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ADMINISTRATIVE PROBLEMS IN THE NORTH

The following is part of a recent address by Mr. J.A. MacDonald, Deputy Minister of Indian Affairs and Northern Development, to the Chartered Institute of Secretaries:

...I am not certain that there is a "new North". I am not certain that the whole of Canada isn't in one sense becoming a new North. We have been saying for many years that we are a young country and now, just as we are thinking about it as a middle-aged one, Canada has changed.

The change is all about us. Social and technological changes are combining to create new dimensions for our country. Forces which for many years were overlooked have become powerful voices. Voices which once reached but a handful of people are now conveyed forcefully to all. I am not certain that it is a new North - I think it is a whole new scene.

And it is a "new scene" for many skilled and experienced administrators to find that they must take into account forces which were formerly muted and to which far too many institutions paid too little heed....

When we were discussing the impact of this "new scene" the other day, I was told that, in the eleventh century, the students at the University of Padua took over the school. They fired those they felt were not teaching assiduously, and I was told that eventually the staff reasserted the institution to its own satisfaction. My comment was that all this happened at only one university, whereas today such an event would have been televised, radio'd, written about and featured until every university in the land was busy duplicating the feat. What all this proves, I suspect, is that there may indeed be little new under the sun, but what there is gets a good deal more attention today and gets it much faster.

CONTENTS

Administrative Problems in the North	1
Dominion Archivist Retires	3
Aircraft Assembly Contract	3
Armed Forces Pay Hike	4
Fruit-Cooker Wins French Award	4
Yukon Hydro Survey	4
Fishermens' Insurance Ends	4
Consumer Price Index	4
Senator Martin in Africa	5
Enter the Turbos	5
Savings Bonds Sales Record	5
Lung Cancer Increases	5
Expenditures on Education	6
Medical Equipment Trade Mission	6

ADMINISTRATOR AND ADMINISTRATED

The rock upon which we build an organization must be, and must continue to be, the separation of the administrative function as distinct from that which is administered. Organizations are shaped to meet certain needs, but the basic conceptions of organization are, and must be, separate from the way in which they are applied. The organization will follow certain fundamental principles of human behaviour; for a senior public servant the programmes being administered will be intended to meet certain needs of the political organization which we call Canada. Just as there is a sociology of the totality of Canada, so there is a sociology of those affected by the programme and another sociology of the organization administering them. The wise administrator will take all these things into account. He will recognize that human factors and values are paramount if his end purpose is to be achieved. He will recognize that human factors and values will affect his operation from within as well as from outside.

The craft of administration is a means to achieve given ends. If those ends are in the field of human relations, then the wise administrator will use his craftsmanship to achieve and build sound personal relations between his staff and those affected. He

will ensure that policies and regulations are such that his staff can achieve the personal relations desired. If he fails in this, it is a personal failure, not a failure of the art in which he is trained.

EVALUATION OF BENEFITS

Those who supply the money for organizations will want some cost benefit returns. Because, in many fields of public administration, the benefits cannot be measured by the yardstick of dollars, the administrator is immediately posed with a problem. How does one evaluate the benefits of achievements in human relations? How does one put a price-tag on a better environment? What is the value of a national park? Of a visit to a park by a family which is brought closer together by an experience in the wilderness?

Some benefits can be weighed in the balance-scale of dollars and cents. One could say that, when a person has lived on welfare and is restored to productive employment, there is a tangible saving to the public purse of so many thousand, or so many tens of thousands of dollars over a period of a certain number of years. But what justification is necessary for restoring self-pride, independence and self-fulfillment and by doing so, giving back to a man his capacity to be a respected father to his children, a respected husband to his wife? There is no yardstick, just the plain and rather simple statement that it ought to be done.

The administrator will concern himself with how it is to be done. His expertise will be directed to devising administrative procedures which will permit programmes to operate to achieve ends in satisfactory ways. But there are alternative ways of achieving those ends, and it is the job of the professional to weigh the alternatives, to select from them the best compromise between administrative efficiency and the need to meet the human challenges of the task....

Effective administration calls for mature consideration of all the factors. It calls for the proper weight to be given to the needs and the solution must be tested against the imponderable human considerations before it is set in motion.

The public administrator makes his choices in a three-dimensional matrix. His policies for administration will be affected by the needs of the government and the administrative necessities modified by the needs of those affected directly by the programmes under consideration. The administrator will select his staff and organize to use their attributes. He will stress these elements which will modify his broad directives and he will anticipate at least some of the problems. This matrix calls for constant vigilance.

NEEDS IN THE NORTH

What qualities must the administrator bring to his considerations which will enable him to move with confidence through this matrix? He must have sound judgment more than any other quality....The administrator must struggle for a true perception or he is lost. The careful administrator will want to deal in realities, in true perceptions. He will want to consider the many factors and assess them as truly as

he can. In the North, the "new North", perception is not easy. It is not easy because only some of the elements of the North are new; others are old, older than Canada, older than Columbus's discoveries. Among the factors which affect administration in these circumstances are the cultural dislocations of a very ancient people now facing the impact of industrial age. The basic problems of climate, distance and the difficulty of communication in an area subject to electrical disturbances, weather bedevilled airports and limited ground facilities are obvious. The cultural dimension compounds all this.

There is a general agreement that the gap in living-standards must be closed. There is no agreement as to how this is to be done. The long and painful business of bringing families from acceptance of the feast or famine of an area where game was either plentiful or non-existent by turns, where home was an ice-house (igloos sound romantic but are pure hell as a family residence), where an ancient culture ceases to function because of the effect of changing technology.

Both the Indian and the Eskimo people are to a great extent the victims of technological change. To minimize the disturbance of the change requires a solid economic foundation, assistance in the acquisition of skills essential for those who would take part in the economy, and the care to see that needs are met at the right time. Now, obviously, no professional administrator can do other than see that provision is made to meet needs when the people identify them and ask for help. Such things cannot be thrust on people if programmes are to be effective....

The important decisions on policy are served by the no less important administrative decisions which ensure that policy is not frustrated. The administrator is a technical expert who is capable of making those decisions and who must bring to the decision-making process the correct perception. He must take a view which is neither clinical nor emotional, neither that of an optimist - he must be a realist, a realist about the problem, about those affected by the problem and about those who will carry out the administrative directives which will convert policy into action, and without which no progress could be made in any situation where large and complex resources must be brought to bear on difficult, intractable problems of great diversity.

To come back again to the main subject, I think we can fairly call it "the new North" because the North has changed. After many generations of isolation, the solitary activity of the police patrol, the missionary or the trader, we face today an emerging economy that may soon have boom proportions. The oil-and-gas industry, after Prudhoe Bay, seems to be confirmed as an industry of the North of great magnitude and importance. Metal mining is well launched although concentrated in the western Arctic. The potential in the Eastern Arctic, however, is just as great, although problems of access more difficult....

To see that the New North is developed for Canada as a whole and the native Northerner will be the responsibility of policy, the administrator and private industry operating there.

DOMINION ARCHIVIST RETIRES

After 20 years as Dominion Archivist, Dr. W. Kaye Lamb retired on November 20. His retirement marks for the Public Archives of Canada the end of a period that saw important changes brought about under his leadership.

Dr. Lamb had already a rich experience behind him when he was chosen by Prime Minister King in 1948, to be head of the Public Archives of Canada and to prepare the creation of the National Library.

A native of New Westminster, British Columbia, Dr. Lamb was appointed Provincial Librarian and Archivist of British Columbia in 1934 at the age of 30. In 1940, he had become Librarian of the University of B.C., where he had paid particular attention to its collections of *Canadiana*. He was also director of the *British Columbia Historical Quarterly*, which he had founded in 1937, and he had contributed to many other journals. He had also edited the three volumes of *The Letters of John McLoughlin* (1941-1944) for the Hudson's Bay Record Society.

On becoming Dominion Archivist, he singled out three areas in which a special effort was needed to enable the Archives to fulfill its obligations to government and historical research.

PUBLIC RECORD OFFICE

The first aim was to allow the Archives to function as a public record office, where all non-current government records of research value would be preserved, while useless material was disposed of in a methodical manner. This goal was attained with the assistance of the Public Records Committee and the Record Management Institute. In 1956, the Archives opened a Records Centre in Ottawa to serve all the departments of the capital region, to which regional centres were subsequently added. In the orderly selection or destruction of government records, a landmark was reached with the establishment of the Public Records Order of 1966, and it is expected that, by May 1969, all government records will be scheduled and their disposition provided for.

AIRCRAFT ASSEMBLY CONTRACT

Northwest Industries Limited of Edmonton has been chosen by Lockheed-California Company of Burbank, California, to build major structural assemblies worth up to \$25 million for the Lockheed L-1011 jetliner.

An agreement under which Northwest Industries will develop and fabricate the nose landing-gear doors of the aircraft, and several large air-frame components was announced jointly at a recent conference by C. Douglas Reekie, president of CAE Industries Ltd., parent firm of NWI, and Daniel J. Haughton, chairman of the board of Lockheed Aircraft Corporation.

The second object was to acquire all the significant material of non-government origin dealing with Canadian history – notably for the period after 1867 – for which the resources of the Archives were rather scanty in 1948. During Dr. Lamb's administration, the papers of political figures and of other distinguished Canadians, and records of cultural and commercial societies were accessioned. The papers of prime ministers alone, which are now deposited in the Archives, amount to nearly five million pages. Dr. Lamb also obtained the papers of French and British administrators of commercial or religious societies. Outstanding examples of these are the Hudson's Bay Company records, the Lévis Collection, and the papers of all Governors General from 1867 to 1914.

One of Dr. Lamb's first actions as Dominion Archivist had been to obtain permission to microfilm, in public institutions in London and Paris, large series of documents vital to the history of Canada – a method of copying much cheaper and more accurate than the hand-copying until then in use.

Great strides were also made in the enrichment of the resources of the Map and Picture Divisions and of the Library, including the beginning of a collection of sound-recordings. The Public Archives, because of Dr. Lamb's work, is much closer to its aim of possessing the most complete documentation possible of Canadian history.

CATALOGUING

The third major aim of Dr. Lamb's programme was the cataloguing of the complete holdings of the Archives. All holdings are now catalogued and covered by "preliminary inventories", of which a significant part have been published, and others are nearly ready for publication. In addition, under the sponsorship of Dr. Lamb, a *Union List of Manuscripts in Canadian Repositories* has just been issued, which permits the quick location of collections, not only in the Public Archives but in over 100 Canadian institutions.

A similar announcement was made in Edmonton by E.L. Bunnell, president of Northwest Industries.

Mr. Reekie said that the value of the agreement to NWI "could rise as high as \$25 million, based on 350 ship sets and spares".

In addition to the nose wheel-doors, NWI will build floor support sections, below-floor bulkheads and the air-conditioning plenum chamber and riser ducts.

Mr. Haughton noted that the agreement with NWI was the second recent award of L-1011 work in Canada. A few days before this announcement, CAE had announced its selection by Lockheed to build a flight-simulator for the L-1011.

ARMED FORCES PAY HIKE

Mr. Leo Cadieux, Minister of National Defence, recently announced that pay increases for members of the regular and reserve Armed Forces had been authorized by the Treasury Board. The increases, which average 6.5 per cent, are retroactive to October 1.

Besides the pay increases, a revised system of allowances has been authorized for members of the Forces whose duties include such hazardous activities as parachuting and deep-sea diving.

The raise means an extra \$52 a month for a chief warrant officer and \$10 a month for a private undergoing basic training. A colonel receives a monthly raise of \$97 and a lieutenant \$30.

The Minister also announced that the Government would shortly propose an amendment to the Canadian Forces Superannuation Act, which would increase the regular pension contributions made by both the Government and members of the Forces. Under the proposed amendment, the contribution of members of the Forces would go up from 6 to 6.5 per cent, the rate now paid by male employees in the civilian public service. The decision to seek changes in the rate of contributions was based on a recent actuarial report indicating a need for such changes.

SERVICE PAY STUDY

The Treasury Board has directed that a thorough study of military pay rates be completed by October 1969. This will be a joint study under the direction of a small group of officials from the Treasury Board and the Department of National Defence, including a senior military officer. The purpose will be to assess the results of the substantial changes made in the military pay structure in 1966 and the relation between military pay rates and those applying to civilian occupations.

FRUIT-COOKER WINS FRENCH AWARD

The federal Department of Agriculture (CDA) won the top prize at a recent international competition for the invention of food-processing techniques and machines. The award was presented by the *Revue de l'Industrie Alimentaire*, a magazine that is joint sponsor of the Paris competition.

The winning invention, a Rolltherm cooker, was developed by John Kitson, a scientist at the Agriculture Department's research station at Summerland, British Columbia. It is the first time the CDA has won a prize at the competition and, as far as departmental officials can determine, the first time a Canadian invention has placed first.

Some of the advantages of the Rolltherm cooker are that the fruit it processes has better flavour, clearer syrup and firmer flesh; the process takes about a quarter of the time taken by other machines; and the Rolltherm is cheaper than the larger, imported automatic cookers now used in Canada.

Of the four categories at the Paris competition, two were restricted to French competitors and two

were open to entries from all countries.

The international competitions were for new food products and for new materials or processes for the food industry. Mr. Kitson's entry won the latter competition.

YUKON HYDRO SURVEY

Mr. Jean Chrétien, the Minister of Indian Affairs and Northern Development, announced recently that a report surveying the potential water-power of rivers in the central Yukon had been completed.

The survey, made over an eight-month period, involved a preliminary investigation of 43 potential hydroelectric power sites in the Yukon, at each of which an estimate was made of energy costs as well as recommendations as to the sites most favourable for future development to meet the power needs of the territory during the next decade.

FISHERMENS' INSURANCE ENDS

Immediate discontinuance of an experimental low-cost federal insurance plan to fishermen, which gave them coverage for loss of their fixed fishing-gear such as weirs, fish-traps, working and storage-buildings and equipment stored in them, was announced recently by federal Fisheries Minister Jack Davis. He said the reason for abandoning the plan was poor participation by fishermen.

The Fixed Fishing Gear and Shore Installations Indemnity Regulation, which became effective on a trial basis in most provinces on February 1, 1966, was designed to be self-supporting. Since its inception, however, losses have been greater than expected and the plan has been running at a deficit.

During the 1967-68 period, fishermen in the provinces covered by the plan purchased 350 policies for a total insured value of \$718,295, Newfoundland and Nova Scotia being the provinces where the largest number of policies were taken out. In the same period, total claims paid out amounted to \$26,313. Total of premiums collected was \$7,089.

All existing policies will be honoured, but there will be no renewals after they have expired.

CONSUMER PRICE INDEX

The consumer price index (1949-100) for Canada rose by 0.3 per cent to 156.8 in October from 156.4 in September. The October 1968 index was 4.2 per cent above its corresponding level of 150.5 in October 1967. Four of the seven main component indexes moved up since the preceding month, led by a 1.2 per cent advance in the clothing index and increases of 0.4 per cent in the housing and in the health-and-personal care components. By contrast, the food and the transportation indexes each declined by 0.4 per cent. An increase in professional fees moved the health-and-personal care component up slightly, while the tobacco and alcohol index remained unchanged from that of the previous month.

SENATOR MARTIN IN AFRICA

Senator Paul Martin represented the Government of Canada in Butare, Rwanda, on December 7 and 8, during the celebrations marking the fifth anniversary of the founding of Université nationale du Rwanda. Canada played an essential role in the creation of this institution and continues to co-operate in its operation. Canadian interest was emphasized in June 1967 by the signing of a five-year agreement determining the contributions of both countries; that of Canada could amount to \$750,000 a year. Université du Rwanda has a majority of Canadian teachers; the Rector, Most Reverend Georges-Henri Lévesque, o.p., is a Canadian. This is one of the most successful accomplishments in which Canada has participated in the field of international co-operation.

During his trip, which began on November 27 and will end on December 15, Mr. Martin is also visiting the Democratic Republic of Congo (Kinshasa), Ivory Coast, Niger and Senegal. He is taking this opportunity to discuss matters of mutual interest with leaders of these countries. This visit emphasizes the interest taken by the Government of Canada in developing its relations with French-speaking countries.

ENTER THE TURBOS

The Canadian National Railway's new passenger-trains, built of aluminum and powered by gas-turbine engines, will soon be whisking passengers, quietly and comfortably, over the 335-mile Montreal-Toronto run in under four hours.

Initially, Canadian National will operate five turbo-trains of seven cars each, consisting of a power-dome car at each end and five passenger-cars. They may be operated in tandem sets of 14 cars, keeping the fifth seven-car set as a spare.

The sleek, aluminum-covered *Turbos*, designed by United Aircraft Corporation, are powered by aircraft-type gas-turbine engines built by United Aircraft of Canada Limited. The ST 6 gas-turbine engines, can draw up to 400 horsepower in a train, yet they measure only 62 inches in length and 19 inches in diameter. Single trains will have four turbine engines, two in each dome car, providing a top-speed potential of 120 m.p.h. Because of existing speed-limits on the run, however, the trains will be restricted to a top speed of 95 m.p.h. Even with this limitation, the *Turbos* can reduce substantially the running time between Toronto and Montreal because of their superior braking, and cornering abilities.

UNUSUAL SUSPENSION

One of the most important design features of the *Turbo* is its unique suspension system. Conventional suspension systems, which support the car from underneath, cannot prevent passengers being tipped to the outside of a curve taken by the train at high speeds. The *Turbo's* system, however, supports the car from above, providing a pendulous action that makes the car's body bank inward on curves. This, coupled with a centre of gravity only 40 inches above the rails,

provides more comfort under all speed and track conditions, especially on curves. *Turbos* will be able to take curves up to 30 percent faster than conventional trains, thereby making use of the extra speed available from their lightweight aluminum construction.

The trains are built by MLW-Worthington Ltd., of Montreal, using aluminum made by the Aluminum Company of Canada.

SAVINGS BONDS SALES RECORD

Mr. E.J. Benson, Minister of Finance, has announced that the new issue of Canada Savings Bonds has received a record response, with receipts well over \$3,125 million. As expected, this total includes a heavy volume of conversions as holders of bonds in earlier series exchanged them for the attractive new series. Net purchases from October 1 total \$918 million.

Most of the November cash receipts connected with the new series have now been received. After allowing for redemptions of previous series which remain to be processed through the rest of the month, net cash receipts from October 1 to November 30 are expected to be at a record level. Last year, net cash receipts in this two-month period equalled \$612 million and in 1966, \$750 million.

LUNG CANCER INCREASES

The death-rate from lung cancer in Canada increased 10 per cent during 1966 and 1967, the Minister of National Health and Welfare, Mr. John Munro, reported recently. The disease caused 4,318 deaths in 1967, compared to 3,844 in 1966. Of the victims, 3,700 were men and 618 women. The rate for 100,000 population, statistically standardized to the 1961 census population to allow comparison, was up for men from 32.9 in 1966 to 36.3 in 1967. For women the increase was from 5.3 to 5.8.

Lung cancer is now the leading cause of death from cancer in Canada for men and for men and women combined. Twenty-four per cent of male cancer deaths and 5 per cent of female cancer deaths were due to this decrease in 1967.

CIGARETTE CHIEF CULPRIT

"The tragedy," said Mr. Munro, "is that so many lung cancer deaths are preventable. Most are attributable to cigarette-smoking. Obviously the best prevention is for a person to never start the habit. However, it usually takes many years of exposure to cigarette smoke before lung cancer develops. As long as the disease is not already present, on discontinuance of smoking the risk of its development gradually decreases until it approaches that of a non-smoker. The risk of other cigarette-smoking diseases - chronic bronchitis, emphysema and coronary heart disease - also decreases when the habit is dropped.

"...There is, unfortunately, a time lag between changes in smoking practices and mortality from related diseases. Favourable changes in the former are not immediately reflected in the statistics. However, the benefits of discontinuing smoking are already indicated by the experience of British doctors, a large number of whom have stopped. Between the periods 1954-57 and 1962-64, the doctors' lung cancer death rate decreased 30 per cent, while that of the British male population increased 25 per cent.

"If this year's downward trend of Canada's cigarette consumption continues it is reasonable to expect that it will eventually be reflected in encouraging statistics."

EXPENDITURES ON EDUCATION

Data on expenditures for education in Canada during the past three years, with the sources of funds, have been compiled by the Finance Section of the Dominion Bureau of Statistics Education Division and will appear in *Preliminary Statistics of Education (1967-68)*, which is expected to be available for distribution later this year. Municipal and provincial expenditures in 1966 are based on budgets or estimates of all municipalities and provincial and territorial governments. Those for 1967 are based on provincial estimates for 1967-68 and on a representative sample of municipal corporations, suitably increased to determine total municipal expenditures on education in each province and territory.

Federal expenditures for 1966 (1966-67 fiscal year) are actual expenditures of about 60 federal departments, agencies and Crown corporations spending

money on education. The 1967 and 1968 expenditures represent forecasts and estimates made by the same federal departments and agencies for the fiscal years 1967-68 and 1968-69. Only direct federal expenditures on education are included in these amounts. Federal financial assistance to the provinces for post-secondary education is excluded, as not representing actual educational expenditures. This assistance, in the form of transfers of certain percentages of income tax revenue and necessary cash payments, is estimated to total \$400.6 million and \$502.3 million in 1967 and 1968 respectively.

MEDICAL EQUIPMENT TRADE MISSION

Six Canadian businessmen recently returned from a trade mission to New Zealand, Australia and South Africa. The Canadian Medical and Scientific Equipment Mission was sponsored jointly by the federal Department of Trade and Commerce and the participants.

The members of the mission informed medical and scientific groups, educators and hospital and research institute staffs in the countries they visited of Canada's design and manufacturing capabilities in this field. They also demonstrated unique and technologically-advanced Canadian products.

Marketing arrangements were discussed with government officials, importers, wholesalers and distributors, and the possibilities of joint ventures and licensing arrangements were investigated.

The mission visited Auckland and Wellington in New Zealand, Melbourne and Sydney in Australia and Johannesburg and Cape Town in South Africa.