submitting it to Dr. Smith and then to Mr. Chretien. The Institute would comprise the Precambrian Subdivision, Geochronology and the Appalachian units from REG, plus some parts of the Analytical Chemistry, Mineralogy and Administrative Sections of CLAS, and lapidary services from GIP, involving the move of 104 employees and the recruitment of 45 new ones. The building would have 62500 square feet of useable space at \$75 per sq. ft. for an estimated cost of about \$5 million, equipment and furnishing would require about \$1.5 million, \$2.6 million would be needed for the one-time relocation cost, for a total expenditure of \$8.7 million. The preferred location was Winnipeg, which met the locational and operational requirements defined by the GSC and had been discussed in previous years with both the Manitoba government and the University of Manitoba as a site for the Precambrian unit.

The GSC immediately attacked some of the premises in Van Mumbek's report, pointing out that two REG subdivisions (Precambrian Geology and Correlation and Standards) would be involved, that the Appalachian Geology Section would be removed far from its area of operations (or be left as an orphan in Ottawa), that the prime ingredient for success was interaction with an active exploration industry that was lacking in Winnipeg and that the current work was concentrated mainly in the Northwest Territories with only scattered effort in the provinces. Reworking of the report resulted in a fourth and final draft on March 23, 1976, entitled

Identification of Relocatable Units
Precambrian Geology Subdivision
and
Correlation and Standards Subdivision
of the
Geological Survey of Canada,

recommending the formation of a decentralized "Institute of Precambrian Geology". It was estimated that about three years would be needed to complete the move. The operating requirements now incorporated the GSC contentions, and Calgary, Saskatoon and Thunder Bay were added to Winnipeg as possible locations.

Relocation was inevitable and only the choice of location remained to be settled, awaiting a Cabinet (and political) decision. It was necessary for EMR to prepare a submission to Treasury Board seeking approval in principle for the relocation of the units to a specific location and for Public Works Canada (PWC) to begin the necessary preliminary work; this was prepared by Drs. Reesor (REG) and Maxwell (CLAS) in June. The time period for relocation was now estimated to be seven years, and the establishment of a Branch Project Team was proposed. The prime importance of choice of location in ensuring the success of a decentralized unit was emphasized; Toronto and Winnipeg were the preferred locations, Regina, Thunder Bay and Montreal were unacceptable for various reasons. The non-recurring cost was estimated to be \$9.19 million, with a continuing incremental cost of \$1.36 million. The draft submission was recrafted by July into a departmental submission by Mr. R. P. St. John, ADM/Administration; the move would be phased in over five years, a Departmental project team would be established, Winnipeg was the second choice for location (it was realized that Toronto would not be acceptable to Treasury Board) and Edmonton was added to the list of those locations considered unacceptable. The GSC

approved the draft in September but some small changes were made in November, including further justification for the proposed additional staff, before passing it to Dr. J.D. Keys, ADM/S&T, for forwarding to Treasury Board. The latter received it on November 30 and further discussions ensued with Elizabeth Shaver of Treasury Board's Program Branch; on January 18, 1977, revisions were prepared by Reesor and Maxwell, primarily involving the reduction of new staff recruitment from 50 to 26 by relocating the whole Analytical Chemistry Section of CLAS Division.

In spite of repeated arguments in favour of Winnipeg, it was rumoured that Thunder Bay might be Cabinet's choice for relocation, and in April a memorandum was sent to the Minister, Mr. A. Gillespie, from G.M. MacNabb, Deputy Minister, repeating the arguments in favour of Winnipeg and those against Thunder Bay. Speculation and rumour continued throughout the summer and on October 3, 1977, the Cabinet decisions were announced: 14 units would be moved from Ottawa to new locations from Sydney, N.S. to Kamloops, B.C., of which all but one were Liberal ridings and of these, 7 were those of Cabinet Ministers. Thunder Bay, the riding of Robert Andras, President of the Treasury Board, was to receive the Precambrian Institute and Sherbrooke the entire Surveys and Mapping Branch of EMR. Guidelines to decentralization and relocation, and for human resource planning, were also released.

The GSC and EMR management had endeavoured to keep the details of the relocation confidential, with limited success. In preparation for the above announcement a list of positions to be relocated was assembled on September 27; formal notices of relocation, in a letter addressed to each employee, were prepared in the Director General's office, signed by Dr. Keys, and given to the affected Division Directors on September 30 for hand delivery to staff on Monday, October 3 (see attached copy). An information meeting in Camsell Hall was announced for 9 a.m., October 3.

Starting the Process
October/77 to December/77

A preliminary strategy meeting was held on September 28 in the office of Mr. W. McKim, the new ADM/Admin.; present were Dr. Keys, Reesor and Maxwell (GSC), Moore and McLellan (S&M) and Mr. J.D. McLean, chairman

of the Coordinating Committee on Relocation at the headquarters of PWC. Mr. McLean explained the steps involved in the site selection and said that special-purpose buildings were funded by the client department using resources to be added to the regular departmental budget. It was necessary to disabuse Mr. McLean of the idea that an office-type building would suffice! Drs. McLaren and Keys had already visited Thunder Bay and two sites were favoured, one on the campus of Lakehead University, the other adjacent to it.

The Relocation Process started in earnest on October 6 when Drs. Wheeler and Maxwell attended a day-long seminar for relocation project managers conducted by the Task Force on Decentralization. The morning was given over to talks on the role of the Program Branch and Personnel Policy Branch of Treasury Board, of PWC, of the Public Service Commission, of Information Services and of the National Joint Council Subcommittee on Relocation. The most discouraging comments came from Mr. Peter Caskey, Group Chief, TB Program Branch, who warned that we should not expect a blank cheque but that we had only "concept approval" and should be prepared to justify everything in order to obtain Treasury Board approval for the needed resources! He saw no evidence for growth in resources for a number of years and admitted that he could not guarantee what Treasury Board Ministers might say eighteen months from then. There were many questions directed to him and the other speakers, and their answers generally gave no reason for optimism. In the afternoon Mr. D. Cameron described the progress made to date in the relocation of the Taxation Data Centre, and Mr. R. Chartrand spoke about the completed move of the DSS Cheque Reconciliation Unit to Matane, PQ.

A second seminar was held on October 19 to discuss the communications aspects of relocation, attended by Maxwell (GSC), McArthur (S&M) and Avery (Info EMR). Mr. J. Hughes discussed the move of the Canadian Transport Training Institute to Cornwall, Ontario, which was virtually complete; he said that the question of housing for relocated staff emerged late in the process as the most important issue. Mr. P. Sutherland, Department of Veterans Affairs, described the move of DVA to Charlottetown, PEI, planning for which was well advanced. Both of them stressed the importance of informing everyone concerned about progress in the various stages of the move, using a variety of methods.

It was decided by GSC management that the relocation guidelines (received on October 3 but not yet accepted as final by Treasury Board) should be distributed to affected employees, and that two briefing sessions (to accomodate all) should be held; these latter took place on November 18 and 21, in Alice Wilson Hall. There had been, of course, much discussion among those whose positions were slated for relocation and opinions were soon made known on various aspects of the move, including some critical letters to the Ottawa Citizen. An Ad Hoc Committee on Decentralization (initially the Ad Hoc Committee of Interested People) was formed in the Precambrian Subdivision to ensure that all managerial actions were scrutinized and discussed, and subdivision views conveyed to management.

On October 27 the first meeting of what would become the Branch Relocation Steering Committee (BRSC) was held, with J.O.Wheeler as chairman, E.Hall as secretary, and J.E.Reesor, W.F.Fahrig, J.A.Maxwell, P.Harker and A.G.Darnley as regular members, D.J.McLaren, J.E.Brindle and K.Fracke as ex officio members. The BRSC would have overall responsibility for approving the organization and composition of the Precambrian Institute, planning the building and facilities, for the relocation of designated staff, and for ensuring effective communication with involved staff. A Branch Relocation Project Team (BRPT) was established with the responsibility to carry out the detailed work under the general direction of the Steering Committee; the members were J.A. Maxwell (Project Manager), W.Houston and F.H.A.Campbell, with the Project Manager serving as the contact with PWC and consultants. A Departmental Relocation Steering Committee had also been formed to coordinate the moves of both the GSC and S& M, on which D.J.McLaren represented the GSC. It was agreed that a summary of each BRSC meeting would be posted as soon as possible on specially designated noticeboards in 601 and 588 Booth St. and other GSC-occupied buildings. Priority consideration was given by the BRSC to details of the organization of the Institute; a draft organization chart showed three subdivisions, one for each of the Bear Slave, Churchill and Superior-Grenville Regions, each subdivision having three regional interdisciplinary project teams, with necessary laboratory and technical, administrative, cartographic and editorial back-up distributed among the three subdivisions. A Library Committee was formed to plan for the Thunder Bay library.

Government
of CanadaGouvernement
du Canada

MEMORANDUM

NOTE DE SERVICE

TO
AFROM
DE

J.D. Keys

SECURITY - CLASSIFICATION - DE SÉCURITÉ
OUR FILE - N/RÉFÉRENCE
YOUR FILE - V/RÉFÉRENCE
DATE October 3, 1977/ le 3 octobre, 1977.

SUBJECT
OBJET

Relocation to an Institute of
Precambrian Geology, Thunder Bay,
Ontario.

I am writing to advise you of a government decision, to be announced later today, to relocate another part of the Geological Survey of Canada from the National Capital Region to Thunder Bay, Ontario, in accordance with Government policy on decentralization.

The position you now occupy has been identified for relocation to an Institute of Precambrian Geology for which the Precambrian Subdivision will serve as the nucleus, and will also include isotopic geochronology, petrology, analytical chemistry, mineralogy, cartography and related technical and administrative support services. The relocation is estimated to take place in 1980.

We fully appreciate what this means to you and we will endeavour, at all times, to keep you informed of any significant developments.

An information meeting will be held in Camsell Hall at 9:00 a.m., Monday, October 3, 1977.

Réinstallation dans un Institut de la géologie du Précambrien à Thunder Bay en Ontario.

La présente a pour but de vous informer de la décision du Gouvernement, qui sera annoncée plus tard aujourd'hui, de déménager une autre partie de la Commission géologique du Canada, de la Région de la Capitale Nationale à Thunder Bay en Ontario, conformément à la politique gouvernementale de décentralisation.

Le poste dont vous êtes titulaire est parmi ceux devant être réinstallés dans un Institut de la géologie du Précambrien. La Sous-division du Précambrien sera le noyau de cet institut qui comprendra également la géochronologie isotopique, la pétrologie, la chimie analytique, la minéralogie, la cartographie et les services techniques et de soutien administratifs connexes. Le déménagement est prévu pour l'an 1980.

Très conscients des implications pour vous, nous nous efforcerons de vous tenir au courant, en tout temps, des faits nouveaux.

Une séance d'information aura lieu à la Salle Camsell à 0900 heures le lundi, 3 octobre, 1977.

Le Sous-ministre adjoint,
Science et technologie

Assistant Deputy Minister,
Science and Technology

At a joint meeting with S&M and departmental personnel on October 31, the BRPT learned about the PWC Project Delivery System. There were nine stages in the system, as follows:

1. Initiation - identification of requirements and establishment of the context of the requirement;
2. Feasibility- to find the best solution for the requirement, including site selection
3. Project Definition - design criteria, cost, scope, time, schedule, etc.
4. Design Stage
5. Working Drawings
6. Tenders
7. Construction
8. Commissioning
9. Operation and Maintenance

The first three stages required much activity on the part of the client:

Stage 1 - 4-5 weeks; Project Memorandum prepared by PWC with much input from client, to get Treasury Board's approval to proceed with the project;

Stage 2 - 6-12 months; Feasibility Report prepared by PWC, for approval in principle by Treasury Board;

Stage 3 - preparation of the Project Brief by client and PWC, which may be used to seek Treasury Board approval; it consists of five parts:

1. general project information;
2. content plan (most important);
3. cost plan;
4. time plan;
5. design data plan.

Much client activity is required for Stages 8-9. The immediate concern was the preparation of the comprehensive Treasury Board submission for program approval by March, 1978; this would include a relocation methodology, a man-year and cost plan, and a project organization. A meeting was held with Messrs. A.W. Clayton and A. Millington, Bureau of Management Consultants, Supply and Services Canada, on November 28 to learn how they could assist the GSC in the preparation of the Treasury Board submission at an estimated cost of \$30,000. It was decided to utilize their services and Alan Clayton was named as project advisor to the BRSC and a member of the BRPT. An earlier meeting with PWC's J.D.

McLaren and N.T.Long had roughed out a tentative building schedule and it was recommended that the GSC obtain the services of a building programming consultant as soon as possible, and that the consultant should deal directly with the GSC. PWC requested a letter from Mr.MacNabb asking them to begin work on the project; they would form a Project Team headed by a Project Manager and the preparation of the Project Memorandum (Stage 1) would begin. It was noted that the EMR insistence on energy conservation considerations in the design of the building (Stage 4) would probably complicate planning, and site selection and cost. The required letter was sent to Mr.Mackay, DM/PWC on November 24 and PWC accepted the job on December 15. They would have direct liaison with the EMR Property, Planning and Management Branch (PP&M), and thence with the GSC.

Dr.McLaren received a letter from the Prospectors and Developers Association on December 19, deploring the choice of Thunder Bay and suggesting that the GSC reconsider this move! Contact had already been established with the mayor of Thunder Bay; the Times-News of Thunder Bay reported in December that Dr.Keys had stated in an interview that Thunder Bay was not "an ideal location for the Precambrian Institute"; he was the only senior administrator in EMR who said publicly what was known to everyone else.

PWC and DESCON
January/78 to July/78

Early in January, 1978, Dr.McLaren conferred with PWC officials in Toronto, met the Project Manager assigned to the GSC building, Ms.Lennie Grafton, and Mr.James Brubaker, Facilities Development Officer (including site selection). Shortly afterwards the GSC received the first request for certification of funds (\$3000) to cover expenditures by PWC in the 1977/78 fiscal year(FY). Several meetings were held with Allan Clayton to provide the information needed for the Treasury Board submission and to settle on its format. Two members of the BRPT, Messrs.Campbell and Houston, visited a number of institutions of about the same size as the proposed Precambrian Institute to gather information about building design and comments on subsequent performance: these included the Freshwater Institute, Winnipeg; ISPG, Calgary; the Federal Agriculture Institute, Lethbridge and the Pacific Geoscience Institute, Pat Bay.

Their detailed comments were most useful in the later Design Stage; Jim Brubaker (Ontario PWC) and his team also visited ISPG.

Explorati~~on~~n meetings were held in February with representatives of three building programming consultants to discuss their possible assistance with the preparation of a facilities programming brief and the Project Brief. These were The Environmental Analysis Group (TEAG), Built Environment Coordinators Ltd., and DESCON Building Systems, Ltd. It was decided to recommend to PP&M that DESCON be asked to submit a proposal for consultant services.

On March 1 an advance copy of " Concepts and Requirements for the Establishment of the Geological Survey of Canada Precambrian Institute at Thunder Bay", a 66-page document, was sent to John Cheh, Programs Branch, Treasury Board. On March 7 the Treasury Board /Submission , with copies of the above supporting document, was sent to Dr. Keys for signature by the Minister and Deputy Minister. An advance copy of the Treasury Board submission was also sent to John Cheh.

The GSC choice of DESCON ran into a bureaucratic snag because of the size of the contract (about \$30,000). It was finally agreed that Mr. McKim, ADM/Admin., should write to PWC, asking them to appoint a consultant and stating our preference for DESCON. It was also emphasized that the GSC must be given the opportunity to consider the merits of any consultant firm other than DESCON proposed by PWC. It was about this time that a letter was received from Bryan G. Mason, Vice-President (Administration), Lakehead University in Thunder Bay urging selection of a site on-campus. On the more humorous side was a request from Mr. Andras's office for the reasons why Thunder Bay was chosen, in order for him to respond to complaints from voters in Atikokan who wanted the Institute to be located there! Mr. Andras was referred to the Task Force on Relocation for his answer!

It was not until April 20 that the request for the appointment of a consultant was sent to PWC, stressing EMR's preference for DESCON but not including the GSC's expressed wish to be able to evaluate any other choice. In the meantime lengthy discussions were held with John Cheh, who had raised many questions about the contents of the Treasury Board submission. He was very suspicious of anything which implied program enhancement and whittled the proposed size of the Institute down from 159 to 150; he accepted the need to duplicate administrative services in Ottawa and Thunder Bay but opposed duplication of laboratory services,

and suggested that all laboratory services be moved to Thunder Bay and samples be sent there from Ottawa as required. He recommended reduction in both office and special-purpose space but additional justification was provided and the space needs were left relatively untouched. He adamantly opposed the inclusion of funds for advance hiring of new personnel for training purposes. Agreement was reached on the requisite revisions and on May 2 the DM was informed that Treasury Board had considered the proposal on April 27 and approved it in principle, subject to certain conditions, as follows:

- the Institute should consist of 150 man-years;
- 120 man-years would be relocated from the Ottawa GSC and the remaining/³⁰would have to be found by EMR within its present allotment;
- the building design should be limited to 87,850 sq.ft. (3820 sq.ft. of offices, 49000 sq.ft. of special purpose space, 26900 sq.ft. of storage, and 8130 sq.ft. of miscellaneous space;
- further submissions to Treasury Board were required for the construction program;
- costs and term man-years associated with advanced hiring to be absorbed by EMR;
- 2 man-years requested for the Cordikleran Subdivision were not approved;
- \$598000 would be included in the 1978/79 Supplementary Estimates.

Dr. McLaren was not happy with the decision about the additional man-years and proposed to Dr. Keys that the GSC put further planning on hold until the department stated its position on the man-years. The situation was exacerbated by the earlier decision by GSC management to set up an internal task force to study proposals for reorganizing the Geological Survey in light of the proposed establishment at Thunder Bay which affected several Divisions. Emphasis would be on reorganization of the Ottawa-based components; the task force consisted of Drs. Harker, Gabrielse and Keen, with Dr. Brindle as secretary. Interviews and discussion sessions would be held and a report made by late summer.

Opposition to the move continued apace among GSC staff, with letters to the Citizen, Globe and Mail, Geoscience Canada and the Northern Miner. A 3-page round-robin letter signed by 169 GSC staff members was sent to the Canadian Geoscience Council in May to express their concerns

about the anticipated reduction in effectiveness of the GSC as a result of further decentralization, and through it to the geological community of Canada. The letter was considered by the Council at the end of June and it was decided that the Council favoured the principle of decentralization for a Precambrian Division of the GSC, that the proposed organization was suitable, that it opposed strongly the choice of Thunder Bay, and recommended either Winnipeg or Sudbury instead. A letter would be sent to Prime Minister Trudeau, with copies to Messrs. Andras, Chretien, Gillespie and Buchanan; the geologists' letter and any reply would be published in Geoscience Canada, with summaries in the Northern Miner. The letter was not sent to the Prime Minister until November, and stated the Council's unanimous opposition to Thunder Bay as the site of the Institute, and strongly recommended Winnipeg instead. Drs. Froese and Frith, speaking on behalf of the Precambrian Subdivision, immediately pointed out to the Geoscience Council that, in writing to the PM, they had missed the whole point of the staff letter, which was not just against a move to Thunder Bay but a protest against further fragmentation of the Survey.

At about the same time that the letter was sent to the CGC, Dr. R.A. Frith wrote to the newly-appointed Deputy Minister of EMR, Mr. M. A. Cohen, to confirm the points that he had raised in conversation with the DM in Dr. Frith's capacity as a member of the EMR Research Scientist Executive of the Professional Institute of the Public Service (PIPS). Dr. Frith deplored the move to Thunder Bay, supported the idea of a Precambrian Institute (in Ottawa!) and suggested that if a move was politically necessary it should involve the whole Ottawa organization. He expressed the hope that Mr. Cohen's recent appointment could result in some house-cleaning and that he would be able to prevent what was regarded by many as the destruction of the GSC. Mr. Cohen, in reply, sympathized with the expressed concerns but said that he saw no hope of altering Cabinet's decision and urged Dr. Frith and his colleagues to support the move to Thunder Bay.

The planning for the move continued and Dr. C.H. Smith confirmed in writing that the department would undertake to find the required 30 man-years during the period of time that the Precambrian Institute would be established. PWC informed Mr. McKim that they had accepted

EMP's recommendation and had selected DESCON Building Systems Ltd. to prepare the functional programming brief and the Project Brief. Bill Houston resigned from the GSC and was replaced on the BRPT by R.D. Stevens. Mr. Cohen wrote to Mr. Mackay, DMof PWC, to request that they proceed with the design and construction of the GSC Precambrian Institute.

Plans were made for Messrs. Brubaker and Maxwell to go to Thunder Bay to meet with Messrs. G.W. McFadden and D. Thompson, City Planning Dept., and Mr. B. Mason, Lakehead University. The views of the departmental Steering Committee were sought on the proper way to deal with any municipal or political pressure to accept a site less than ideal that might arise during these discussions. A 10-page draft of the PWC Project Memorandum was received from Mr. Brubaker and circulated for comment and revision; it included project objectives and criteria (facility and site), development strategy and estimated costs (\$10,685,000 total), with a time-frame of August 31/78 (site identified) to April 30/82 (in-service). Now, with major hurdles safely crossed, PP&M proposed that they take a more active role in future planning; Mr. Lacelle nominated Roberta Rheume to be a member of the BRPT and to act as Project Coordinator or monitoring authority on the work of the new consultants. This was welcomed by Dr. Wheeler, but he emphasized the GSC's wish to have the chairman of the BRPT as the channel through which all planning was funnelled, in effect to be the Project Coordinator.

The visit to Thunder Bay took place on June 14 and 15. Six potential sites (6 others had been eliminated previously) were examined and evaluated on the 14th, two of which were near Lakehead University and were favoured by PWC. A meeting with Messrs. McFadden and Thompson elicited much environmental and zoning information on the sites, and also the suggestion that a choice be deferred until after the November municipal election! The meeting with Mr. Mason and Mr. W.G. Armstrong, Director of Planning and Construction, was one in which they were provided with information about the proposed Institute and its work. A team from PWC Ontario also visited the sites in preparation for ranking them as to suitability; a meeting was scheduled for mid-August. Dr. McLaren notified Ontario PWC on July 18 that the GSC accepted the Project Memorandum and PP&M confirmed the appointment of DESCON. The new president of Lakehead University, Mr. G.A. Harrower, wrote to Dr. McLaren to assure him of his personal interest and willingness to help.

BUMPS in the ROAD
August/78 to February/79

Two indications of the reality of the relocation came in early August. An offer to provide property management services for the Institute was received from PWC, Ontario Region; this would have reduced the pressure on EMR to come up with additional man-years for a building supervisor and maintenance crew. The other was a request from the Office Production Centre of DSS for an estimate of the cost^{of} new furniture that would be required at the Precambrian Institute; the Treasury Board submission showed an item of \$67000 for furniture and DSS advised that a lead time of 4 to 5 months would be needed to provide the items in job lots.

A meeting was arranged for site selection in Toronto on August 18, p.m. at PWC headquarters. Preliminary meetings were also arranged for the morning with the DESCON Consultants, and between Maxwell and Mr. MacKay to discuss the PWC offer of property management services.

Present at the DESCON meeting were Adrian Gattrill (DESCON), Lennie Grafton (PWC Project Manager), R. Rheume and J.A. Maxwell (EMR). The purpose of the meeting was to obtain client-PWC-consultant agreement on the work that was to be done by DESCON in the preparation of the Stage 3 Project Brief, the objective of which was to describe the relocation project in sufficient detail to permit design and implementation to proceed. The Stage 2 Feasibility Brief would be prepared by J. Brubaker and would need input from Stage 3. Reporting and contact arrangements were settled; PWC wanted to have the Project Brief completed by December 15, 1978. Roberta Rheume suggested the need for a schematic design (bubble diagram) in the Brief to show internal building arrangements; DESCON's lack of enthusiasm for this latter would surface frequently in the next few months.

Mr. MacKay described the contracted service that would be provided if the management proposal of PWC was accepted, and offered a copy of the draft management proposal prepared for CCIW, Burlington (1973) for information.

The afternoon meeting on site selection was attended by J. Brubaker, L. Grafton, several PWC Ontario Regional staff, some PWC staff from the Ottawa headquarters, and R. Rheume and J. Maxwell (EMR). There were six sites under consideration:

- A. Lakehead University, Oliver Road
- B. Lakehead University, Balmoral -Lyon

- C. Balmoral and Tenth Streets
- D. Oliver Road Drive-In Theatre
- E. Confederation College
- F. North Core (Cumberland and Pearl).

Large-scale site plans, with simulated building design concepts, were displayed. Site desirability (including cost), physical considerations, social and economic considerations and soil conditions were discussed in detail for each site, and preference stated by individual vote. Sites A and B (University areas) were clearly the preferred sites and, when the need to project the Federal image was considered, Site B (Balmoral-Lyon) was the first choice because a wooded screen between the site and the university buildings would give a greater impression of independence.

The first business meeting with the DESCON representatives, Adrian Gattrill and T.K.Hartglas, was held on August 24 with Drs. McLaren, Reesor and Maxwell to review all aspects of the Brief preparation. There was concern that the December 15 deadline set by PWC was too soon. The DESCON representatives met with the BRPT a week later; DESCON asked to have a tour of 601 Booth in order to meet laboratory heads with whom more detailed discussions would be held later on. At this time also the Analytical Chemistry Section was informed that the number of positions to be relocated had been reduced to 3 from the original 15, but was warned that if EMR could not come up with the promised additional 30 man-years it might be necessary to relocate additional analytical chemistry positions.

Jim Brubaker met with representatives of Thunder Bay and Lakehead University early in September. A later meeting was arranged between a committee of the Board of Governors, Lakehead University, PWC and a GSC representative to do a 'selling' job on the proposal for the Precambrian Institute. The Task Force on Reorganization of the GSC made its report at this time, about which no further comment is necessary here.

In early October a meeting of DESCON, PWC and BRPT was held to settle the organization required to oversee the preparation of the Project Brief (Project Management Committee, Project Task Team); Mr. W. Luciw continued as Project Architect (and reported that the project was already 6 months behind schedule), but Lennie Grafton was replaced as PWC Project Manager by Nicholas Alexeichenko. PWC reported that it had begun a search for a design team and that completion of the first draft of the Project Brief could be advanced to February 12, 1979; PWC also emphasized that

DESCON should gather all data relating to the needs of the client, including mechanical and electrical details. On October 11 DESCON representatives did a walk-through^{of} 601 Booth St. and later visited ISBG in Calgary.

On November 13 Jim Brubaker reported that the University had agreed to sell a portion of its land and had formed a subcommittee of the Board of Governors to act as negotiators with PWC. It was about this time that the issue of the block-heaters came up and would continue to haunt the Project Management Team for some time; Thunder Bay lay south of the line of demarcation for the block-heater haves and have-nots, and some quite remarkable arguments were advanced to persuade Treasury Board to make an exception in this case. November ended on a merrier note when MP George Baker asked in the House of Commons if the government had considered cancelling the move of the Precambrian subdivision to Thunder Bay and using the \$15 million instead to defray proposed cuts in the budgets of the Department of Fisheries and Environment!

In December there was movement on several fronts. PWC and Lakehead University exchanged site appraisals and arranged to meet on December 11 to negotiate. Discussion was initiated with representatives of PWC's Property Administrative Services on the type of cafeteria permissible for the Institute, and DESCON provided information about the dining facilities available at Lakehead and in the area surrounding the proposed site. A full meeting of the BRSC, BRPT, PWC and DESCON was held on December 20; Jim Brubaker reported that negotiations with Lakehead were virtually completed and Treasury Board approval would be sought to purchase 8 acres at \$30,000 per acre and to commit up to \$152,000 to provide for the government's share of the cost of constructing an access road. The revised cost of the Institute building was now \$11,325,000. There was a lengthy discussion of the safety and security requirements of the Institute, and the year ended with a spirited exchange of letters to Geoscience Canada occasioned by a Pyroclasts column written by Dr. Ward Neale in response to the previous letter from Dr. I. Ermanovics. Dr. Neale made a few disparaging remarks about the traditional GSC staff resistance to decentralization, extolled the many benefits of scientific life outside of Ottawa, and drew the infuriated response that he expected.

Dr. Reesor started 1979 off with the first staff organization chart of the Precambrian Institute; the position of Director was left vacant. The political aspect of relocation was reinforced when EMR Minister Alastair Gillespie suggested two Toronto architectural firms as candidates

for the Institute building design. Dr. McLaren reminded Dr. Keys of Dr. Smith's commitment to find additional man-years within EMR when needed, and cited four positions required in FY 1979/80 and 1980/81: Director (RM3), Scientific Editor (PC2), Library Assistant (CR3) and Building Maintenance Supervisor (EG-ESS9). He also asked the Director of the Geological Survey of Sweden for comments on their recent relocation from Stockholm to Uppsala and Lulea, particularly on the human relations side of the move; a lengthy reply was received in March. The Project Feasibility and Site Selection Study Reports were received from PWC; agreement had not yet been reached with Lakehead on the sharing of the cost of the access road and concern was expressed that the funds for the latter might have to come from the 1979/80 FY. Treasury Board approval was sought to move \$160,000 in capital funds from FY 78/79 to 79/80. The question of the block-heaters for private vehicles arose again (Crown-owned vehicles could be provided for) and a series of arguments were submitted (scientists working late, laboratory night work in petrology and geochronology, visiting scientists) to PP&M for submission to Treasury Board.

On February 2nd PWC informed the GSC that Lakehead had proposed significant increases in the amount of the access road to be funded by the federal government, and for the latter to contribute 75% of the cost of maintaining it, neither of which demands were acceptable to PWC.; it was thus not possible to close any transaction before the end of 78/79 FY. Meetings with DESCON, PWC and BRPT continued on a weekly basis to review DESCON's progress with the Project Brief. Roberta Rheaume criticized the choice of a 20 ft. module for laboratories and this became a continuing source of disagreement, chiefly on the question of flexibility of access to the service core. The need for a bubble diagram to show overall interrelationships was again raised. The Brief as it now stood was thought to be incomplete. PWC said that they hoped to appoint a design consultant by the end of FY 78/79 and also suggested that a new completion date of September, 1982 for the building would be more realistic. Finally, on February 27, Jim Brubaker telephoned to report that negotiations had been completed with Lakehead; the University and PWC had agreed that the cost of servicing and maintaining the access road would be

The Final Stage
March/79 to November/79

the

scientist's work space, and comments and suggestions were received from several staff members. Meetings were held on such diverse subjects as the lapidary services, telephones, the central registry, mineral separation facility and the library. On March 7 Jim Brubaker reported that a letter of offer had been sent to Lakehead. DESCON continued to rework allotted space needs in an effort to make more space available for work stations and yet keep within the approved Treasury Board limit. Bryan Mason, the Lakehead University VP/Admin., telephoned to express Lakehead's concern that a serious delay in the implementation of the project could result in the construction cost of the access road exceeding that already accepted; PWC agreed to include in the contract a clause stating that the cost would be renegotiated after 1981 if no action had occurred by then. DESCON submitted its 'final draft' of the Project Brief for evaluation; a list of 'major deficiencies' was prepared by the BRPT and a meeting with DESCON and W. Luciw, the PWC design architect, was arranged for early April. Dr. Campbell resigned from the BRPT (pressure of other work) and was replaced by Dr. K. E. Eade. Mr. James A. Jerome, MP for Sudbury, wrote to Mr. Judd Buchanan, President of the Treasury Board, to ask that, if negotiations to relocate the 'Geological Survey Division of EMR' to 'Sherbrooke' proved unfruitful, Sudbury be considered as a potential site!

There were more lengthy discussions of the Project Brief in early April, with emphasis by Roberta Rheume on the need for greater detail in the laboratory descriptions and the objection by DESCON that fine details should be left to the laboratory head to discuss with the design architect. Dissatisfaction was expressed with the completeness of the Brief, e.g. many building services rooms had no criteria sheets. Bubble diagrams were introduced for some areas, including Geochronology, but DESCON down-played their usefulness, preferring instead their original matrix diagrams. Compromises were made and a final draft was prepared for PWC and GSC approval.

PWC, Ontario Region, informed the GSC on April 2nd that two firms from Thunder Bay, Graham, Bacon and Welter, and Ranta and Tett, had been appointed as design architects for the Precambrian Institute project; they would act as a single entity for a fee of approximately \$720,000. Concern about the knowledge requirements for Stage 4 (Design) led the

GSC to ask PP&M to play a leading role as liaison between the GSC, PWC and the design consultant, and especially to continue to make available the services of Roberta Rheume on the project team. PP&M agreed to the request and suitable terms of reference were drawn up and approved.

In early May Ontario PWC sent their request for authority to purchase land (8 acres @ \$30,000), to pay for capital development charges (\$8000 for appraisals, survey, legal and other site acquisition costs, and \$150,000 to Lakehead for roadway construction) and to engage consultants (\$890,000) to PWC Ottawa. A request was received from Jim Brubaker for a financial commitment of \$24000 to cover preliminary site costs, especially that of the soil survey. The review of the Project Brief was completed, approved and a list of salient points prepared for the attention of the design consultant.

June brought another organizational change. Nicholas Alexeichenko was replaced as PWC Project Manager by Mr. Wally Leach, who had worked on the Project Brief and design for the CCIW building, and his initial reaction to the Precambrian Institute Project Brief was that it should contain everything that the GSC wanted; the mechanical and electrical consultants were not happy with some of the information, particularly that on switching. A briefing meeting for Mr. Leach was attended by Roberta Rheume, and she reported that PWC found the Brief to be generally adequate but that Mr. Leach would write DESCON to express the PWC/client concerns over the choice of module size. Mr. Luciw asked for confirmation of his authority to proceed with the soil survey and to make the final payment to DESCON. At this time an ominous warning of possible changes came from the establishment, by the newly-elected government headed by Mr. Joe Clark, of a Cabinet Committee on Economy in Government whose mandate included a review of the current status of proposed relocations. Roberta Rheume recommended that the soil survey should be deferred until the deliberations of the Cabinet Committee were completed; she also recommended that the final payment to DESCON should be held back until they responded to Mr. Leach's request about module size. Dr. McLaren was alarmed at the serious possibility that there might be a reduction in the resources available for the establishment of the Precambrian Institute and wrote to Dr. Keys to warn that any reduction would make relocation to Thunder Bay of negative benefit and one that should not be undertaken. He reiterated the many favourable

attributes of Winnipeg as a site for the Institute, and said that Thunder Bay had none of these attributes, met none of the GSC's oft-cited requirements for successful decentralization and was undeniably an undesirable choice.

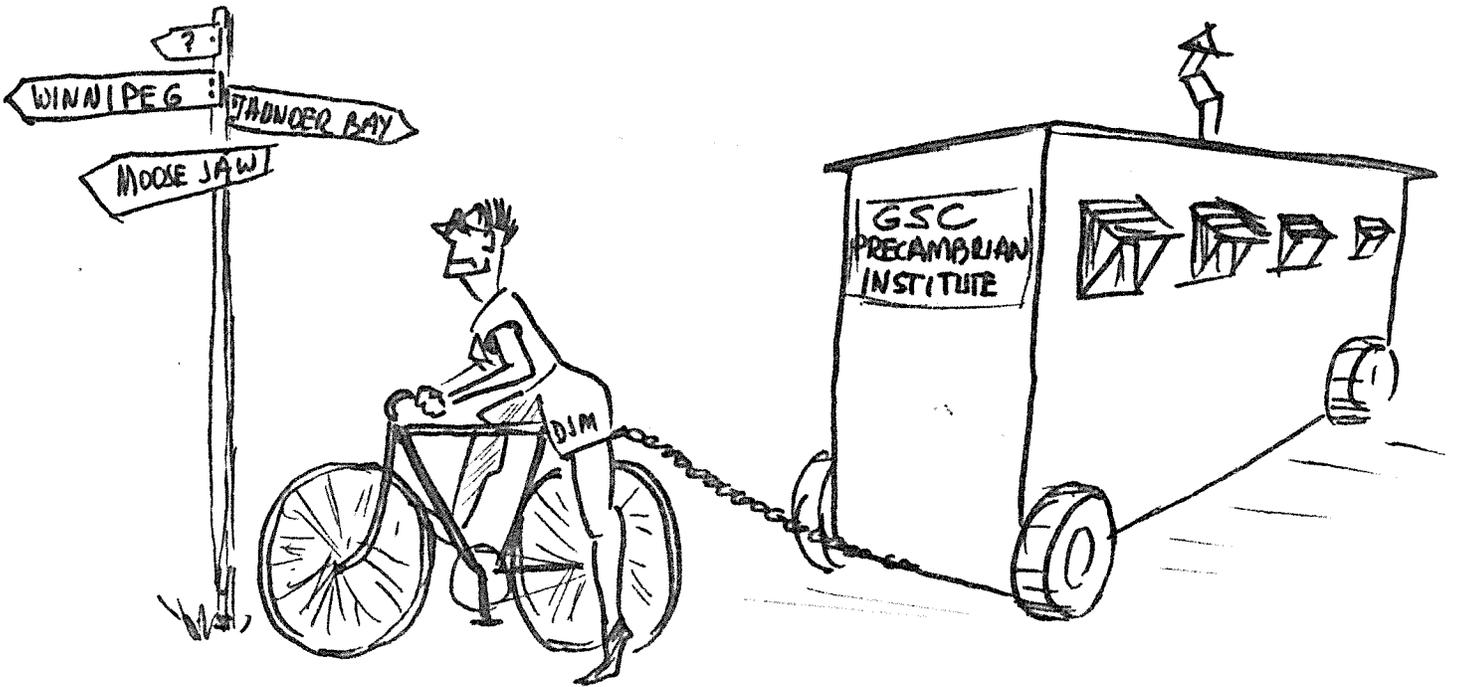
Early in June the new Minister of EMR, Mr. Raymond Hnatyshyn, wrote to Mr. Allan Darling, Secretary of the above Cabinet Committee, citing the arguments put forward by Dr. McLaren, and urging that Winnipeg be the site of the Precambrian Institute and that the requested 30 man-years and approximately \$15 million be provided to EMR for this purpose. H.R. Steacy suitably caricatured the uncertainty of the location of the Institute in the cartoon included here. In the meantime, a full day-long discussion of the choice of laboratory module and of the effective space ratio (net/gross) was held between the BRPT, PWC (Luciw, Brubaker, Leach), PP&M and DESCON; a separate meeting between BRPT, PWC and PP&M came up with the following four proposals:

- reference to a 6-metre module should be removed from the Project Brief;
- individual laboratory space should be flexible within constant group limits, and
- within current cost plans and net/gross areas;
- actual area requirements of each laboratory should be listed in the Appendix.

These were discussed with DESCON and all four proposals were accepted.

The BIG NEWS came on July 27. It had been thought that the relocation decision would stand and arguments would have to be developed to change the location and oppose any reduction in resources. It came as a shock, albeit a very pleasant one, when Mr. Sinclair Stevens, President of the Treasury Board, announced that the relocation of the Precambrian Subdivision was cancelled! The move of the Surveys and Mapping Branch was deferred. Dr. Keys reported the decision to a meeting in Alice Wilson Hall at 11:40 a.m., July 27, and shortly afterwards asked Dr. McLaren to inform in writing each member of the GSC who had expected to move to Thunder Bay. This was done on August 2, with an expression of appreciation for the effort put into the preparation for the move. The cartoon by Hal Steacy that follows was most appropriate. There remained only to authorize payments of PWC travel claims, DESCON telephone calls, the fee for title search (\$509.25) and the design consultants (\$2935.38). By the end of November the slate was wiped clean.

TOURIST SEASON



DGO's Office ---



" HE JUST HEARD THAT THE PRECAMBRIAN IS
NOT MOVING, BUT THAT THE REST OF THE
SURVEY IS GOING TO THUNDER BAY INSTEAD "

The return of a Liberal government to Ottawa renewed efforts on the part of some Members to again open up ^{the} relocation issue. During 1980 and 1981 Atikokan, Winnipeg, Sudbury, Rouyn-Noranda and Thunder Bay were all the subject of letters urging reconsideration and all were met with the same reply - NO. Finally, on January 27, 1984, a List of Record of Cabinet Documents as of January 21, 1984, was received - included was the Cabinet Decision that the relocation of the Precambrian Subdivision was no longer to be considered.

DOCUMENTATION

The following documents were used in the preparation of this account of the aborted Precambrian Institute:

- Geological Survey File 103-3-2-1 : Liaison and Cooperation, Thunder Bay Relocation Project, Volumes 1 and 2;
- Geological Survey File 1450-100/0-1: Decentralization-Thunder Bay Relocation Project, Volumes 1 and 2;
- Volume 1: Project Brief, Precambrian Institute (revised final draft);
- Expenditures and Commitments;
- Site Selection Study (3 copies, including one with original photographs;
- Project Manager's Office Files
 - Relocation Documents;
 - Correspondence;
 - Preparation of Treasury Board Submission;
 - Concepts and Requirements Submission;
 - Stage 2 Feasibility Brief and Site Selection;
 - State 3 Program Brief; Stage 4;
 - Minutes of Branch Relocation Steering Committee and Branch Relocation Project Team.

Memo to: Robin Riddihough
From: Charles Smith
Re: J. Maxwell report on Proposed Move of GSC
Precambrian Division to Thunder Bay, 1976-78
Date: October 19, 1992

Dr. John Maxwell has provided a summary of the activities related to the location of a GSC Precambrian Institute in Thunder Bay. The proposal, considered during 1976-78, was made by the government of the day, and not strongly supported in the GSC. J. Maxwell was the GSC project manager. A copy is attached.

The text deals largely with administrative matters, rather than the policy issues. Some of the latter are discussed in the accompanying correspondence.

I recommend, and John agrees, that the report now be placed in the appropriate Survey files for future historical reference. Publication is not intended. I have thanked him for taking the time to prepare this summary.



Charles Smith

August 26, 1992

Dr. John Maxwell
672 Denbury Ave.
Ottawa, Ontario
K2A 2P3

Dear John:

I enjoyed reading your account of the proposed move of the Precambrian group to Thunder Bay. Thanks very much for taking the time to prepare it.

I guess after reading it I was left with the question of what was learned from the prolonged exercise which devoured a lot of human resources and money. In a way it reminds me of the current constitutional debate, but on a smaller scale. It would be interesting to analyze what each of the players in the Thunder Bay scenario were after - from Mr. Andras and the priorities of his riding, to the Director of GSC and the wish for additional resources, to the individual staff and the need for car heaters!

Some of the unanswered questions are:

- 1) Would it have made administrative sense to establish a Precambrian Institute (anywhere) along the lines of ISPG, etc?
- 2) Would it have made sense to move it away from GSC headquarters (even outside Ottawa) as a separate entity like ISPG, AGC, etc?
- 3) Was the basic problem in this case mainly the choice of site (Thunder Bay). I noticed a trend toward a consensus among GSC managers that Winnipeg would make a lot of sense! Was this a considered judgement, or just a reaction to Thunder Bay?

.../2

Canada



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Commission géologique du Canada
Au service de la nation depuis 150 ans

It would be interesting to have your views on some of these matters, as one of the principal players! What do you think?

With best wishes to you and Helen.

Charlie

Charles Smith
150th Anniversary Coordinator

John

Thanks for agreeing to serve as an 'outside' reviewer of Bob Boyle's manuscript on Starny Hunt. A copy is enclosed.

Charlie

672 Denbury Ave.
Ottawa, Ont.

September 11, 1992

Dr. C. H. Smith,
150th Anniversary Coordinator
Geological Survey of Canada.

Re: Unanswered questions on the proposed
move of the Precambrian group to
Thunder Bay.

Dear Charles:

I reread the manuscript on the above with your three questions in mind and dredged up from my somewhat foggy memories the following answers:

1. Why did van Humbeck pick the Precambrian Group in the first place? Was it because the Subdivision was already physically removed from 601 Booth (in the Tower) and seemingly able to function administratively as a separate unit? Or did he know about the previous discussion concerning Winnipeg as a possible site for it?

The Subdivision was small in size and could only approach institute size by adding support service units from HQ. But of these units only Geochronology was a dedicated service; the analytical and mineralogical services regarded Precambrian as a minor customer (Geochemistry was more important). I could not see the logic behind the decision to form a Precambrian Institute, other than to satisfy the egos of some Precambrian staff, and I could not visualize it as an ISPG clone. Dr. Frith, as a member of the EMR Research Scientist Executive of PIPS, did support the idea of a Precambrian Institute in Ottawa, but as part of HQ; if relocation was necessary, then he suggested that the whole Ottawa organization should be relocated.

It seems to me that the support/push for a Precambrian Institute was never because it was administratively sensible, or necessary, but because it would serve to enhance the position of someone else, e.g. Manitoba, Andras.

2. In my opinion, not at all. The GSC, in its initial opposition to van Humbeck's proposal to relocate the Subdivision to Winnipeg, emphasized that the work of the unit was chiefly in the Northwest Territories. There was thus no logistical or scientific reason to move it from Ottawa.
3. The loudest opposition concerned the choice of Thunder Bay; not one acceptable reason could be found to justify its selection. But there was strong opposition to relocation per se. It was emphatically stated that further fragmentation of the HQ unit would result in reduced operating efficiency and effectiveness, and lead to the destruction of the GSC.

When it was realized that the relocation decision was irrevocable there was a definite trend towards pushing for Winnipeg instead of Thunder Bay. The advantages of Winnipeg as the preferred site were emphasized but only to downgrade Thunder Bay. These 'advantages' were not so evident when the GSC management responded to van Humbeck's initial choice of Winnipeg. There may have been a developing managerial concensus in favour of Winnipeg as the reality of relocation sank in, but the scientists continued to oppose any any further fragmentation, as I mentioned previously (the replies to Ward Neale's Pyroclasts article left no doubt on this point).

Sincerely yours

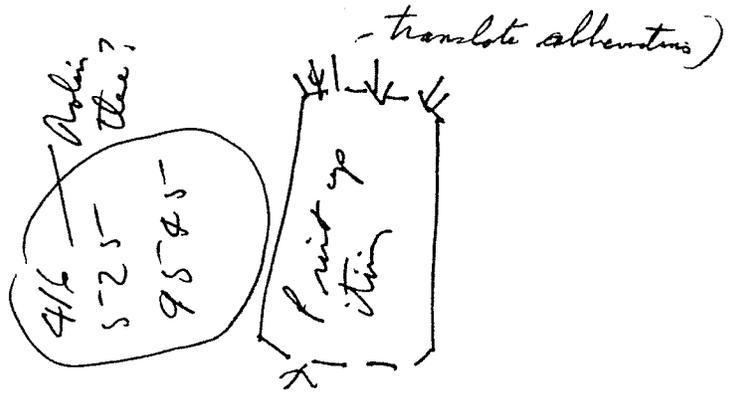

John A. Maxwell

The Proposed Geological Survey of Canada Precambrian Institute, Thurler Bay, Ontario

1. Initial Skimming - To No Avail (Feb/76 - Oct/77)
2. Starting the Process (Oct/77 - Dec/77)
3. PWC and DESCOP (~~Part~~ Jan/78 - July 78)
4. Bumps in the Road (Aug/78 - Feb/79)
5. The Final Stage (Mar/79 - Nov/79)

John: - What did we learn from the exercise?

1. There has always been stiff concerns about a relocation, e.g.
 - GSC move from Montreal to Ottawa
 - Monas to Calgary, Vancouver, Portmouth, Port Bay.
 Not all relocations were bad, in my mind
2. There is more data on the possible Precambrian move than would be expected. Correspondence re a move to Winnipeg including passage of a bill in Manitoba legislature to that effect.
3. Was the problem in this case the site chosen, and not the principle of relocation? When the government changed, and Mr. Andros was no longer a Cabinet Minister, the main political drive for Thurler Bay disappeared.
4. Would a Precambrian Institute be attractive as a registered entity like ISPA, regardless of the location?





ON THE ROAD TO THUNDER BAY

In the old geology building,
Far beyond the inland sea,
There's an Ottawa girl a-waiting,
And I know she waits for me.
For the wind is in the eastward,
And the Commons bells they chime,
Come ye back ye olde surveyors,
Come ye back to former climes.

Come ye back, from Thunder Bay,
Sure you can't be there to stay,
Can't you hear our voices calling,
From the Soo to Thunder Bay?
On the road to Thunder Bay,
Where the rich resources lay,
And the dawn comes up by thunder,
Out of Ottawa, far away!

From the Government pavilion,
Looking westward wistfully,
There's a Treasury edict waiting,
And it deals with Geology.
For the move is to the westward,
'Tis the Public Service way,
We will deal with you by 'phoning,
But the bills you'll have to pay.

Go ye west, to Thunder Bay,
'Though the Shield gets in the way,
Can't you see those memos clunking,
Out of Ottawa, cross the Bay.
Go ye west, to Thunder Bay,
'Though we do regret to say,
We will miss your voices crying,
Out for money, cross the Bay!

Poem by Ed Rose