



Bulletin

Vol. 25, No. 2

January 14, 1970

THIRD REPORT OF THE ROYAL COMMISSION ON BILINGUALISM AND BICULTURALISM

The Royal Commission on Bilingualism and Biculturalism recently issued the third volume of its final report entitled The Work World. This part of the report compares the income, education, occupation and control of industry of French-speaking Canadians and English-speaking Canadians. It examines bilingualism in the federal Public Service and makes recommendations for its extension, and discusses the degree of bilingualism in private organizations, with special emphasis on major corporations in Quebec and their influence on the lives of "Francophones".

The following is a summary of conclusions and recommendations concerning the federal Public Service:

The Commission produced evidence of the unequal position of Francophones and Anglophones in the federal Public Service with respect to language use and participation. With some exceptions, the Francophone public can obtain service in its language, but Francophone public servants generally cannot use their language in day-to-day functions without damage to their effectiveness and careers; they have not the opportunity to express themselves in their

own idiom at their work or to realize their full potential as individuals; and they do not participate adequately in the decision-making levels of the federal administration. The ultimate costs of this situation affect not only individual Francophones; as long as the Public Service does not draw fully on the intellectual and organizational resources of French-speaking Canada, all Canadians are the poorer.

Missing from previous attempts at reform has been a clear idea of equal partnership, of a bicultural Public Service in which both cultures co-exist and collaborate. The present government policy emphasizes individual bilingualism, but in the Commission's opinion this approach is unrealistic in the Canadian setting with its predominance of unilingual Anglophones. If bilingualism and biculturalism are to be developed, they must become embedded in the very structures and processes of the federal administration.

FRENCH-LANGUAGE UNITS

To enable French to become a language of work, the Commission's core proposal is to introduce the French-language unit as a basic organizational and management principle. These units, in which all persons will work in French, are designed to increase the presence and encourage the acceptance of the language and culture of French-speaking Canada in the federal administration. Such units should be established in every Department, although they will vary in location, size, and function. Persons supervising these units, and those above them, would need to be bilingual. As well, other departmental units providing administration, personnel, financial and similar services would have to develop bilingual capacity. Units selected for a change in language regime should perform important functions; they should be so selected as to provide upward career paths in the French language; and they should be

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located in communities where the French language and Francophone culture are viable or potentially so. Francophones should not be compelled to join these units, nor should they be closed to fluently bilingual Anglophones. Language of service to the public should follow the proposals made in earlier reports.

Three types of French-language units are envisioned: those in decentralized or regional offices of federal departments; those at headquarters; and French-language clusters where complete French-language units are impractical although the function does break down organizationally into small work groups. To safeguard the rights of the minority, it may also be necessary to establish English-language units in regional offices in Quebec.

While the French-language units are being installed and consolidated, a strong Francophone voice will be required at the Centre. Appointments to the positions of Deputy Minister, Associate Deputy Minister, Assistant Deputy Minister and their equivalents should ensure effectively balanced Franco-phone-Anglophone participation. The same applies to federal planning and advisory bodies.

Under the language regime of the new system, written and oral communication from the French-language units to other units in the Public Service would be in French. Communications to the French-language units could be in either language. This is not to confine the use of the French language but rather to provide a minimum level for its use.

The Commission realizes that such a language regime cannot be established overnight, but an emphasis on receptive bilingualism among supervisory and other staff coming into contact with French-language units should help in the short run. However, the French-language unit cannot be expected to do its work properly so long as important internal documents and manuals are not available in both languages. Employer-employee relations should be conducted in the language of the employee. Positions in the Public Service should be continuously reviewed to see what language or languages the incumbent would need to carry out his work. All positions should be classified as to language requirements and these requirements should be taken into account for salary purposes.

BILINGUAL GLOSSARY NEEDED

Clearly, a good deal of language training is going to be required among Anglophone public servants if the French-language units are to be viable, but the language-teaching program should be adapted to the needs of this system. In particular, there should be more emphasis on receptive bilingualism and on the teaching of a work vocabulary appropriate to the work needs of Canadian public servants. The maintenance of language integrity in the French-language units will require the organization of French-language improvement classes for those Francophones who have

been trained and have worked in English for a number of years, and for young Francophones unfamiliar with French administrative terminology. In this respect the development of a bilingual glossary of Public Service terminology is urgently necessary. The Commission affirms that all French used by the Public Service should be equal in quality to international French.

While institutional bilingualism is being developed, translators would be faced with an increased work load. It is therefore essential, first, that their time not be wasted in such unnecessary work as translation of letters for filing purposes; and second, that measures be taken to increase the number of qualified translators. To improve the quality of French in Government documents, more of these should be drawn up in French, rather than invariably being translated from an English draft.

RECRUITMENT

While the French-language unit system will help to attract more Francophones to the federal administration, its implementation is likely to strain existing resources of Francophone personnel. Transfers from regional offices to headquarters will ease but not eliminate the problem, a key factor being the general shortage of available Francophones. Training in public administration is not as highly developed in Canada as elsewhere. Further development of teaching and research programs in this field in both the French-language and the English-language universities is desirable. In seeking to recruit Francophones, the Government should not overlook the possibilities in France and other French-speaking countries. As well, with the increasing need for generalists to coordinate the work of specialist groups, the relatively greater stress on the humanities in the French-language universities should be viewed more positively. Closer contact between these universities, senior federal public servants, and federal recruiting agencies is also needed. Appraisal of an individual for recruitment or promotion must certainly become more sensitive to the language and cultural characteristics of Francophones, who must, in particular, be examined by public servants fluent in French, unless the candidate opts for English.

TRAINING PROGRAMS

In training and development sponsored by the Public Service, Francophones must have the same opportunities as Anglophones. In order to develop a thoroughly bilingual management, training and rotation programs should also expose each group to the language and culture of the other. To facilitate such rotation, and to increase staff mobility in general, the Commission also recommends educational allowances to defray the costs of sending children of Anglophone or Francophone public servants to schools of their own language where none exist locally. Broadly speaking, this latter proposal would

MR. CADIEUX TO WASHINGTON

Prime Minister Trudeau recently announced the appointment of Mr. Marcel Cadieux, Under-Secretary of State for External Affairs since 1964, as Canadian Ambassador to the United States.

Since joining the Department of External Affairs in 1941, Mr. Cadieux has served in London and Brussels. He was an adviser to the Canadian delegation to the Paris Peace Conference in 1946. In 1951, he attended the first course of the NATO Defence College in Paris before his appointment as Counsellor to the Canadian delegation to the North Atlantic Council when it was established on a permanent basis in Paris in 1952. Upon Canada's agreement, in 1954, to serve with India and Poland on the commissions set up by the Geneva Conference, Mr. Cadieux became the senior political adviser to the Canadian Commissioner, International Supervisory Commission, Vietnam. In December 1956, he was appointed Assistant Under-Secretary of State for External Affairs and Legal Adviser, and in July 1960 he became Deputy Under-Secretary and Legal Adviser.

Mr. Cadieux led the Canadian delegation to the eleventh session of the General Conference of UNESCO. In 1961, the General Assembly of the United Nations elected him to serve for five years as a member of the International Law Commission. He was elected as a member in his own right, the first Canadian ever so elected.

Mr. Cadieux was recently awarded the Vanier Gold Medal for 1969 by the Institute of Public Administration of Canada and the Award for Outstanding Achievement in the Public Service of Canada.

NEW USSEA

Mr. A.E. Ritchie, the present Canadian Ambassador to the United States, will replace Mr. Cadieux as USSEA. He joined the Department of External Affairs in 1944 and, in 1946, resigned to become special assistant to the Secretary-General in charge of Economic Affairs United Nations, New York. From 1947 to 1948 Mr. Ritchie was special assistant to the executive secretary of the United Nations Preparatory Committee and of the Conference on Trade and Employment. He rejoined the Department of External Affairs in 1948 and served in London. In 1959, he became Assistant Under-Secretary of State until 1964, when he became Deputy Under-Secretary of State. He was appointed Canadian Ambassador to Washington in 1966.

OTHER NEW APPOINTMENTS

The Prime Minister also announced the following senior appointments in the Public Service:

Mr. Paul Tremblay will become Associate Under-Secretary of State for External Affairs in the new year. He is at present Canadian Ambassador to Belgium.

Mr. John MacDonald will become Deputy Minister of Public Works in January. Mr. MacDonald, Deputy

Minister of Indian Affairs and Northern Development, succeeds Mr. Lucien Lalonde, who is resigning for health reasons.

Mr. Basil Robinson will become Deputy Minister of Indian Affairs and Northern Development in March. He is now Deputy Under-Secretary of State for External Affairs.

Mr. Sylvain Cloutier will become Deputy Minister of National Revenue (Taxation) in March. Mr. Cloutier, Deputy Secretary of the Treasury Board, succeeds Mr. David Sheppard, who has retired after 38 years of public service.

Mr. Jean Boucher became Deputy Minister of Supply on January 1. Mr. Boucher, formerly Director of the Canada Council, succeeds Gordon Hunter, who became Master of the Mint on January 1. Mr. Peter Dwyer, formerly associate Director of the Canada Council, became Director of the Canada Council on January 1.

Mr. Robert Bryce, will become Economic Adviser to the Prime Minister on the Constitution. The Prime Minister announced several months ago that Mr. Bryce had asked to be relieved of his duties as Deputy Minister of Finance on his sixtieth birthday in February.

Mr. Norman MacMillan has been reappointed a Director and Chairman of the Board of the Canadian National Railways for a further term of three years from January 1.

Mr. Lloyd Barber will become Indian Claims Commissioner, effective immediately. He is Vice President (Administrative) of the University of Saskatchewan.

HOUSING STARTS RECORD

Canada's housing industry set a new record in 1969 for the number of dwelling units started. Eleven-month totals show that more than 200,000 dwellings had been begun in both urban and rural areas of Canada by the end of 1969.

Preliminary figures released by Central Mortgage and Housing Corporation show that 12,443 dwellings were started in urban Canada during November 1969.

In making the announcement, H.W. Hignett, president of Central Mortgage and Housing Corporation, said: "While significantly less than starts during the same month last year, the November 1969 activity brings total starts for the year to 158,010 dwelling units for urban centers of 10,000 population or more. When housebuilding activity in rural and smaller centers is added total starts for 1969 will exceed 200,000 units. This compares with the previous record housebuilding year of 1968 when 196,878 units were started."

Compared to last year's figure, the easing in November affected all types of urban dwelling, with starts of single-detached dwellings down by 30.5 per cent (from 5,660 to 3,933) and apartments and all other multiple structures by 36.5 per cent (from 13,397 to 8,510).

CENTENNIAL STAMPS

Two 6-cent stamps that are to be released by the Canada Post Office on January 27, the first produced under the guidance of the Department's new Design Advisory Committee, will mark the centennial celebrations of Manitoba and the Northwest Territories.



Manitoba's central geographic position at the crossroads of Canada is represented by the symbolic design created for this 40-mm. x 24-mm. stamp by K.C. Lochhead of the province's capital, Winnipeg. The Canadian Bank Note Company, Ottawa, will produce 38 million of these stamps in red, blue and yellow, using the lithographic printing process.

In the Northwest Territories Stamp, (30 mm. x 24 mm.) printed in red and black by the steel-engraving process, is a reproduction of *Enchanted Owl*, by the Eskimo Kenojuak, one of the most



highly regarded artists in the Northwest Territories. Norman E. Hallendy and Sharon Van Raalte of Ottawa collaborated in producing the design for this stamp, 30 million of which will also be printed by the Canadian Bank Note Company.

Both stamps will be on sale for six months.

POSTAGE STAMP PROVINCE

When it came into being in 1870, Manitoba, by reason of its small area, quickly acquired the title of "the postage-stamp province". It was the first province to enter Confederation after the original four in 1867. Subsequent extensions, principally by Acts in 1881 and 1912, created the Manitoba of today, which has a population of nearly a million people in an area of 251,000 square miles extending some 761 miles north from the international border. Nearly 65 per cent of Manitoba consists of forest and fresh water.

The 1,304,903 square miles of the NWT comprise about one third of Canada's total area. It was not until 1967, Canada's centennial year, that the Territorial administrative seat of government was moved to Yellowknife. Before that, in 1963, a full-time Commissioner, based in Ottawa, had been appointed to build a Territorial administration.

PHILATELISTS' CHRISTMAS BONUS

The Canada Post Office has announced that a quantity of improperly registered 6-cent Christmas stamps were included in the 100 million that went on sale to the public in October.

The stamps were printed by four-color lithography. The mis-register occurred during production, when some stamps did not receive the black color that was used on the design frame, the wording "Canada Christmas-Noël", the denomination "6" and the miniature year date, "1969".

It is estimated that 400 defective stamps were shipped from the manufacturer in the general distribution to post offices.

The Department has recovered 209 of the mis-registered stamps, and it is therefore probable that the remaining 191 have been bought by customers.

It has not been necessary to make any withdrawal of the 6-cent Christmas issue from stock or from circulation on this account.

The interest, by collectors, in this year's Christmas issue has been above average.

WITHDRAWAL FROM NATO BASE

Flying operations at Decimomannu, Italy, by Canada's NATO Air Division in Europe will end next spring, and all Canadian activities in that area will end by September.

Canada has participated with Italy and West Germany in the operation and maintenance of the installation under an agreement signed in December 1959. The facility provides training in air weapons for Europe-based pilots of strike and reconnaissance aircraft from all three nations. Some 80 Canadians are stationed at Decimomannu.

The decision to cease operations is a result of recently-announced changes to the Canadian Forces in Europe and the subsequent reduction in strength of the air division from six to three squadrons.

Arrangements are being made for Canadian pilots with the air division to carry out air-weapons training at other locations.

CONSUMER PRICE INDEX

Canada's consumer price index (1961-100) increased by 0.5 per cent to 127.4 from its October level of 126.8. In November 1969, the level was 4.5 percent higher than in November 1968. Six of the seven main components registered increases in the latest month. Food advanced by 0.8 per cent after two successive months of decline, housing increased by 0.4 per cent and transportation moved up by 0.7 per cent, mainly in response to higher prices associated with the introduction of the 1970 car models. The recreation-and-reading index rose by 0.3 per cent, while the clothing and the health-and-personal care indexes each increased by 0.2 per cent. The tobacco-and-alcohol index declined by 0.1 per cent.

HUGE WHEAT SALE TO U.S.S.R.

Mr. Otto Lang, the Cabinet Minister responsible for the Canadian Wheat Board, made the following announcement in the House of Commons on December 15:

I wish to inform the House that the Canadian Wheat Board today announced the conclusion of a contract with V/O Exportkhleb, the official grain-purchasing agency of the U.S.S.R., for the sale of 3,430,000 long tons of wheat and flour.

This quantity represents the remaining obligations of V/O Exportkhleb and the Canadian Wheat Board covered in the long-term agreement entered into in June 1966, after allowance for buyers' shipping tolerance provided for in that agreement.

The contract provides that 2 million long tons, including 260,000 long tons of flour for shipment to Cuba, will be shipped prior to December 31, 1970. The contract further provides that, in complete fulfilment of the master agreement of June 14, 1966, V/O Exportkhleb will endeavor to buy the remaining quantity of about 1,430,000 long tons as soon as possible.

Some shipments will commence immediately and the majority of the wheat shipments will be completed prior to the end of the current crop year on July 31,

1970. The contract provides for shipment from all Canadian port areas, including the Pacific Coast, Churchill, Lakehead, St. Lawrence and Atlantic ports. The grades will be mainly No. 3 Manitoba Northern and No. 4 Manitoba Northern.

The export dollar value of the 2 million tons of wheat and flour now programmed for shipment in 1970 will be over \$130 million.

To clarify these figures - 3,430,000 long tons is equivalent to about 128 million bushels.

Honorable Members will remember that a quantity of 135 million bushels has been commonly mentioned as representing the outstanding Russian commitment. There was, however, a sale of flour last April, not previously announced, equivalent to about 8 million bushels, which accounts for the difference. The 2 million tons programmed for shipment commencing immediately is equivalent to about 75 million bushels....

The delivery program for the first 75 million bushels ensures a good movement of wheat to West Coast and Eastern ports, including Halifax and Saint John, throughout the winter. In fact a number of vessels are at present proceeding to St. Lawrence ports, and will be loading before the end of this month....

CANADIAN FURS

God's Narrows, Coppermine, Lac du Brochet are some of the outposts of Canada's last frontier, which exist primarily to fill the demand for elegant furs.

Although the trapper continues to play an important part in the fur industry, the less colorful fur farmer has become the main supplier of pelts. Fur farmers are, in fact, earning more than 60 per cent of the money the fur industry spends annually.

More than 99 per cent of the farm-raised pelts are mink. Other furs, such as fox, beaver, marten, fisher, wild mink and otter, come from the wilderness, thanks to the persistence and skill of a handful of trappers. Almost every part of Canada contributes to the fur "harvest".

The Canada majestic mink - known internationally for its dense, silky pelt, which occurs in a wealth of natural colors that would have amazed the early fur-traders - is produced on farms located across Central and Southern Canada from coast to coast. Trappers still take fox, mink, beaver, otter and muskrat pelts in the same regions.

It is further north, however, in a territory three-quarters of Canada, that the most expensive pelts are taken. These luxurious furs created and maintain Canada's centuries-old tradition of excellence.

The trapper operates from an isolated cabin deep in the northern woods. His work begins when lakes and rivers freeze and deep snow falls. His "crop",

"harvested" in successive rounds of the trap line, is the soft pelts turned dense and silky by the crisp northern winter.



Buyer inspects fox pelts at fur auction.

From the beginnings of the fur trade in the sixteenth century until the early 1900s, most of the Canadian fur crop was sold in Europe.

In 1920, the first Canadian fur-auction company opened in Montreal. Fur auctions spread to five other Canadian cities shortly afterwards and today most of the annual production is sold by auction in Montreal, North Bay, Winnipeg, Regina, Edmonton and Vancouver.

(This article is the first of a series on the Canadian fur industry and fur-bearing animals.)

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(Continued from P. 2)

extend to public servants at certain posts in Canada educational allowances roughly similar to those provided in foreign posts or in the Canadian Forces.

To supervise the introduction of the new language regime, the Commission recommends the establishment of a Public Service language authority. This body would have jurisdiction over the entire Public Service. The diversity of federal departments and agencies, however, requires that each of them have a language bureau of their own to plan and supervise the implementation of institutional bilingualism. The language rights of individual public servants should in addition fall within the purview of the commissioner of official languages.

The Commissioners next outline some of the selection criteria and the stages in the designation of the French-language units, particularly stressing the importance of thorough planning at each stage. At the same time they pinpoint some of the central agencies, departments and regions within which French-language units, sections or clusters should be designated. Two of these are the Treasury Board and the Public Service Commission, because of their particular responsibility for managing the Public Service as a whole.

In conclusion, the Commissioners point out that, far from limiting the Public Service to the relatively few Canadians who are bilingual, their proposals will broaden the sources of qualified manpower. For the existence of the French-language units will fully open the service of unilingual Francophones, while allowing it to continue drawing on unilingual Anglophones for the many units whose dominant language of work will remain English. To play a truly efficient role in counteracting the tendency of some people to regard the Federal Government as a "foreign" Government, the Public Service must be, in the fullest sense, equally accessible to the two societies which it is called upon to serve.

ARMED FORCES

Government policy has not aimed primarily at making French a viable language of work in the Armed Forces. The prevailing assumption is that English must be used unless there is a specific provision to the contrary. The equality of the two official languages must be recognized. The rules, regulations and orders governing military life must be issued simultaneously in the two languages. In addition, more of these and other documents should be drawn up first in French, rather than invariably being translated from an English draft. To ensure the compatibility of words and expressions in the two

languages, the recent military dictionary should be continuously revised and considered the official source of military terminology.

The language rights of individual members of the Forces must not be overlooked. Disciplinary and grievance procedures should be conducted in the official language chosen by the individual concerned.

For the education of dependent children, the Forces should take careful note of the language of instruction which personnel desire for their children, and give consideration to these preferences when arranging postings. When schools or classes having French or English as the language of instruction are not available or cannot be established close to a military base, the provisions for educational allowances should also allow parents to be fully reimbursed for having their children educated in English or French away from the base. The linguistic and cultural equality of the two language groups must also be recognized in messes and similar organizations.

The Commission found that, in their relations with the public, the Department of National Defence and the Canadian Forces did not adequately reflect the Canadian duality. This must be changed....

STANDARDS FOR DRINKING WATER

Criteria to help provincial and municipal authorities ensure the quality of drinking water have been announced by the Minister of Health and Welfare, Mr. John Munro. These guide-lines are contained in a report entitled *Canadian Drinking Water Standards and Objectives*, prepared by a committee established jointly by the Department's Advisory Committee on Public Health Engineering and the Canadian Public Health Association.

"In recommending these standards," Mr. Munro said, "it is hoped that, by incorporating graded scales and providing detailed explanations, responsible provincial and other authorities will be able to apply them with understanding, judgment and discretion."

"Constantly changing technology, advances in medical science and a greater understanding of the impact of the environment on man," the Minister emphasized, "will combine to make necessary periodic reassessment of these standards and objectives. This document therefore, will be revised and up-dated as circumstances demand."

It is hoped that the criteria will be used extensively for the development of provincial and municipal standards for controlling the quality of drinking water thereby protecting the health of Canadians. This represents the first time that quality standards for drinking water have been specifically developed to meet Canadian conditions.