

Golden Jubilee and Provincial Crown

The Vital Role of the Provinces in the Canadian Monarchy

by Michael Jackson, LVO., CD

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A Momentous Year

What a momentous year 2002 was for the Crown in Canada! The prime, over-arching, and happiest dimension was, of course, the Golden Jubilee of the Accession of Her Majesty Queen Elizabeth II as Queen of Canada on February 6, 1952. But other noteworthy royal or vice-regal events punctuated the year and drew to the attention of Canadians the significance of the constitutional monarchy in our political and cultural fabric.

The 50th anniversary of the appointment of Vincent Massey as the first "Canadian" governor general was one such event. There was sometimes a disappointing tendency to treat this coincidence (for that it was – Massey was appointed just at the end of the reign of King George VI) as matching the Queen's Golden Jubilee in importance; and the emphasis on the post-Massey governors general appeared to minimize the contributions of distinguished predecessors like Earl Grey and Lord Tweedsmuir. Still, the anniversary was worthy of celebration as a success story of the "Canadianization" of the monarchy and it was gratifying to see the present governor general, Adrienne Clarkson, pay a tribute in person to predecessors Schreyer, Hnatyshyn and LeBlanc.

There were also some sad occasions, the deaths of Princess Margaret, Queen Elizabeth the Queen Mother, and, at the end of the year, former governor general Ramon Hnatyshyn. The latter was especially meaningful for his home province of Saskatchewan, where Ray and Gerda Hnatyshyn were always welcomed with genuine affection. Mr. Hnatyshyn brought much-needed western warmth and informality to a sometimes stiff

Rideau Hall, balancing dignity with democratic accessibility. It was my pleasure to interview Mr. Hnatyshyn for the 1997 Saskatchewan educational video on the Crown, *From Palace to Prairie*, and I will remember his sensitive and enthusiastic appreciation for the Queen and her central place in Canada's history and institutions.

Throughout the year the Right Honourable Adrienne Clarkson continued her superlative performance as Governor General and Commander-in-Chief of Canada. The latter role assumed a higher profile and relevance than it had for a very long time, and Madame Clarkson carried it off magnificently. One looks back with gratitude and admiration on her visit to the bedsides of the Canadian soldiers injured in Afghanistan, her presentation of Commander-in-Chief unit citations to the neglected veterans of the conflicts in Bosnia and Croatia, and her spending Christmas with Canadian sailors in the Persian Gulf aboard HMCS Winnipeg and HMCS Montreal.

A Memorable Golden Jubilee

Yet the Golden Jubilee itself was the highlight of 2002. Stimulated by Heritage Minister Sheila Copps, whose instinctive empathy for the monarchy was evident at the official launch of the jubilee year in



The Prince of Wales is greeted by the Premier of Saskatchewan at Regina in 2001. Provincial premiers are the Queen's "First Ministers" in their jurisdictions.

Ottawa, the Department of Canadian Heritage displayed imagination and leadership in Canada's program to celebrate the fifty years of the Queen's reign. To underscore the monarch's continuing relevance to the national identity, the department appropriately billed the anniversary as "The Queen's Golden Jubilee – a Canadian Celebration".

The official logo, flags and lapel pins, the colourful posters and displays, the sophisticated website, the grants for jubilee projects to municipalities and organizations (fully subscribed in Saskatchewan), and the massive distribution of new portraits of the Queen, all represented a major undertaking and commitment by the dedicated staff in the department's Canadian Identity Directorate. Canada Post produced a superb Golden Jubilee postage stamp. The Royal Canadian Mint did the same with jubilee coins. The Mint, together with the Chancellery at Rideau Hall and Canadian Heritage, organized a highly effective national Golden Jubilee Medal program. As one of the provincial "partners",



Royal visits facilitate contact between Royal Family and people "at the grassroots." Here, the Prince of Wales enjoys his time with students and teachers at Scott Collegiate in Regina, in April 2001.

Saskatchewan can attest to the calibre of the program and the respect in which it was held by the recipients of the medal. It all goes to show that when official Ottawa really wants to, it can do the Crown, and the monarchy, proud.

Then of course there was the Golden Jubilee visit of the Queen and the Duke of Edinburgh in October, about which a full account was given in the last issue of Canadian Monarchist News. Suffice it to say that the highlights were the arrival in Nunavut; the now-famous puck-dropping at the NHL game in Vancouver; the inauguration of the refurbished Golden Boy on the Manitoba Legislative Building; the warm welcome in Oakville and Hamilton, Ontario, and Fredericton, New Brunswick; the Prime Minister's gala in Toronto; and the Governor General's luncheon and the RCMP visit in Ottawa. True, there were disappointments, such as the poor turnout at Moncton airport and Parliament Hill in Ottawa, and a missed opportunity for public encounters with the Royal Couple in Toronto. And there were the inevitable criticisms of the monarchy and promotion of republicanism which any royal visit will bring out of the woodwork. But they were the exceptions.

It is worth noting, however, the perceptible observation of veteran royal-watcher Michael Valpy of The Globe and Mail, quoted in the last CMN: "the farther the Queen was from Ottawa, the bigger the crowds, which may be a statement in itself". And that suggests some reflections on role of the provinces not only in the Golden Jubilee but in the Canadian Crown in general.

The Jubilee in the Provinces and Territories

The Department of Canadian Heritage took an early lead to consult, inform and work closely with the provinces and territories, and CMN has documented the widespread observance of the Jubilee across Canada. We in Saskatchewan were gratified by the public response to the initiatives of our provincial Committee for the Queen's Golden Jubilee: the framing and distribution by the Saskatchewan government of 4,000 of the Canadian Heritage portraits of the Queen to every school, municipality, First Nations band, museum, court room, government building, RCMP detachment and many other locations; a Victoria Day garden party at Government House in Regina,

co-sponsored by the Royal Canadian Mint; an address of loyalty to the Queen by the Legislative Assembly and Her Majesty's reply; the publication of Images of a Province, a jubilee educational booklet on Saskatchewan symbols, including the Crown; the City of Regina's magnificent fireworks gala at City Hall and the Royal Saskatchewan Museum's unique equestrian celebration; the presentation of the Queen's Golden Jubilee Medal by the Lieutenant Governor to hundreds of citizens at ceremonies across the province; the use of the Golden Jubilee logo on the aircraft and uniforms of the famous Snowbirds air acrobatic team based in Moose Jaw.

Saskatchewan's keynote project, and lasting legacy, of the Jubilee is the bronze equestrian statue of Queen Elizabeth on her favourite horse "Burmese", which was born and raised in Saskatchewan and presented by the RCMP to Her Majesty in 1969. The statue is being created by Saskatchewan sculptor Susan Velder of St. Walburg and a prominent location for it has been selected on the grounds of the Legislative Building in Regina. Due to the complexity of the undertaking the statue will not be unveiled till the spring of 2004.

Of course Saskatchewan was not alone in organizing jubilee activities. Our neighbouring province of Alberta had a comprehensive program including scholarships, plaques, levees, flowerbeds, exhibitions and distribution of the royal por-

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Saskatchewan's Lieutenant Governor, Dr. Lynda Haverstock, presents the Queen's Golden Jubilee Medal to the author in November 2002.



The Lieutenant Governor directly represents the Sovereign in each province, and within provincial jurisdiction outranks everyone except the Queen herself. Here, Saskatchewan Lieutenant Governor Lynda Haverstock welcomes the Heir to the Throne to historic Government House in Regina in April 2001.

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traits. Nova Scotia, Manitoba, British Columbia, the Northwest Territories and Yukon all showed considerable initiative. In Quebec, Lieutenant Governor Lise Thibault hosted a "portes ouvertes". And municipalities everywhere joined in the celebrations. The Golden Jubilee was assuredly not the sole preserve of the national government.

Provincial Crown?

But then, neither is the Canadian Crown. And this leads me to offer some thoughts on the provincial Crown, as a complement to Jacques Monet's eloquent essay on "Canada's Elizabethan Jubilee" in the autumn 2002 issue of *Canadian Monarchist News* – thoughts which I first documented for the international conference on monarchy in Toronto in 1997 and continued for a book edited by Howard Leeson of the University of Regina in 2001, *Saskatchewan Politics: Into the Twenty-First Century*.

By the time of the Statute of Westminster in 1931 it was realized that the Crown was "divisible": that is, the monarch of the United Kingdom could be, quite separately, king of what were then called dominions – Canada, Australia, New Zealand, etc. This holds true today for those Commonwealth nations which, like Canada, choose the Queen to be their Head of State. As one journalist has put it, "same person, different jobs." In another sense the Canadian Crown is also divisible. There are eleven Crowns in Canada: that for the country as a whole and those for each of the ten provinces. The Canadian Crown reflects this by operating as a "monarchical triumvirate": the Queen is Canadian Head of State; the Governor General carries out most of her functions on her behalf for purposes of federal jurisdiction; and the Lieutenant Governors do the same for purposes of provincial jurisdiction.

Now there is nothing new in saying

this. Historians and political scientists have been explaining it for years, especially Frank MacKinnon, Jacques Monet and David Smith, to whom we can be grateful for their lucid studies of a subtle and complex subject. But precisely because the subject is subtle and complex, it is frequently misunderstood or even ignored, and so the point needs to be continually reiterated and reinforced.

To quote a constitutional lawyer, in Canada "sovereignty is vested in one particular individual, the reigning monarch, acting in Parliament for some purposes and in the provincial Legislatures for others." This is key to understanding the Canadian Crown. For the term "federal state" means what it says. Canada is not a unitary state; it does not have one government. It has two concurrent jurisdictions which each have both exclusive and shared powers and together govern the Canadian state. The provinces are *not* junior "levels" of government; they have legitimate, constitutionally-sanctioned, co-sovereign powers in the Canadian federation.

Canadian federalism and the provincial Crown were not the same in 1867, the year of Confederation. The centralizing view of Sir John A. Macdonald, the first Prime Minister of Canada, is reflected in the British North America Act (now the Constitution Act, 1867), which treated the provinces as subordinate divisions of the new dominion. The status of the provincial Crown echoed the same viewpoint. The Lieutenant Governors succeeded the governors of the former individual colonies as chief executive officers of the new provinces, with many similar powers, but they were clearly intended as officers or agents of Ottawa, which appointed them – and still does – without consulting the provinces. However, the typically Canadian process of evolution began almost immediately, as pragmatism and practical experience reshaped the political system. Through

practice, precedents and, on occasion, court cases, the provinces realized, clarified, exercised and defended their co-sovereign status as Canada gradually evolved into a more authentic federal state.

The status of the Lieutenant Governors and the Crown they represented followed this evolution. Already under the Constitution Act, 1867, Lieutenant Governors possessed a Great Seal and summoned their Legislatures directly in the Queen's name. While the Queen was technically part of Parliament only and not of the provincial Legislatures, and while the Lieutenant Governors were supposed to give Royal Assent in the name of the Governor General, this never actually happened. Ontario and Quebec from the beginning gave Assent in the Queen's name and the Maritime provinces eventually followed suit, as did other provinces as they joined Confederation.

The early arguments over whether Lieutenant Governors should receive honours like gun-salutes may seem arcane, even amusing; but, like all symbols, they reflected inner reality. If the provincial vice-regal person represented the Sovereign, then he should receive appropriate ceremonial recognition; if not, he should not. At first Britain refused gun-salutes to Lieutenant Governors, but by the end of the 19th century that had changed to the practice we have today, where the Lieutenant Governor is entitled to a 15-gun salute and a vice-regal music salute.

It was, however, some major court decisions which clarified and confirmed the autonomous status of the provincial Crown. The best known of these is the judgement by the Judicial Committee of the Privy Council in 1892 in the *Maritime Bank* case, where it was specifically stated that "the Lieutenant Governor [...] is as much a representative of Her Majesty, for all purposes of Provincial Government as the Governor General himself is, for all purposes of Dominion Government." The provinces did indeed possess supreme powers within their spheres and the Queen did form part of the provincial governments.

If I may quote my 1990 educational booklet, *The Canadian Monarchy in Saskatchewan*, "since the Queen transcends and encompasses both the central and provincial governments, the Canadian headship of state is not a creature of either jurisdiction. Through the offices of the Governor General and the Lieutenant Governor, the Queen reigns impartially over Confederation as a whole." This is the point made by Frank MacKinnon in *The Crown in Canada* (1976) when he talks of the "team of governors" and says that the sovereignty of provincial governments is not passed on to them by the Parliament of Canada or by the Governor General but through the Crown. Jacques Monet, in *The Canadian Crown* (1979), puts it this way: "The adaptation of the Crown to a federal system was a unique and daring experiment. But it works. The sovereignty of the same Crown is exercised by different representatives in different jurisdictions. Thus diversity has been reconciled to unity." David Smith, professor of political science at the University of Saskatchewan, notes in *The Invisible Crown* (1995) that the provinces inherited the prestigious institution of the Crown



The Prince of Wales in conversation with First Nations leaders in Saskatchewan.

from pre-Confederation days and followed its logic to define themselves in a "constitutional amalgam [...] called compound monarchy."

In short, the provincial Crown and the status of the Lieutenant Governor are crucial to provincial co-sovereignty and the working of Canadian federalism.

The Lieutenant Governor: true viceroy

At the pinnacle of the provincial Crown is the Office of Lieutenant Governor. Most of us are familiar with the traditional vice-regal functions of the Speech from the Throne at the opening of the legislature, royal assent to legislation, signing orders-in-council and proclamations, or swearing in a new premier and cabinet. Here the Lieutenant Governor performs exactly the same duties as the Governor General in federal jurisdiction. However, it is not always appreciated that within provincial jurisdiction the Lieutenant Governor takes precedence over everyone, including the Governor General and members of the Royal Family, although of course with the sole exception of Her Majesty The Queen. This is a highly symbolic statement of provincial status in Confederation.

The profile and activities of the lieutenant governors have rarely been higher than they are today. While much has been made, deservedly, of the extraordinary ability and impact of Adrienne Clarkson as Governor General, similar credit should be given to current lieutenant governors. Recent vice-regal appointments have been *remarkable*. Lynda Haverstock is performing brilliantly, to universal acclaim, as Lieutenant Governor of Saskatchewan. Iona Campagnolo in British Columbia, Lois Hole in Alberta, Peter Liba in Manitoba, James Bartleman in Ontario and the much-loved Lise Thibault in Quebec are earning plaudits in their jurisdictions. The same is true in the eastern provinces for Marilyn Trenholme Counsell in New Brunswick, Léonce Bernard in Prince Edward Island, Myra Freeman in Nova Scotia and Edward Roberts in Newfoundland and Labrador. Across Canada there is felt a genuine need for a non-partisan, symbolic person representing the Crown who has no political axe to grind and can express community aspirations and ideals. Which is precisely what the Governor General and Lieutenant Governors do so well.

Some anomalies remain. Since the Constitution Act of 1867 the lieutenant governors have been appointed by the Prime Minister by instrument of the Governor General. This is contrary to the Australian practice where, since their confederation in 1901, the state gover-



The link between Crown and Aboriginal people is an historic one. In April 2001, the Prince of Wales is led into Wanuskewin Heritage Park near Saskatoon by Indian elders bearing eagle staffs and the Union Jack – a proud symbol for the First Nations.

nors (a better term) are appointed directly by the Queen on the advice of the premiers. (My correspondents tell me that Office of State Governor continues to be very prestigious in Australian society.) In my view it is time that vice-regal appointments in Canada similarly reflected the true status of the provinces in Confederation. Rather than substituting one First Minister's patronage for another, however, I would adapt an idea of Jacques Monet that the Governor General be selected by the full Privy Council, and would propose convening a similar ad hoc body of provincial leaders to recommend the Lieutenant Governor to the Sovereign. To avoid raising the spectre of constitutional amendment, one could simply envisage a convention whereby the Prime Minister undertook to accept the recommendations of the Privy Council and its provincial counterparts for all vice-regal appointments.

While we are at it, let's restore to the lieutenant governors the title "Excellency", which they should have inherited from their pre-confederation predecessors but which was replaced with the second-rate "Your Honour" at the insistence of Lord Dufferin, Governor General in the 1870s. (In Australia, state governors, like the governor general, are styled "Excellency".) And we should similarly re-instate for the lieutenant governors 21-gun salutes, downgraded by the British government to 15 guns early in Confederation. After all, if Governor General Jeanne Sauvé could obtain for the spouses of lieutenant governors the title "Your Honour" in the 1980s, it should not be difficult to take these further steps!

The Provincial Crown in Action

When you consider where the action is with the Canadian Crown, you'll find it flourishing in its provincial dimension as well as the federal one. I have already referred to the traditional constitutional role played by the Lieutenant Governor on behalf of the monarch: Speech from the Throne, royal assent, proclamations and the like. In Saskatchewan, the Premier offers the Lieutenant Governor, through regular meetings, the opportunity to exercise the historic royal prerog-

ative to be consulted, to encourage and to warn – a practice started by Premier Roy Romanow in the 1990s and continued by his successor, Premier Lorne Calvert. This is the same practice which is so meaningful for the Governor General and Prime Minister in Ottawa – and for the Queen with her United Kingdom First Minister.

Lieutenant Governors are criss-crossing their provinces to speak to a wide variety of audiences, act as patrons of community organizations and countless worthy causes, present awards, promote the arts and education, youth and volunteers, and lend their presence to ceremonial events of the police and Armed Forces. In Saskatchewan the Lieutenant Governor is so much in demand by municipalities, schools, First Nations, and volunteer organizations that for every invitation Dr. Haverstock accepts she has to turn down another two. The First Nations are particularly worthy of note because of their deep-rooted, sincere respect for the Sovereign through the historic treaties entered into with the Queen Victoria and her successors. While the treaties are with the federal Crown, this respect extends not only to the Royal Family and the Governor General but the Lieutenant Governor as well. Professor David Smith wrote of "the invisible Crown" in his definitive 1995 book of that name. Judging from the activities of the Lieutenant Governors as well as the Governor General, the Canadian Crown is emerging from its invisibility.

Royal Connections

Visits (or, as the Monarchist League prefers to term them, "homecomings") of the "Canadian" Royal Family are also making the Crown more visible. The 2002 Golden Jubilee tour of the Queen is an obvious example. This, like the homecoming of the Prince of Wales to Ottawa, Saskatchewan and Yukon in 2001, was an "official" visit, coordinated by the Government of Canada through the Department of Canadian Heritage, which brings the royal party to Canada in National Defence aircraft. Official visits are major undertakings with appropriate ceremonial, although they are a far cry from the



A truly "royal" connection: the Duke of York inspects RCMP recruits in Regina in 1989.

long and overly formal visits of a few decades ago. They now tend to be shorter and more relaxed, and, in place of the lion's share of work previously done by Ottawa, the provinces and territories are welcomed by Canadian Heritage as partners in the organizing – and cost-sharing! The highly successful visit of the Prince of Wales to Saskatchewan in 2001 was a genuine partnership between the federal government, the province and St. James's Palace.

While visits of the Queen and the Prince of Wales will normally be "official", there is an increasing trend to what are called "working" visits by other members of the Royal Family. These visits may be arranged by regiments and non-governmental organizations, in cooperation with provincial governments, as long as they are prepared to assume the costs (which are modest in comparison to official visits), ensure appropriate organization and security, and inform the federal government. Recent examples of working visits are those of the Princess Royal to Manitoba for the Pan-American Games in Winnipeg in 1999; of the Earl and Countess of Wessex to Alberta for the World Championships in Athletics in Edmonton in 2001 and to Ontario for Duke of Edinburgh's Award events in 2002; and of Prince of Michael of Kent on cross-Canada tours sponsored by the Monarchist League in 2002. The Earl and Countess of Wessex will make a working visit to Saskatchewan in June 2003 for a number of civic anniversaries, and the Princess Royal will do the same for the centennial of the Communications and Electronic Branch of the Canadian Forces at Kingston, Ontario, in August 2003.

Why are these "working" visits so appealing? Perhaps because they are more informal and lower key, with smaller entourages, less complex organization and correspondingly modest costs. And they facilitate the contact of members of the Royal Family with Canadians at the grassroots in their communities and volunteer organizations. For example, the forthcoming visit of the Earl and Countess of Wessex to Saskatchewan is being arranged in partnership between the provincial government, the Duke of Edinburgh's Awards, the cities of Regina, Lloydminster, Prince Albert and Melfort, the Saskatchewan Indian Federated College at the University of Regina (which the royal couple will officially open) and the Globe Theatre in Regina.

Prince Edward is patron of the Globe Theatre, and royal patronage is another way for members of the Royal Family to

"connect" with Canadians. So is the designation "royal". The Princess Royal, for example, is colonel-in-chief of The Royal Regina Rifles, a much-decorated reserve infantry unit which was granted the designation by the Queen in 1982. The Royal University Hospital in Saskatoon and the Royal Saskatchewan Museum in Regina are among the institutions in our province which have been recognized by the Sovereign in this way.

Then there are "naming opportunities" which establish a permanent connection between a member of the Royal Family and a Canadian locality. In 2001 the Prince of Wales inaugurated the Prince of Wales Entrance at the Saskatchewan Legislative Building, a fully-accessible entrance analogous to the Princess Anne Entrance at Rideau Hall. His Royal Highness also lent his name to a cultural centre in the town of Assiniboia, a promenade in Saskatoon, and a provincial scholarship program for high school students. There are multiple examples across Canada of this kind of interaction between the Royal Family and Canadians, and they all enhance the visibility and relevance and interest of the Crown as a Canadian institution.

Provincial Honours

Official honours conferred by or in the name of the Sovereign are a special link between monarch and people. In 1967, the centennial of Confederation, Canada launched a system of national honours of the Crown, starting with the Order of Canada, to replace the previously sporadic and ambivalent use of "Imperial" honours such as the Order of the British Empire and British military decorations. Expanded in 1972 with the Order of Military Merit and the civilian Bravery Decorations, the Canadian honours system, administered by the Chancellery at Rideau Hall, has continued to develop since then into the major, comprehensive, prestigious program of today.

Now, as we have seen, Canada is a federal state with a vigorous provincial dimension of the Crown. It is therefore not surprising that the Canadian provinces took an early interest in honours within their own jurisdiction. Ontario was the first to act, establishing the Ontario Medal for Good Citizenship in 1973 and Police and Firefighters Bravery Medals in 1975 and 1976. This was accomplished despite serious misgivings in the Chancellery at Rideau Hall, which objected to the use of the Crown on the medals, their presentation by the Lieu-

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Royal naming opportunities: the Prince of Wales turns the sod for the Prince of Wales Cultural Centre in Assiniboia, Saskatchewan.

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tenant Governor, and the wearing of them as official decorations (on the left side of the jacket or dress or around the neck). Ontario was undeterred and pursued the development of honours and awards into what is now the most comprehensive provincial program in Canada.

Other provinces followed suit. Alberta created the Alberta Order of Excellence by legislation in 1979, although, deferring to Ottawa, the province postponed until 1998 providing recipients of the Order with a medal to be worn. In 1984 Quebec established the first authentic provincial order, l'Ordre national du Québec. In 1985, Saskatchewan launched the Saskatchewan Order of Merit, which was followed by the Order of Ontario in 1986, the Order of British Columbia in 1989, the Order of Prince Edward Island in 1997, the Order of Manitoba in 1999, and the Order of Nova Scotia and Order of New Brunswick in 2001. (Newfoundland passed legislation for an Order of Newfoundland and Labrador in 2001, but has not yet implemented it.) In 1995 Saskatchewan expanded its honours system through the Saskatchewan Volunteer Medal, a decoration recognizing volunteerism and community service. These honours were created by legislation in all provinces except Ontario, which has always done so by order-in-council.

Ottawa and the provinces remained at an impasse with respect to the status of provincial honours, which the national authorities refused to recognize, until 1991 when, at the urging of Saskatchewan's Lieutenant Governor, Sylvia Fedoruk, and Governor General Ray Hnatyshyn, a compromise was found. Henceforth the federal government would grant status in the national precedence of orders, decorations and medals immediately after national orders and before national decorations, to provincial orders established by legislation or order-in-council (without, however, considering them as national honours). This was considered by all to be a fair and workable arrangement, and it was extended to other provincial honours in 1998.

Why the friction between federal and provincial jurisdiction over honours? Ottawa feared what it considered duplication and the risk of devaluing honours. It also claimed that provinces did not have the right to create honours, since the Sovereign had not authorized them. The provinces came back with the rejoinder that, since they did not have the right

to advise the Queen directly to authorize their honours, and since Ottawa would not advise the Queen to do so on their behalf, then they could legitimately resort to "advising" the Sovereign through legislation under the prerogative of the provincial Crown. As for duplication, Rideau Hall's own statistics in the 1980s showed that Canada gave honours to its people at a fraction of the rate of some other countries. If France conferred honours at a ratio of one per 4,000 population and the United Kingdom at one for 17,000, Canada was doing so at a ratio of one for 170,000. The provinces were helping to fill a void.

Although, as Secretary of the Saskatchewan Honours and Awards Program, I am scarcely an unbiased observer, I readily contend, with my provincial colleagues, that, far from duplicating or devaluing national honours, the provincial orders, decorations and medals have in fact enhanced them by making Canadians much more aware and accepting of honours of the Crown as an appropriate way to recognize achievement, excellence and service among their fellow-citizens. All provinces, I am pleased to say, have taken their commitment to honours very seriously, following the lead of Rideau Hall by ensuring careful nomination and selection processes, providing appropriate insignia, and staging prestigious investitures and presentation events.

What is the significance for the provincial Crown? Simply this: in every jurisdiction with the single, unsurprising, but nonetheless regrettable exception of Quebec, the provinces have stipulated that their honours shall be presented by the Lieutenant Governor. This has been a definite boost to the profile and prestige of the Crown across Canada, for the conferral of provincial honours has underscored the pertinence of the monarchy and its vice-regal representatives to our citizens. Enriching this is the practice of Lieutenant Governors presenting national honours on the Governor General's behalf: police or firefighters exemplary service medals, the Canada 125 Commemorative Medal, the Queen's Golden Jubilee Medal, and occasionally Bravery Decorations.

That provincial honours have come of age was shown in 2001 when the Prince of Wales attended the presentation of the Saskatchewan Volunteer Medal and accepted the first honorary membership in the Saskatchewan Order of Merit (incidentally, the only order or decoration the



Lieutenant Governors are chancellors of most provincial orders. Dr. Lynda Haverstock invests philanthropist Jacqui Shumiatcher with the Saskatchewan Order of Merit in 2001.

Prince has ever received in Canada). Her Majesty The Queen made history by meeting with the first recipients of the Order of New Brunswick in 2002. Clearly, provincial honours are here to stay. They are successful. And they fulfil admirably the mandate of the Crown.

A Balanced Canadian Crown

During the Queen's Golden Jubilee tour, there were, as usual, calls from some quarters to end the monarchy in Canada by the simple expedient of making the Governor General Head of State. On the surface, this would seem not only simple but easy to do. In reality, nothing could be further from the truth.

In practical terms, under *The Constitution Act, 1982*, there must be unanimity between both Houses of Parliament and all ten provincial legislatures for any changes to the Offices of the Queen, the Governor General and the Lieutenant Governor. The chances of this happening on such a fundamental and emotional issue are that of the proverbial snowball in a hot place. Even if such a change were feasible, it would be highly divisive. If we have learned anything from our survey of the provincial Crown, it is that the monarchy in Canada is diverse, deep-rooted and multifaceted. It is not the sole property of the central government and Parliament in Ottawa. It has a profound provincial dimension.

The proponents of making the Governor General the Canadian Head of State characteristically fail to appreciate this dimension. Provincial resistance (including, incidentally, that of Quebec) torpedoed the efforts of the Trudeau government in the 1970s to downgrade the role of the Queen. An Australian correspondent tells me that a similar lack of attention to the monarchy's federal nature contributed to the defeat of the republican option in the 1999 referendum in that country. It is no disrespect to the historic and distinguished Office of the

Governor General, or to its admirable present incumbent, to assert that the provinces, in the interest of their own constitutional status, should strongly resist any move to replace the Queen as Head of State by the Governor General.

The Queen now fulfils primarily a symbolic role in Canada – although of course symbolic roles are very important. Her remaining personal functions are to formally appoint the Governor General, and, as "fount of honours", to approve the creation of national orders, decorations and medals – functions which the monarch should definitely retain. The vice-regal representatives appropriately carry out most of the Queen's duties as head of state on her behalf. Yet the Canadian Crown works best when it is balanced between the Queen, the Governor General and the Lieutenant Governor. Without the eleven vice-regal representatives, the monarchy would not be truly Canadian. Without the Lieutenant Governors, the Crown would not authentically interpret Canadian federalism. Without the Queen, the Canadian headship of state would lose not only its historic roots, dating back over five hundred years, but its impartiality between central and provincial jurisdictions.

A correspondent of mine, formerly resident in Canada and now in the United Kingdom, has written, "the Canadian constitution is like a great chain arch of rainbow links, a mare usque ad mare, held together by an exquisitely delicate link-pin. It is a fine constitution, but it all hangs on the balance of an enormously fragile yet vitally poised neutral centre." The Queen's Golden Jubilee has provided Canadians with a ... golden opportunity to reflect on that delicate link-pin and vitally poised neutral centre – their constitutional monarchy. Long may it endure – in both its national and provincial dimensions!

All photos in this article courtesy The Government of Saskatchewan



Provincial honours in Canada have come of age. In 2001, the Lieutenant Governor of Saskatchewan invested the Prince of Wales as the first honorary member of the Saskatchewan Order of Merit.