



Information Division
Department of External Affairs
Ottawa Canada

Canadian Weekly

Bulletin

Vol. 25, No. 24

June 17, 1970

CHANGES IN THE CANADA ELECTIONS ACT

In the House of Commons recently, Mr. Donald S. Macdonald, President of the Privy Council, moved the second reading of a bill to revise the Canada Elections Act, one of the major changes in which is the lowering of the voting age from 21 to 18 years. Mr. Macdonald explained to the House why the establishment of a permanent voters' list would not be an advantage in Canadian elections and replied to many questions that had arisen in the study of the Act.

Excerpts from his statement follow:

...We are now engaged in study of the bill resulting from the general committee study of the Canada Elections Act. During the time that I have been a member of this House, there have been a number of recurrent themes in the criticism of our Elections Act. These themes have included: Why must our election campaigns last so long? Why cannot the system of enumeration be made more effective, particularly with regard to urban dwellers, so that many eligible voters are not left off the voting lists? Why cannot all Canadians abroad be put in a position to exercise their franchise?

In the study of the Elections Act, which was carried out by the Standing Committee on Privileges and Elections the committee, and subsequently the

Government, devoted themselves to trying to solve these particular problems so far as they can be solved. The most popular solution which has been put forward, particularly in the editorial pages of the press, has been the establishment of a permanent voters' list. This question, as I have already indicated, was studied by the Representation Commissioner, Mr. Nelson Castonguay, the former Chief Electoral Officer and a person well skilled in the matter, whose report was presented in April 1968. This report was considered by the Standing Committee on Privileges and Elections which committee, in a report tabled in the House on May 22, 1969, concluded that a permanent voters' list would not be appropriate or particularly helpful in dealing with Canadian electoral problems, and the committee reaffirmed that view in the report tabled several months ago.

One can see by reading the Representation Commissioner's report and by perusing his evidence before the Standing Committee that a permanent voters' list is not without disadvantages. What does not appear to be generally known in this country is that in Canada at the federal level we have already tried and rejected a system of permanent voters' lists. In 1934, the Parliament of Canada enacted the Dominion Franchise Act, which was to provide a system of permanent voters' lists. The Act called for the establishment in 1934 of a basic list of electors, followed by an annual revision between May 15 and July 1. An election was held under this system in October 1935.

There were 60 days between the date of the issuance of the writ and election day, and a subsequent special committee of the House reported on April 6, 1937, and concluded that the basic lists prepared in 1934 were almost obsolete within six months after they were completed and that the annual revision held in 1935 was not an adequate remedy for the situation. On the basis of these conclusions Parliament repealed the Dominion Franchise Act in 1938.

CONTENTS

Changes in the Canada Elections Act	1
Feathered Friends for Singapore	3
Visits and Visitors	3
Canadian Forces Support Staff Badges ..	4
Large-Scale Mineral Prospecting	4
Theology Schools Merge	4
Sale to European Air Companies	5
Military Museums Meet	5
Stamp Collectors Show in Montreal	5
Flood Relief to Romania	5

COMPARISON WITH OTHER SYSTEMS

In the United Kingdom, despite some favourable comments on the system, the permanent list is far from being an ideal solution. We can see this if we examine the timetable involved. The list is reviewed each year and comes into force on February 16 for a period of one year and serves for all elections, national elections and council elections, ordered during that period. Thus, if an election is held in January many people are deprived of their voting rights in the sense that the list has gone stale in the meantime. The same system exists in France, where the list comes into force on the last day of February for one year.

Perhaps the best system of continuous electoral rolls is that existing in Australia, where, in addition to an annual revision, there is compulsory registration and where changes may be made to the list until the day an election is called, which is usually about 30 days before voting day. According to Mr. Castonguay, even though it is mandatory in Australia to register within 21 days following arrival at a new residence, 3 per cent to 5 per cent of the electors ignore this responsibility. Thus, if an election is held six months after the annual revision is completed, the list in Australia really is not up to date, and it probably would be worse in Canada because of the very great mobility of our population.

With our present system, that is to say, a specific enumeration for each campaign, the list is prepared only seven weeks before election day and there is provision for revisions on the nineteenth, eighteenth and seventeenth days before polling day; and in rural polling divisions an elector may vote, even if he is not on the list, by use of the vouching procedure. Apart from the question of the accuracy of a list, it would be very costly to establish a system like the Australian system. Mr. Castonguay, in his evidence before the Standing Committee on Privileges and Elections, stated that "to establish the Australian system in Canada, it would easily take a minimum of \$1 per elector per year".

With 13 million electors it would cost at least \$13 million a year, as opposed to the expenditure, on an average in every three or four years under our present system, of approximately \$7 million to prepare the electoral list. Our system is certainly not perfect but it does offer the advantage that it permits the preparation of lists which are more up to date than those of any of the systems having continuous electoral rolls and at a lesser cost.

My final point on this is a reference to a comment made by a disinterested foreign observer, Mr. Richard Scammon, director of the Election Research Centre at the Government Affairs Institute in Washington, D.C., who appeared last year before the Ontario Committee on Election Laws. He was chairman of the President's Commission on Registration and Voter Participation, established by the late President Kennedy. Mr. Scammon stated before the Ontario select committee:

"When we were doing our work for President Kennedy five years ago, we had some occasion to look at the Canadian system. Quite frankly, I must confess, I think it is better than ours. I say this, not in the sense of flattery, but simply because the main purpose of any election system, registration of voters, must be to make the task of registration as simple as possible for the non-committed electorate...."

VOTERS WHO ARE LEFT OFF LIST

The second of the questions or criticisms to which I refer is why so many people have been left off the voting list....The real problem is that in the relatively short time available for enumeration (as I have already noted, some people even feel that time is too long) it is almost impossible for even the most intrepid team of enumerators to make certain, by personal visitation, that every eligible voter in an urban poll is on the electoral list.

I do not hesitate to say that in some cases the reason for an eligible voter being left off the list, in my experience, is his general indifference to the question until it is too late for him to be added under the revision system. I think a great many more are left off, not by indifference or intention but merely because of the basic difficulty in a relatively limited number of visits of contacting people who, by pure accident, might not be at their residence at the time of the call....

What seems to me, therefore, to be the best compromise under the circumstances is to remain with our present system of enumeration and revision and to seek through more extensive publicity by the Chief Electoral Officer and his appointees, through the public media at the relevant times - that is, at enumeration and during the revision period - to bring to the attention of electors the procedures followed in preparing the voters' lists and the steps that they should take to ensure that their names are on them. I know that the Chief Electoral Officer has been giving some attention to these questions of further and better publicity of the procedure under the Act during an election.

PERSONS LIVING ABROAD

The third of the criticisms to which I have referred is one expressed by Canadians who, whether in the line of duty or by personal inclination, find themselves living abroad at the time of an election. The Elections Act has for many years conferred on all members of the Canadian Forces the right to vote in Canadian elections notwithstanding the fact that they are serving abroad. The suggestion has been made that there are many other Canadians living abroad, whether in the line of duty or by inclination, who have not had the right to vote. These would include employees of provincial governments, employees of international agencies such as the United Nations, missionaries, people working voluntarily abroad such as CUSO volunteers, employees of Canadian firms

FEATHERED FRIENDS FOR SINGAPORE

Twenty Canadian geese and ducks set out last month on a flight half-way round the world to Singapore. They didn't, however, make this migration under their own power but were flown by Air Canada and British Overseas Airways to the Southeast Asian metropolis, where Prime Minister Trudeau, during his tour of the Pacific and the Far East, presented the birds to the Jurong Bird Park.

An informal request for Canadian birds for the new park was made to Mr. Jean-Luc Pepin, Minister of Industry, Trade and Commerce, by Singapore's Minister of Foreign Affairs when Mr. Pepin was visiting the city a year ago.

The bird park has been developed by the Jurong Town Corporation as part of an industrial estate. It has a huge walk-in aviary with a 100-foot waterfall, ponds and half a dozen large paddocks which will accommodate birds of the following orders: Passeriformes (perching birds); Piciformes (woodpeckers etc.); Anseriformes (ducks, geese, swans etc.); Gruiformes (cranes, rails etc.); Casuariformes (ostriches, emus, etc.); and Galiformes (pheasants, hoatzins etc.).



Canada Geese

The Canadian gift includes two pairs of Canada Geese, one pair of Lesser Snow Geese, one pair of Ross Geese and four pairs of Wood Ducks.

The birds were collected by the Canadian Wildlife Service of the Department of Indian Affairs and Northern Development and prepared for shipment by the Ontario Waterfowl Research Foundation in Guelph.

VISITS AND VISITORS

During May and the first week in June, Prime Minister Trudeau, the Secretary of State for External Affairs, Mr. Mitchell Sharp, Consumer and Corporate Affairs Minister Ron Basford, and Indian Affairs and Northern Development Minister Jean Chrétien visited various countries and Canada welcomed official visitors from Israel, France and Malaysia.

On a tour of the Pacific and the Far East, Mr. Trudeau visited New Zealand, Australia, Malaysia and Singapore before spending five days in Japan, where he visited Expo 70 and took part in the celebration of Canada's national day on May 27.

Mr. Sharp led the Canadian delegation to the annual spring meeting of NATO foreign ministers in Rome on May 26 and 27. He subsequently made official visits to Yugoslavia, Romania and Ireland.

Mr. Basford addressed a ministerial meeting of the Organization for Economic Co-operation and Development in Paris on May 21, stressing the need for international co-operation on policies to cope with problems posed by multinational corporations.

Mr. Chrétien was in Washington from May 26 to 29, where he met with Mr. Walter J. Hickel, Secretary of the Interior, and a number of other representatives of the United States Government. Accompanied by Mr. H.B. Robinson, his Deputy Minister, and other officials, Mr. Chrétien discussed environmental-quality control, the management of natural resources, conservation of wildlife, Indian affairs, northern affairs and national parks.

OTTAWA GUESTS

Foreign Minister Abba Eban of Israel visited Ottawa from May 13 to 15 and had two sessions of conversation with the Secretary of State for External Affairs. Mr. Eban explained his Government's assessment of the current situation in the Middle East and discussions also dwelt on such questions as the proposed civil air agreement between Canada and Israel.

Mr. André Fanton, Secretary of State to the Minister of State for National Defence of the French Republic, visited Canada from May 27 to 30. He had discussions in Ottawa with Mr. Léo Cadieux, Minister of National Defence, and members of the defence

staff and visited the Canadian Forces Base at North Bay, Ontario, the Nuclear Power Generating Station at Pickering, Ontario, the Collège Militaire Royal at Saint-Jean, Quebec, and Fort Louisbourg, Nova Scotia.

Malaysia's Permanent Secretary for Defence, Mr. Enche A.B. Samad Noor, accompanied by five senior defence officials, visited Canada from May 24 to June 5.

In Ottawa the group met with Mr. Elgin B. Armstrong, Deputy Minister of National Defence, Chief of Defence Staff, General F.R. Sharp and other senior defence officials.

They held meetings with officials of the Department of Industry, Trade and Commerce and the Department of External Affairs and toured defence facilities and industrial plants in Toronto and Montreal, Quebec City, Trenton and Borden.

CANADIAN FORCES SUPPORT STAFF BADGES

Doctors, lawyers, chaplains and dentists in the Canadian Forces have been authorized new cap and lapel badges.

Medical services will wear an oval-shaped badge with gold maple-leaves surrounding the serpent-entwined Rod of Aesculapius surmounted by the Royal Crown. The Rod of Aesculapius signifies the power of healing.



The legal officers' badge contains a blunt Sword of Mercy and the Royal Crown of St. Edward above the inscription *Fiat Justitia* (Let Justice Be Done).

Chaplains will wear a purple oval within a wreath of maple-leaves with the Latin cross beneath the Crown. The Latin cross denotes Christianity.

The dental services' badge is the Greek symbol Delta, signifying dentistry, The Rod of Aesculapius and a "Crusader" sword, emblematic of healing and the military aspects of the dental services.

These new badges, designed to be worn with a new green uniform, will be issued later this year.

LARGE-SCALE MINERAL PROSPECTING

Mr. Jean Chrétien, Minister of Indian Affairs and Northern Development, has announced that mineral exploration rights on 54 prospecting permit areas, covering 8.7 million acres in the Northwest Territories, have been granted this year by his Department under the authority of the Canada Mining Regulations. The permits which are issued annually are effective April 1 and are valid for three years.

The permits granted this year, together with a large number granted in 1969, reflect a new interest by mining and oil companies in a search for minerals in the Melville Peninsula and the central Keewatin region of the Northwest Territories and the Arctic islands. In particular, the companies are searching for base metals and uranium.

Prospecting permits are granted to encourage large-scale and well-planned reconnaissance exploration of remote areas on a basis of guaranteed work performance.

Mining and oil companies to whom the permits have been granted will spend a minimum of \$870,000 in first year explorations.

Mr. Chrétien said he was confident that exploration activity in 1970 could lead to major developments in these areas. New advances in transportation technology, he said, would soon make the mineral wealth of Canada's Arctic more accessible to world markets.

THEOLOGY SCHOOLS MERGE

"The most dramatic new clustering development in the last year" — that is the description by the American Association of Theological Schools of the first experiment in co-operative theological education in Canada, finishing its first year in Toronto.

Seven institutions, three Catholic, two Anglican and two Protestant, have collaborated under the name of the Toronto School of Theology, and, although each college maintains its identity and grants its own degrees, all courses in all colleges are open to students from all the other colleges.

The institutions involved are St. Michael's College, St. Augustine's College, and Regis College, Catholic; Trinity College and Wycliffe College, Anglican; Emmanuel College, United; Knox College, Presbyterian.

The Registrar, Father Hochban says he believes it is the only such "cluster" that has a common timetable. A single timetable, followed by all the colleges, was not too difficult to set up, he said, because five of the institutions are very close to one another on the University of Toronto campus. Next year the Divinity School at McMaster University is going to participate in a small way.

Father Hochban says the results from the first year have been astonishing — everybody connected with the experiment has found it excellent.

SALE TO EUROPEAN AIR COMPANIES

CAE Industries Ltd. of Montreal, has announced that its wholly-owned subsidiary, CAE Electronics Ltd., has won contracts from two major European airlines, Swissair and KLM-Royal Dutch Airlines, for two DC-10 flight simulators valued at about \$6 million.

This is the fourth time both airlines have placed their orders for their flight-simulators with this company. Both operate DC-8 and DC-9 flight simulators developed and manufactured by CAE, and KLM, Swissair and SAS Scandinavian Airways Systems plan to share a Boeing 747 simulator now under construction in Montreal.

The two simulators for the "new generation" wide-bodied DC-10 tri-jet will feature the CAE six-degree motion system, providing roll, pitch, yaw, heave fore-and-aft and lateral movement, and CAE's unique instructor's facility. The units will be delivered in the summer of 1972.

With these latest orders, CAE is now participating in the flight-simulator programs for all three types of new wide-bodied commercial jet aircraft currently in production or under development - the Boeing 747, the Lockheed 1011 Tri-Star and the McDonnell-Douglas DC-10.

The first airline to order a Boeing 747 flight simulator was British Overseas Airways Corporation, which chose CAE as its supplier. The simulator was delivered from Montreal to London last February, and went into full operation just seven weeks later. Other CAE customers for Boeing 747 simulators are Air Canada, Air India, and the airline consortium of KLM, Swissair and SAS, while CAE's L-1011 Tri-Star customers to date are Air Canada and the Lockheed-California Company.

MILITARY MUSEUMS MEET

The third annual meeting of the Organization of Military Museums of Canada was held at the Canadian War Museum, Ottawa and the Royal Military College, Kingston, last month.

More than 50 delegates from Canada and the United States discussed such problems as the reorganization of museums belonging to corps and regiments either recently disbanded or about to be. Seminars and workshops dealt with collection and display problems.

Speakers included J.B. Jarrett, a retired U.S. Army colonel and an international expert on weapons and armour. Mr. Jarrett is the former director of the Aberdeen Museum in Maryland. Richard Huyda, of the Public Archives of Canada, discussed the acquisition, preservation and display of photographic material and J.A. Swettenham, senior military historian with the Canadian War Museum, spoke on the contribution of General A.G.L. McNaughton to Canada. Delegates toured military and civic museums in the Kingston area.

The OMMC was founded in 1968 after a preliminary conference the previous year underlined the need for co-ordination and mutual assistance among military museums in Canada.

STAMP COLLECTORS SHOW IN MONTREAL

TOPEX 70, the twenty-first annual convention and exhibition of the American Topical Association, will be held in Montreal from June 19 to 21, the first time the event has been held outside the United States.

Postmaster-General Eric Kierans will take part in the opening ceremonies of the show, which will be the largest international philatelic exhibition ever held in Canada. Mr. Kierans will also be an honorary patron.

Because the date of issue of the Louis Riel stamp coincides with the opening of TOPEX 70, collectors attending the show on June 19 will be able to benefit from a special service on that day. Addressed covers bearing the Louis Riel stamp can be left in a special mail-receiver and, after the show closes, they will be taken to Ottawa to receive the official first day-of-issue cancellation.

Many artifacts that belong to the history of Canadian stamps will be on display at the Canada Post Office exhibit.

The American Topical Association, which was organized in 1949, is a non-profit educational society whose membership includes nearly 10,000 collectors in 87 countries.

FLOOD RELIEF TO ROMANIA

The Canadian Government is providing \$25,000 to assist victims of recent severe floods in Romania, Mr. Mitchell Sharp, Secretary of State for External Affairs, announced recently.

The funds, from the Canadian International Development Agency's International Emergency Relief appropriation, will be supplied through the Canadian Red Cross Society, which is also contributing \$18,143 from its own resources.

The floods were caused by torrential rains and the River Danube appears to have reached its highest crest since 1840. Most seriously affected areas are northwestern Transylvania and northern Moldavia. Though the numbers of casualties and those left homeless have not yet been assessed, it is known that some 40,000 houses in 324 localities were flooded.

The Canadian cash contribution will allow the League of Red Cross Societies to respond more readily to the special requirements of on-the-spot teams. There already are known shortages of relief supplies including such items as antibiotics, gamma globulin, various vaccines, medicaments, food and clothing.

CHANGES IN THE CANADA ELECTIONS ACT

(Continued from P. 2)

doing business abroad and, perhaps most particularly and most relevant to our immediate experience, members of the federal public service serving abroad including the Department of External Affairs, Industry, Trade and Commerce and Immigration. The conclusion of the committee on this point, which has been concurred in by the Government, is that for administrative reasons it should be possible to extend the franchise to members of the federal public service living abroad, but for the same reasons it would be difficult to extend it to the other categories I have mentioned.

As you know...we have a very tight system of control for electors living in Canada requiring, primarily, a personal visitation to determine whether a person is resident in the poll. It is felt that the same system of close control should be necessary to avoid a situation where, by accident or design, someone might appear on a voting list in more than one place. The basic problem with persons living abroad is that of keeping track of them. Through its records the Federal Government is able to keep track of its own employees - who is living where at a particular time, and particularly at election time - but it is very difficult to keep track of other categories I have mentioned.

I know this is a controversial question and I take it that it was ultimately decided in committee, as it was by the Government, on the basis of administrative difficulty rather than on the basis of principle. The decision of the committee, I take it, was that on the whole there could not be found an effective procedure for assuring that those other than members of the Armed Forces and Canadian public service employees living abroad would be able to vote without the risk of loss of effective control by the electoral system, and therefore no procedure has been developed to deal with these particular categories.

While I am referring to the special voting rules it might be appropriate to point out one change which was made by the committee and which has been concurred in by the Government. It arises out of the requests by Canadian Forces electors that the system be changed so that the late reporting of Canadian Forces votes, and in the case of the new rules of all the special voters, be overcome and that their votes be counted along with all others on election night. The feeling was that the late reporting of the service vote approximately a week after election night inclined to focus public attention on the party preference of this particular group of electors. This was changed so that the votes of those voting under the special voting rules can be counted with the results on election night. The date for nomination of candidates has been advanced from the fourteenth to the twenty-first day preceding voting day, so the Forces

electors and other special electors may vote from 14 to 9 days before the election....

In addition to the foregoing matter, the Government has incorporated a great many of the suggestions made by the committee, including the following among the major ones: First, to establish a system of proxy voting whereby fishermen, mariners, prospectors, students and permanently disabled persons may be able to vote at an election through a proxy appointed from among electors in the polling division. It is anticipated that this will add between 5,000 and 6,000 voters to the list or at least give the opportunity to 5,000 or 6,000 people, who otherwise would not have been able to do so to cast a ballot, to exercise their franchise.

REDUCTION OF VOTING AGE.

The second major change in the size of the electoral group as such is the reduction of the minimum voting age from 21 to 18 years. It has been estimated by the Chief Electoral Officer that this will add approximately one million electors to the electoral rolls. Thirdly, the bill adopts the recommendation of the committee that the right to vote be confined to Canadian citizens and to those British subjects who were qualified at the last general election campaign and who have remained ordinarily resident in Canada on a continuous basis....

REVISED BALLOTS

It has also been determined that a new form of ballot would be introduced - I gather that this is something the committee considered at length - which is intended to overcome some of the confusing aspects of the former ballot form which, at times, resulted in spoiled ballots. Also, in dealing with the question of spoiled ballots, which were a not insignificant factor in campaigns in the past, I may say that the stricter rules in the existing Elections Act will be relaxed with respect to the marking of ballots so that any mark on the ballot space may be accepted such as, for example, a check mark, a mark with a ball-point pen or a mark in any other way. They will be found acceptable and the ballot will not be spoiled so long as the mark is not so distinctive as to identify the elector....

ELIGIBILITY OF CANDIDATES

Another matter which I gather was considered in the committee and rejected was the suggestion that not only should the minimum age of a voter be set at 18 years but that the age of eligibility for being a candidate should be at the same level. The Government has concluded that if 18-year old citizens are to have the right of casting a vote at an election, they should equally have the right to stand for election after the usual nomination procedures have been followed. On that basis, the qualifications of a candidate have been stated as anyone qualified as an elector, which of course includes those who are 18 years old or more....