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Canada. Parl. Joint Comm.on  
National Flag, 1945.  
Joint Committee of the  
Senate and House of Commons.

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SESSION 1945



JOINT COMMITTEE OF THE SENATE AND  
HOUSE OF COMMONS

Appointed to Consider and Report Upon  
a Suitable Design for a Distinctive

NATIONAL FLAG  
FOR CANADA

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MINUTES OF PROCEEDINGS AND EVIDENCE

No. 1  
including Final Report

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TUESDAY, NOVEMBER 27, 1945  
TUESDAY, DECEMBER 4, 1945

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WITNESS:

Colonel A. F. Duguid, D.S.O., Army Historian, Department of  
National Defence (Army)

OTTAWA  
EDMOND CLOUTIER  
PRINTER TO THE KING'S MOST EXCELLENT MAJESTY  
1945

MEMBERS OF THE COMMITTEE FOR THE SENATE

Honourable Senator NORMAN P. LAMBERT, *Chairman*,

and Honourable Senators:

Aseltine, W. M.

David, L. A.

Davies, W. R.

Gershaw, F. W.

Gouin, L. M.

Howden, J. P.

Johnston, J. F.

Léger, A. J.

Quinn, F. P.

Robinson, B.

White, G. V. (C.B.E.)

MEMBERS OF THE COMMITTEE FOR THE HOUSE OF COMMONS

Mr. W. E. HARRIS, M.P., *Chairman*,

and Messrs:

Beaudoin, L. R.

Blanchette, J. A.

Castleden, G. H.

Emmerson, H. R.

Gingues, M.

Gladstone, R. W.

Hackett, J. T.

Hansell, E. G.

Herridge, H. W.

LaCroix, W.

Lafontaine, J.

Macdonnell, J. M.

MacNicol, J. R.

Martin, Hon. Paul

Matthews, J. E.

McCulloch, H. B.

McIvor, D.

Reid, T.

Smith, A. L.

Stanfield, F. T.

Stirling, Hon. G.

Thatcher, H. R.

Warren, R. M.

Zaplitny, F.

ANTOINE CHASSÉ,

*Clerk of the Joint Committee*



## ORDERS OF REFERENCE OF SENATE

WEDNESDAY, November 21, 1945.

*Ordered*, That in the opinion of the Senate it is expedient that Canada possess a distinctive national flag.

That the Senate do unite with the House of Commons in the appointment of a Joint Committee of both Houses to consider and report upon a suitable design for such a flag.

That the Honourable Senators David, Davies, Gershaw, Gouin, Howden, Johnston, Lambert, Léger, McRae, Quinn, Robinson and White be appointed to act on behalf of the Senate as members of the Joint Committee.

That the said Committee have power to send for persons, papers and records.

That a Message be sent to the House of Commons to inform that House accordingly.

*Attest.*

L. C. MOYER,  
*Clerk of the Senate.*

TUESDAY, November 27, 1945.

*Ordered*.—1. That the quorum of the Senate section of the Joint Committee be reduced to five members.

2. That authority be granted to the Senate section of the Joint Committee to sit during sittings of the Senate.

*Attest.*

L. C. MOYER,  
*Clerk of the Senate.*

## ORDERS OF REFERENCE OF HOUSE OF COMMONS

WEDNESDAY, November 14, 1945.

*Resolved*,—That in the opinion of this House, it is expedient that Canada possess a distinctive national flag and that a joint committee of the Senate and the House of Commons be appointed to consider and report upon a suitable design for such a flag;

That Standing Order 65 of the House of Commons be suspended in relation thereto;

That the said Committee have power to send for persons, papers and records to aid in the discharge of its functions; and

That a Message be sent to the Senate to inform their Honours that the House of Commons has appointed this Committee and to request their Honours to appoint members of the Senate to act thereon with the members of the House of Commons as a joint committee of both Houses.

*Attest.*

ARTHUR BEAUCHESNE,  
*Clerk of the House.*

MONDAY, November 19, 1945.

*Ordered*, That Messrs. Beaudoin, Blanchette, Castleden, Emmerson, Gingues Gladstone, Hackett, Hansell, Harris, (*Grey-Bruce*), Herridge, LaCroix, Lafontaine, Macdonnell (*Muskoka-Ontario*), MacNicol, Martin, Matthews (*Brandon*), McCulloch (*Pictou*), McIvor, Reid, Smith (*Calgary West*), Stanfield, Stirling, Thatcher, Warren, Zaplitny, be appointed to act as members of the Joint Committee of both Houses to consider and report upon a suitable design for a distinctive national flag.

That a Message be sent to the Senate to inform Their Honours that the House of Commons has appointed this Committee and to request Their Honours to appoint members of the Senate to act thereon with the members of the House of Commons as a Joint Committee of both Houses.

*Attest.*

ARTHUR BEAUCHESNE,  
*Clerk of the House.*

TUESDAY, November 27, 1945.

*Ordered*,—That the said Committee be authorized to print from day to day, 1000 copies in English and 400 copies in French of its minutes of proceedings and evidence, and that Standing Order 64 be suspended in relation thereto.

*Ordered*,—That the quorum of the House of Commons section of the Joint Committee be reduced from 13 to 10

*Ordered*,—That authority be granted to the House of Commons Section of the Joint Committee to sit while the House is sitting.

*Attest.*

ARTHUR BEAUCHESNE,  
*Clerk of the House.*

## REPORT TO THE SENATE

TUESDAY, November 27, 1945.

The Joint Committee of the Senate and the House of Commons appointed to consider and report upon a suitable design for a distinctive national flag, beg leave to make their first report as follows:

Your Committee recommend:—

1. That the quorum of the Senate section of the Joint Committee be reduced to five members.

2. That authority be granted to the Senate section of the Joint Committee to sit during sittings of the Senate.

All which is respectfully submitted.

N. P. LAMBERT,  
*Chairman.*

*The said Report was adopted on this date.*

## REPORT TO THE HOUSE

TUESDAY, November 27, 1945.

The Special Committee of the Senate and the House of Commons appointed to consider and report upon a suitable design for a distinctive national flag, beg leave to present the following as a

## FIRST REPORT

Your Committee recommend:—

1. That it be authorized to print from day to day, 1,000 copies in English and 400 copies in French of its minutes of proceedings and evidence, and that Standing Order 64 be suspended in relation thereto;

2. That the quorum of the House of Commons section of the Joint Committee be reduced from 13 to 10 members;

3. That authority be granted to the House of Commons section of the Joint Committee to sit while the House is sitting.

All of which is respectfully submitted.

W. E. HARRIS,  
*Chairman.*

*Concurred in November 27, 1945.*

## FINAL REPORT

WEDNESDAY, December 5, 1945.

The Joint Committee of the Senate and the House of Commons appointed to consider and report upon a suitable design for a distinctive national flag, begs leave to present the following as a

## SECOND AND FINAL REPORT

Your Committee has held two meetings in the course of which the question of a suitable design for a distinctive national flag, in accordance with the Order of Reference of the Senate of 21st November, 1945, and the Order of Reference of the House of Commons of 14th November, 1945, was carefully considered.

A considerable number of communications in various forms, such as proposals of designs, resolutions, suggestions, letters, were deposited with the Committee.

Colonel A. F. Duguid, D.S.O., Army Historian of the Department of National Defence (Army) was heard, and this witness delivered an address on the technical and historical aspects of the question under study.

Your Committee feel unable to formulate a specific recommendation in the time at their disposal.

Therefore, your Committee recommend that a similar Joint Committee be set up to continue the study of the question during the next session of parliament.

Your Committee further recommend that during recess of Parliament, some officials be appointed who would be charged with the classification of all the material which was deposited with the present Committee or which might be received in the interval by the Government, so that such material can be presented in an orderly way before the Joint Committee appointed at the next session and thus assist the said Committee in their labours.

A copy of the printed evidence taken is tabled herewith.

All of which is respectfully submitted.

N. P. LAMBERT,  
*Chairman, Senate Section.*

W. E. HARRIS,  
*Chairman, House of Commons Section.*

## MINUTES OF PROCEEDINGS

TUESDAY, 27th November 1945.

The Joint Committee of the Senate and the House of Commons, appointed to consider and report upon a suitable design for a distinctive national flag for Canada, met this day at 10 o'clock a.m.

### *Present:*

*The Senate:* Honourable Senators: Aseltine, David, Gershaw, Howden, Johnston, Lambert, Léger, Quinn, Robinson.

*House of Commons:* Messrs. Beaudoin, Blanchette, Castleden, Emmerson, Gladstone, Hackett, Hansell, Harris (*Grey-Bruce*), Herridge, LaCroix, Lafontaine, Macdonnell, MacNicol, Martin, Matthews (*Brandon*), McCulloch (*Pictou*), McIvor, Reid, Smith (*Calgary West*), Stirling, Thatcher, Warren.

The Clerk of the Committee invited the pleasure of the members to nominate a Chairman for each section of the Senate and House of Commons of the Joint Committee.

Following is a verbatim report of the proceedings of the day.

The CLERK OF THE COMMITTEE: Gentlemen, the first item of business is to select Chairmen. There must be one chairman for the Senate section of the committee and another chairman for the House of Commons section of the committee.

Hon. Mr. ASELTINE: I move that Senator Lambert be the chairman of the Senate section of this joint committee.

Hon. Mr. HOWDEN: I second that nomination.

Hon. Paul MARTIN: I propose that Mr. Walter Harris of Grey-Bruce be the representative of the House of Commons and chairman of the House of Commons section of this joint committee.

Mr. WARREN: I second that nomination.

The CLERK OF THE COMMITTEE: Are there any other nominations?

It is moved by Senator Aseltine and seconded by Senator Howden that Senator Lambert be appointed chairman of the Senate section of this joint committee. All those in favour? Opposed?

(Carried).

It is further moved by Hon. Mr. Martin that Mr. Walter Harris (*Grey-Bruce*) be elected as chairman of the House of Commons section of the joint committee and the nomination has been seconded by Mr. Warren. All those in favour? Contrary minded?

(Carried).

I shall respectfully ask the two elected chairmen to take their places.

Hon. Mr. MARTIN: Messrs. Chairmen: May I propose that, as we have two chairmen, representing the two Houses, that the arrangement be that, today Mr. Harris act as chairman, and at the next meeting, Senator Lambert act as chairman, and so on until the committee meetings are concluded.

(Carried).

Mr. Harris took the chair.

The CHAIRMAN: (Mr. Harris): I thank you for choosing me as Chairman of the House of Commons section of this joint committee. It is an honour to serve on the Canadian Flag Committee and I am glad to carry on with the work. I am also glad that you chose Senator Lambert because his parliamentary experience will make up for my shortcomings in that respect. Now I think we should decide on a quorum for both sections of the committee. There are twenty-five and twelve on the committee. Could I have a motion from an honourable senator as to the quorum for the Senate section of the joint committee?

Hon. Mr. HOWDEN: I move that the Senate quorum be five.

Mr. STERLING: I move that the House of Commons quorum be ten.

The CHAIRMAN: (Mr. Harris): It has been moved by Senator Howden that the Senate quorum consist of five, and it has been moved by Mr. Stirling that the House of Commons quorum consist of ten. All in favour? Contrary minded?

(Carried).

The next business will be the question of printing. I presume it is the desire of the Committee that the records be printed and distributed.

Mr. REID: I would so move.

The CHAIRMAN: (Mr. Harris): The customary numbers I am informed, are five hundred in English and two hundred in French. Is that suitable, in view of the fact that this is a joint committee? All those in favour? Contrary minded?

(Carried).

Now I think we ought to have a motion asking leave of the Senate and of the House to sit while they are in session.

Mr. McIVOR: I move accordingly.

Mr. MACNICOL: Would it not be advisable for us to make up our minds as to how much we contemplate accomplishing in the next few days of the session?

The CHAIRMAN (Mr. Harris): I think we can tell you that in a moment.

Mr. MACNICOL: There is so much to be done in the House and our time is so little to do it. I think it is important that we all be in the House.

The CHAIRMAN (Mr. Harris): All those in favour? Contrary minded?

(Carried.)

Hon. Mr. MARTIN: Mr. Chairman, and gentlemen of the committee: the chairman has asked me just to make a brief statement. There is not very much at this stage I can say in the way of a suggestion; but I would simply like to remark that the office of the Secretary of State has received from various groups throughout the country, almost daily, all sorts of suggestions as to what flag should be adopted by this committee for recommendation to the House of Commons and to the Senate.

Of course, these designs are now all the property of the committee and it is proposed to turn them over to the committee at the earliest moment. I think it would be desirable to do so at the next meeting. This meeting was intended largely as an organization meeting.

Mr. MacNicol, of course, raises the important question as to the duties that lie ahead during the course of the present session. Quite obviously there will not be much chance of doing any work over a protracted period during this session. It may be, however, desirable that we should at least, this session—if I might suggest that—hold at least one formal meeting at which meeting some statement could be made by someone who has had a good deal of experience in regard to the designing of flags. The purpose of such a statement would be to serve as a frame work for our future deliberations. What I have in mind,

specifically, is to suggest to the committee that it might ask Colonel Duguid, who is the war historian and has had considerable experience in this kind of work, to come to the committee and make a preliminary statement which might be of some assistance to us. I make that suggestion to you, and at the same time I would make a brief statement setting forth some other views that might be complementary to those of Colonel Duguid.

I think that up to date—this is more or less accurate—that at the last counting there were something like six hundred and twelve designs that had come into my office. All those letters have been replied to, and the writers have been told that their proposals would be laid before the committee for their consideration. These designs come from all sorts of groups throughout the country, practically every section of the country being represented. A number of people have asked to be allowed to come before the committee when it is established. That correspondence will also be laid before the committee and it will be placed in the hands of the chairman or the secretary right away after the constitution of this meeting. So, I would propose, Mr. Chairman, that we might possibly arrange to have at least one formal meeting during the course of this present session, and that the meeting be taken up in part by a statement along the lines I suggested, together with an actual turning over to the committee of all these designs and the correspondence that has come to us.

Mr. MACNICOL: When you suggest Colonel Duguid, though he may be the most qualified person in Canada, I do not know the man. But I do know a Mr. C. H. A. Snider, who is an expert on flags.

Hon. Mr. MARTIN: Yes, we might ask him too.

Mr. MACNICOL: Mr. Snider has been an authority for many years.

Hon. Mr. MARTIN: I would be very glad to call him as well. My idea in proposing that you call Colonel Duguid was not to have him suggest to us what we ought to do, but just to have him explain or lay out the technique of flag making and that sort of thing. He is a government servant and he would not want to be put in that position. Your friend Mr. Snider could help us too.

Mr. HANSELL: I got a few more yesterday morning and I might explain them.

Hon. Mr. MARTIN: Good!

Hon. Mr. QUINN: Who is this Mr. Snider?

Mr. MACNICOL: Mr. Snider is from Toronto and he is a very famous writer.

Mr. REID: I would like to suggest to the committee that it might be advantageous to its members if preparations were made now to provide pictures of the flags of various countries because, if we are going into that subject, not only should we examine them, but we should have them before us officially. That material could probably be procured and made ready for the committee by early next session. I think we should have it before us.

Hon. Mr. MARTIN: I was talking about this thing to Colonel Duguid yesterday and he made some suggestions. I think he could prepare material and help us in that particular way.

Mr. MACNICOL: A flag is based on certain well known theories, principles and facts. Many of the flags that were sent to me are monstrosities. Now, flags are not based on monstrosities. They are based on well known principles. Occasionally, however, you will find a flag that is a monstrosity.

The CHAIRMAN (Mr. Harris): This discussion indicates the degree of our labours eventually. No doubt Mr. Snider would make a valuable contribution to the committee if he appeared before us, and no doubt many other people would as well. So, we should decide what procedure we should adopt. And

as the Minister suggested, we might have one formal meeting next week at which we could hear Colonel Duguid. That would be the limit of our endeavours during this session.

There is another feature. The fact that there are six hundred odd designs, might make it desirable for a steering committee to be appointed to lay out the work for us for the next session.

Mr. REID: I think there should be a steering committee because we will be having a great number of persons who will want to appear. It might very well be that a steering committee could consider all such applications of that nature.

Hon. Mr. LAMBERT (Chairman of the Senate Section): At this stage I would like to ask Senator Howden if he would move that the Senate grant permission for the members of the Senate who are members of this joint committee, to sit in committee while the Senate is in session. We have not put through a motion to that effect. The motion we put through was only for the House of Commons.

Hon. Mr. HOWDEN: I should be very pleased, Mr. Chairman, to move that the Senate be asked for permission for us to sit while the Senate is in session.

The CHAIRMAN (Mr. Harris): You have heard the motion. All those in favour? Contrary minded?

(Carried).

Could I have a motion with respect to what the Minister said, a formal meeting next week? Following that, our labours might be postponed until next session?

Mr. HERRIDGE: I so move.

The CHAIRMAN (Mr. Harris): You have heard the motion. All those in favour? Contrary minded?

(Carried).

Mr. GLADSTONE: I would like to raise the question as to whether or not the number of copies we decided to print would be sufficient. We have a total of almost three hundred and fifty members of the Senate and House of Commons and there should be at least two copies per member. I can conceive where I might want to send out half a dozen copies. I think, in view of the paltry dollars involved in the cost of printing and paper perhaps we could exceed the usual number.

Mr. MACNICOL: I agree, Mr. Chairman. There will be all sorts of organizations wanting copies, as well as the people who have written in themselves. This is a matter of importance. I think we should not make an error if we could help it.

Hon. Mr. HOWDEN: I feel that the proceedings of this committee will largely reach the public through the press.

Mr. MACNICOL: I would like to see the number to be printed raised to a thousand.

Hon. Mr. LAMBERT: I was about to say that, in connection with the committee about which you have all heard, the taxation committee in the Senate, it started out with a certain number. They soon found that they had to increase that number. There is some advantage, I think, in first seeing just what the demand will be for your investigations before you undertake to set down an arbitrary number. I should not think that a thousand would be too many, though. We might even want to increase them over that figure. If so, we can always do it by motion.

Mr. GLADSTONE: I should be glad to second Mr. MacNicol's motion.



Mr. MACNICOL: I suggested that the number be a thousand in English and, say, four hundred in French.

Hon. Mr. LAMBERT: Subject to increase, if necessary.

Mr. BEAUDOIN: Is that proportion of English to French definitely established?

Mr. MACNICOL: No. There are always more required in English than there are in French.

The CHAIRMAN (Mr. Harris): I take it that the sense of the committee is that we increase the original five hundred and two hundred to one thousand and four hundred. All those in favour? Opposed?

(Carried).

Now, will somebody move that we appoint a steering committee?

Mr. MACNICOL: Do you think we should have a steering committee for each section, or a joint steering committee, of so many from the Senate and so many from the House of Commons?

The CHAIRMAN (Mr. Harris): It can be a single committee made up of members from both Houses.

Mr. MACNICOL: No, I mean seven, outside of the two chairmen.

The CHAIRMAN (Mr. Harris): The suggestion is that the steering committee consist of the two chairmen, ex-officio, plus seven members with a division of four to the House of Commons and three to the Senate. I am thinking of the committee there rather than of the House.

Hon. Mr. LAMBERT: Five and two would be better I think.

Mr. MACNICOL: The steering committee should be picked by the two chairmen.

The CHAIRMAN (Mr. Harris): Will you move that?

Mr. MACNICOL: I do so move.

The CHAIRMAN (Mr. Harris): You have all heard the motion. All those in favour? Contrary minded?

(Carried).

The CHAIRMAN (Mr. Harris): Do you want the names of the steering committee now?

Mr. MACNICOL: I think we should leave it to the two chairmen to think it over.

Hon. Mr. LAMBERT (Chairman of the Senate Section): Yes, and announce the names at the next meeting, five from the House of Commons and two from the Senate, in addition to the two chairmen.

Hon. Mr. GERSHAW: There is great interest being taken in the flag throughout Canada by a great many organizations. It occurred to me that it might be a suitable move to suggest that any organization be privileged to send in a design with representations by letter to this committee so that it would be generally thought that everyone was privileged to have a part in the choosing of the flag.

Mr. CASTLEDEN: I think it should not only be a privilege but I think they should be invited to do so. I think that all organizations that we could contact should be invited and encouraged to send in their ideas so that the Canadian people themselves may feel that they are choosing their own flag and that this committee is just screening out the ideas.

Mr. REID: Let us get it clear. If we are going to contact organizations we are just running into a mess of trouble. If we ask some organizations, there will be other organizations raising particular cain because they were not contacted.

Mr. BEAUDOIN: Couldn't that subject be left with the steering committee?

The CHAIRMAN (Mr. Harris): I think that would be a good idea. The purpose of the suggestion is very sound. We want as much opportunity as possible to be given to the public to attend our sittings and to make representations. I had it in mind that the Minister would make a more formal statement about publicity at our next formal meeting. Our friends in the press could give publicity to our work. The steering committee could consider more direct methods and report to the next meeting.

Mr. McIVOR: The minds of most people are made up anyway, after the scintillating debate that we had in the Commons and after hearing the honourable member from Davenport. I think we pretty well know the feeling of nearly every section of Canada today on the flag question. To me it is quite clear that we want a flag.

Mr. HANSELL: If there were a general request made to everyone by means of publicity that they were welcome to send in ideas, wouldn't that get away from Mr. Reid's difficulty?

The CHAIRMAN (Mr. Harris): Quite right. Before we adjourn, gentlemen, tentatively, could we have an expression of opinion about next Tuesday for a meeting date?

Mr. MACNICOL: I would agree on Tuesday, 4th December, 1945.

The committee agreed.

The committee adjourned at 10.40 a.m. to meet again at the call of the Chair.

#### ROOM 429

TUESDAY, December 4, 1945.

The Joint Committee of the Senate and the House of Commons, appointed to consider and report upon a suitable design for a distinctive national flag for Canada, met this day at 4 o'clock, p.m. Honourable Senator Norman P. Lambert, Chairman of the Senate Section, presided.

*Present:*

*The Senate:* Honourable Senators Aseltine, David, Davies, Gershaw, Johnston, Lambert, Léger, Quinn, Robinson, White.

*House of Commons:* Messrs. Beaudoin, Blanchette, Castleden, Emmerson, Gingues, Gladstone, Hansell, Harris (*Grey-Bruce*), Herridge, LaCroix, Lafontaine, Macdonnell, MacNicol, Martin, Matthews (*Brandon*), McCulloch (*Pictou*), McIvor, Stanfield, Thatcher, Warren, Zaplitny.

*In attendance:* Colonel A. Fortescue Duguid, D.S.O., Army Historian, Department of National Defence (*Army*).

The Chairman, Honourable Senator Lambert, invited The Secretary of State, The Honourable Paul Martin, to address the Committee, and the Minister made a statement on behalf of the Government.

Thereafter, Colonel A. F. Duguid was called. The witness in his presentation dealt with the technical and historical aspects of the question under study.

At the conclusion of his address Colonel Duguid was thanked by The Honourable Mr. Martin on behalf of the members of the Joint Committee.

The Committee thereupon met in camera to consider its final Report which was unanimously adopted and ordered to be presented to both the Senate and the House of Commons.

At 6.15 o'clock, p.m., the Committee adjourned *sine die*.

ANTOINE CHASSE,

*Clerk of the Joint Committee.*

## MINUTES OF EVIDENCE

TUESDAY, December 4, 1945.

The Joint Special Committee to select a Canadian Flag met this day at 4 o'clock p.m. Hon. Mr. Lambert, Chairman of the Senate section, presided.

The CHAIRMAN: It was suggested at the opening meeting of this committee that the minister, who is with us to-day, as the first order of business would make a statement setting forth what might be regarded as the point of view of the government in connection with the resolution setting up this joint committee. Without further words I should like to call upon Mr. Martin to speak to us now.

Hon. Mr. MARTIN: Mr. Chairman, honourable senators and gentlemen of the committee: it was thought desirable at the first meeting, as the Chairman has said, for a statement to be made on behalf of the government which might appear as a part of the record, and which it is hoped will be in the nature of an objective statement to be followed by a more technical presentation by Colonel Duguid, following the decision of last week that Colonel Duguid appear before the committee.

The resolution, passed by the House of Commons setting up this committee, and standing in the name of the acting prime minister, and spoken to on behalf of the Government by the Minister of Veterans Affairs, was put forward by the government, not as an expression of narrow nationalism, but as an expression of the government's conviction that the time had come when Canada should have a flag of its own.

Canada is today one of the important nations of the world—important far beyond what the number of her population alone would merit. We have, in two wars, borne our full and serious responsibility for the preservation of peace and civilization. In two wars, our fighting men have brought glory to Canada. Now with half the world in ruin, with starvation and chaos besetting the countries of Europe that were once the seat of power and influence, the responsibilities of this country are greater than ever before. For a young nation, Canada has done great things and Canadians have derived a glowing national pride from what Canada has accomplished. We feel that we have great things in common—that we can afford to hold our heads high and be proud of the fact that we are Canadians.

Some may say that this is an invitation to nationalism—a regression to that selfish introversion that has brought war and chaos to the world. We do not agree for a moment. It is not consciousness of community and of national bonds that is dangerous but the perversion and exaggeration of that consciousness. There has been too little, not too much, national pride in this country. We are part of a great commonwealth organization that has been an example to the world, and we have every intention of remaining a part and of helping it on to greater and better things. We hope for much from the new united nations organization, in which we feel that we will play our full and active part. Our gaze is turning more and more outward, and in carrying our responsibilities in the new world we will be better fitted to do our part if we have an essential feeling of internal unity and oneness. That is why, I think, it is important to give greater emphasis to the Canadian aspect of things and why it is desirable that the work of this committee should result in an acceptable and appropriate design.

It will be noted that parliament in passing the resolution setting up this committee has expressed the view that "It is expedient that Canada possess

a distinctive national flag." The terms of the resolution, under which this committee functions, differ from some previous resolutions introduced in parliament, which merely urged the desirability of giving consideration to the matter. This committee, therefore, is not called upon to decide whether or not we should have a distinctive Canadian flag but rather to report on a suitable design for such a flag.

This committee is an important one. Its importance is attested to by the fact that it is made up of members of the two houses of parliament. The personnel of the committee, representing as it does all shades of political opinion, reflects the determination of all of us to do a good job. Undoubtedly there is a determination that our deliberations will be above the level of partisan politics. Love of country is way beyond party interests. The government is deeply conscious of the fact it is this interest which will actuate the committee in its deliberations. "Our aim in this committee will, undoubtedly, be to create a flag that all can see and look to with pride, as the symbol of this great nation of ours, to which affection and loyalty can be attached and which can become the sign of unity and purpose that make Canada great", as the Minister of Justice stated in the House of Commons recently.

Our task may not be an easy one. Designs have come in to the office of the prime minister and that of the secretary of state from many organizations and more particularly from many individuals, throughout Canada. This is as it should be. Members of the committee will, I know, agree that it is a heartening sign to find so many Canadians manifesting their love of Canada by sending on for this committee's consideration their ideas as to design for a Canadian flag. The committee, I know, will want to give these designs fullest attention and consideration. In acknowledging these designs I have pointed out to the senders that their proposals will be laid before this committee and I anticipated the committee's wishes in the matter by expressing thanks for the effort and initiative displayed. The government joins with the committee in indicating that it is open to Canadians who have not done so to submit their ideas for the consideration of this committee and parliament of the kind of flag they wish to see Canada adopt.

In our deliberations we will undoubtedly want to take into consideration flags of the past and of the present, and their origin and significance, the uses to which they are put and the circumstances under which they are flown. The committee is free to make any recommendations it sees fit but it may be that it will be recognized that there are now existing certain definite yardsticks, conditions, practices and methods of procedure which the committee will want to bear in mind before a decision is reached.

I might here review briefly the French and British flags that have been flown in Canada in the past, the flags of royal France and the union flag, or union jack, in various forms.

- (a) The flags of royal France flew in Canada from Cartier's first landing until the cession—a period of over 200 years. Gold fleurs-de-lis on a red, white or blue background, each colour having its own significance. In 1760 the coat of arms of King Louis was three gold fleurs-de-lis on a blue field; at that date the British royal arms of King George II also displayed the same gold fleurs-de-lis on a blue field, which had been there for 400 years.

On the institution of the French republic, the fleurs-de-lis ceased to be the emblem of France, and the national colours ceased to be blue and gold and became blue, white and red, the tricolour.

The fleurs-de-lis were dropped from the British royal arms in 1801 and the device thereafter ceased to be used by any country until 21 Nov. 1921 when, by royal proclamation, it was authorized among other honourable augmentations for the use of Canada.

(b) The union flag, displaying the national crosses together, arose from the union of the crowns of England and Scotland; King James issued a royal ordinance on 12 April, 1605, dealing with it. In Cromwell's time its use, as with the form, colour and use of other flags, was ordered by the council of state appointed by authority of parliament—that is privy council. The privy council of Queen Anne also dealt with it. The union jack as we have it today was authorized by royal proclamation of January 1, 1801, issued by King George the Third "by and with the advice of our privy council".

It is also the national device of Britain, and therefore, forms the base or basis of over 100 different authorized and official British national flags. The difference usually takes the form of a shield of arms, or a badge placed centrally on the union, or in the fly of the three ensigns, the white, the blue and the red. That is the recognized seniority—the union jack with central device is for representatives of the Crown; the white ensign is almost exclusively naval, the flag of His Majesty's ships; the blue ensign, with device in the fly is flown by government vessels of many British dominions, colonies, dependencies and yacht clubs.

You will have noted that both France and Britain and other nations too, use different flags for different purposes, all of which might be described as national, authorized, and official.

(c) One of the British flags demanding your attention will be the red ensign. Dating from 1688, it has flown longer and served more varied purposes than any other flag. It is familiar to millions in all parts and ports of the globe and it has many meanings. According to the Merchant Shipping Act of 1894, Section 72 it is "the proper national colours for all ships and boats belonging to any British subject." With a distinguishing shield or circle or disc bearing a badge in the centre of the fly, it is the flag of the mercantile marine of Canada, Australia, New Zealand and South Africa; it is also flown from merchantmen registered in Newfoundland, the Native States of India, Cyprus, Somaliland, Western Samoa, Palestine, British North Borneo, and Tanganyika Territory. Ships of the British North Borneo Company may fly it, and vessels of British yacht clubs and the Hudson's Bay Company—all with the appropriate badge in the fly for difference.

(d) The red ensign with the shield of Canada in the fly was authorized in 1869 for use of Canadian ships other than naval or government vessels. For lack of any other suitable flag, it has been flown from the parliament buildings and other government buildings in Canada; it has also in recent years been flown to indicate the presence of the prime minister at international conferences. It is at present officially authorized by privy council order to be flown

(a) On Canadian government buildings outside Canada, this includes embassies and consulates.

(b) By the special commissioner for defense projects in northwest Canada.

(c) By informations and units of the Canadian armed forces when serving with forces of other nations.

It may be of some value to note that the history of the Canadian flag from the Treaty of Paris in 1763 to the present day is as follows:

A. 1763-1801—the flag of Great Britain (England and Scotland) was used officially and for all purposes.

B. 1801-1911—the union jack was assumed to be and, with certain minor and generally unofficial exceptions, was used as the official flag of Canada.

C. 1870—the blue ensign, defaced by the Canadian coat of arms, was designated for use on Canadian government vessels.

D. 1892—the red ensign with the Canadian coat of arms in the fly was authorized for use by merchant vessels registered in Canada. This was confirmed in the Canada Shipping Act, 1934.

E. 1911—the union jack was officially declared to be the proper flag to be flown officially on land in Canada.

F. 1911—the white ensign was designated to be flown at the stern and the blue ensign with the Canadian coat of arms in the fly to be flown at the jack staff of all vessels of the Royal Canadian Navy.

G. 1924—the red ensign with the Canadian coat of arms in the fly was authorized to be flown “over all premises owned or occupied by the Canadian government abroad.”

H. 1924—the present coat of arms was substituted for the old Ontario, Quebec, Nova Scotia, and New Brunswick quarterings for use on the fly of all Canadian flags.

Practical difficulties resulting from the lack of a recognized Canadian flag together with the growth of national feeling which accompanied and followed the world war resulted in a post-war expansion of the campaign for a Canadian flag. Various organizations and many individuals made representations to the government and efforts were made to rally public opinion. As a result, in 1925, a committee of civil servants was appointed to consider designs for a national flag. This committee was selected on a purely functional basis but it was later disbanded because of its non-representative character.

Since 1925 there have been a number of resolutions introduced in the House of Commons all of which had as their purpose the creation of a distinctive Canadian flag. Thus on the 25th of May, 1931, and on the 6th of February, 1933, Mr. McIntosh introduced the following motion, “That, in the opinion of this house, a special committee be appointed for the purpose of considering the advisability of adopting a Canadian flag, representing Canada as a whole, and in which the British flag shall occupy the position of honour, thus symbolizing the dominion as an equality partner in the commonwealth of British nations”. The motion of 1931 was never put to a vote and the motion of 1933 was withdrawn. On the 19th of February, 1934, the following resolution was introduced by Mr. Dickie, “that in the opinion of this house, a national flag representing the Dominion of Canada should be adopted.” This resolution was disposed of by a successful motion to adjourn. On the 23rd of January, 1935, Mr. Dickie again moved “that in the opinion of this house, a national flag representing the Dominion of Canada should be adopted; and that in any design for a Canadian flag the union jack must be conspicuous.” This motion was withdrawn without a vote.

In 1938 Mr. McIntosh presented another motion which was never voted on.

The next step to have a distinctive Canadian flag was the resolution setting up this committee, during the present session of parliament.

The reasons for having a distinctive Canadian flag have been discussed in the House of Commons prior to the setting up of this committee. The government suggests to the committee that, in addition to the natural desire of having something symbolic of our national heritage and aspirations, there are other reasons and these it offers for the committee's consideration.

The committee may find it advantageous to draw up brief, detailed specifications for the ideal Canadian flag. These might provide that it be:

1. Easily recognizable, not like any other.
2. Visible at a distance.
3. Characteristic in structure and appropriate.

4. Symbolic of the country and of its position as a sovereign state in the family of nations.
5. Lending itself to a variation for different purposes.

It may be that such specifications will enable the committee to classify and adjudicate on the hundreds of proposed designs which have been received.

The committee undoubtedly will make note of the fact that there are at present for Canada authorized national colours and a national emblem as provided for in the Royal Proclamation of the 21st of November, 1921.

About this Royal Proclamation, and about other technical matters in connection with it, I know that you will shortly derive a great deal of help from the research of Colonel Duguid who is to follow me in making a formal presentation to this committee.

No further stress need, at this moment, be placed on the importance of having certain symbols in our national life. All of us are aware of the great moral use made of national flags by the nations of the world. To this committee has been entrusted the noble responsibility of making a recommendation to parliament of a distinctive national flag for Canada. Our task is not easy but our opportunity is great.

The CHAIRMAN (Hon. Mr. Lambert): Gentlemen, I am sure we are grateful to the minister for the statement he has just given to us. Now, I shall call on Colonel Duguid to present an historical statement in connection with the flag, which he has prepared.

Colonel A. FORTESCUE DUGUID, D.S.O., Royal Canadian Artillery (Official Historian of Canadian Expeditionary Force 1914-1919) *called*:

Mr. MACNICOL: Mr. Chairman, could we know first what Colonel Duguid's credentials are?

The WITNESS: I am an officer of the Canadian army. I have been in the Canadian permanent force since 1914. I served overseas and in France from 1915 to 1918. I was appointed director of the historical section in 1921, and continued in that appointment until succeeded in October 1945 by an officer from overseas. I am now employed on completing the writing of the history of the Canadian forces in the war of 1914-1919.

The study of heraldry and history are traditional in my family. My father, who fifty years ago was a friend of the Lord Lyon King of Arms in Scotland, instructed me in Scottish heraldry. I have since learned more from my cousin who is the present Lord Lyon. Another cousin has written the history of the British Army. My knowledge of heraldry and of military history and symbolism has been made use of by the Government. I have designed army badges and flags now in use. I was on the committee for the award of Battle Honours for the war of 1914-1919 to be carried on the Colours of Canadian Regiments. I have a knowledge of army flags.

In 1926 I submitted a complete plan for the symbolical mural decoration of the Memorial Chamber in the Parliament Buildings, Ottawa, which, after acceptance by Privy Council on the recommendation of the Chief Architect, superseded the original design. I planned and supervised the execution of the symbolical decoration of the Book of Remembrance in the Memorial Chamber, and I turned its pages for the Governor General at the dedication ceremony.

Mr. MACNICOL: Thank you.

The CHAIRMAN (Hon. Mr. Lambert): Go ahead, please.

The WITNESS: I have been called on to appear before you to-day to place at your disposal any knowledge and experience I may possess as regards heraldry and symbolism in general and in particular the composition, design and use of official flags past and present and their historical relationships.

The subject is wide, and although interested in its varied aspects from boyhood until to-day, I realize that I do not know, and have not covered, half of it. Therefore I have set out my evidence in the form of a lecture under a number of headings, with brief statements on each which cannot be other than incomplete but which may enable you to reply to the suggestions, complaints and questions that you may meet. This method may also raise questions in your own minds which I shall do my best to answer. The headings I would use are these:

- (1) Preliminary Remarks.
- (2) Terms of Reference.
- (3) Meaning of words used by ministers and others.
- (4) Restatement of task.
- (5) Uses of national and other necessary official flags—with instances of necessity.
- (6) Specifications for an ideal national flag of Canada.
- (7) Remarks on dealing with designs submitted—1925 submissions and those received by you.  
Classifying.
- (8) Signalling with flags—preconcerted signals.
- (9) Symbols and symbolism:—
  - (a) In everyday life today.
  - (b) In the use of flags.  
Time and place may alter meaning; time may alter appropriate-ness—e.g., I have something to say there about the beaver.
- (10) Arms or ensigns armorial:—  
Method of obtaining and promulgation—patent; copyright; warrant; real property; registration and penalties for infringement of rights or improper use.  
Honourable augmentations.  
Arrangement.  
Scope of warrant—materials used in reproduction.
- (11) The Canadian ensigns armorial—  
Have we national colours? }      Royal  
Have we a national symbol? }      Commission.
- (12) Authority for national and provincial devices and flags.
- (13) Mistakes. Misunderstandings and misinterpretations.
- (14) Historical review of French and British flags. The fleur-de-lis.
- (15) Types of national flags of yesterday and to-day:—  
(a) Colours dominant.  
(b) Device or symbol dominant.
- (16) Methods of construction, especially the British. Necessity for precise description, exact dimensions and proportions.  
The canton.  
The circle.
- (17) Heraldic drawing and artistic presentation.
- (18) Demonstration of the construction of a national flag for Canada in accordance with the most strict specifications:—  
Type (a) Construction with colours dominant.  
Type (b) Construction with symbols dominant and colour secondary—  
Existing flag available.  
Personal arms in public use.



- (19) Shortcomings in designs.
- (20) Action indicated if the colours and devices assigned to Canada by Royal Proclamation of 21st November, 1921, are considered to be unsatisfactory.
- (21) Selection of new colours.  
Selection of new symbol.  
Colours available.  
Symbols in use by other countries.

I would like to ask, Mr. Chairman, if I may proceed along these lines and if so to suggest that questions be deferred until the end.

(1) *Preliminary Remarks.*

These (indicating mimeographed material being distributed to members of the committee headed, Our National Colours and National Emblem) are copies mostly including the proclamations, which I would like to read in full; two extracts from the *Canada Year Book*; it also includes copies of the Royal Warrants for the coats of arms and armorial bearings of the provinces; a glossary which gives the meaning of some of the heraldic words—which I will explain as I go along. Then there are line drawings of a number of flags, some of them in existence now and some suggested, each of which I have drawn to illustrate some different property or quality or method of making flags, of putting them together, or using flags. The coloured cuts are line drawings of what I have here (displaying 12 coloured flags mounted on grey cardboard) which is a group of 12 flags. They are selected and put together so that I might examine them, so that I may point to a flag, as it were, with a certain characteristic when that flag is under discussion.

Most of what I have to say will be obvious, but much of it hitherto unnoticed, misunderstood, or disregarded. I propose to quote certain important documents and government publications and to make some references for the record and for your future reference and corroboration. In view of the character of some of the evidence that I feel bound to present, I would like to assure you that I am not going to present any brief for any particular flag, and to say that I speak to-day as a Canadian citizen, not as an officer of the Canadian Army, nor as a servant of the Canadian government. Further, I would ask you to bear with me if the examples I may cite are related to Scotland, for that is where I was born and brought up.

(2) *Terms of Reference*

In order that we may all understand exactly what this meeting is for, and that there may be no misunderstanding between us as to the precise meaning of words and phrases, I should like briefly to quote the words used in the terms of reference and in the speeches of ministers and others made recently on the subject. The committee is called upon "to consider and report upon a suitable design for a distinctive Canadian flag."

(3) *Meaning of words used by ministers and others*

The minister proposing the motion used these phrases: "a symbol of unity", "the symbolism of a national flag", "the attributes of a nation", "an appropriate design", and he expressed the hope that you "settle, now and for all, this question of our national flag and symbol".

As to the meaning of individual words: "suitable" means suited to, or very well fitted to the purpose, or appropriate to the occasion. The word "design" means delineation or pattern. The word "distinctive" means distinguishing, characteristic, indicating difference. A reliable dictionary gives this definition of "national flag": A flag bearing the device of the nation. It does not add the obvious extension—"in the national colours". One cannot conceive of a national flag that is not of the national colours.

The word "device" means a thing adapted for a purpose, an emblematic or heraldic design or figure or symbol. "Appropriate" means belonging personally to, peculiarly to, suitable and proper. We may stress that, belonging personally to, appropriate, that is.

"Emblem" means symbol, typical representation, pictorial parable, heraldic device, a token, a sign, a preconcerted signal. A "symbol" is a thing regarded by general consent as naturally typifying or representing or recalling something by possession of analogous qualities by association in fact or thought. I shall have occasion to use strange words from the vocabulary of technical heraldry, which I shall translate as they arise.

(4) *Restatement of task*

These definitions allow of a restatement of the task: "to make a visual signal by means of an appropriate symbol", or, in other words, "to send a message that cannot be misinterpreted or misunderstood".

(5) *Uses of national and other necessary official flags—Instances of necessity*

Flags are used for a number of purposes. Their use for decoration does not, I think, concern us here. They are flown by government representatives, ambassadors, consuls and other representatives of the nation at home or abroad, and particularly at international meetings and gatherings. They are flown from His Majesty's ships, from government vessels, at military stations, and they are flown by ships of the Mercantile Marine. Most nations have different flags for these purposes. In addition there are other flags—on what might be described as a lower level—for defining individual officials, departments and services, such as port authorities, customs, etc.

Instances of the necessity for a national flag have been brought to your attention by a minister of the Crown. May I state two instances from my own experience. In France, in 1917, Sir Arthur Currie thought it appropriate that he, as Commander of the Canadian Army Corps in the field, should fly the national flag of Canada. There was no national flag. He used the Canadian blue ensign, then authorized to be flown from Canadian government vessels. Some months ago, when in Algiers, the wife of the Canadian Ambassador to France mentioned to me that whereas the wives of representatives of all other countries wore the national device of their country at diplomatic gatherings, the wives of Canadian government representatives wore none, because Canada had no national emblem. You will recall other instances from your own experience.

(6) *Specifications for an ideal national flag of Canada*

In any constructive work, a building, a machine, or a national flag, it is helpful to have specifications at the start. The more stringent these are, the fewer are the difficulties that will subsequently arise. May I suggest to you brief specifications, both general and particularized, for the ideal national flag of Canada.

You will notice that five of these are those that the Secretary of State pronounced earlier. I have added others to make it more difficult.

- (1) Easily recognizable; not like any other.
- (2) Visible at a distance.
- (3) Characteristic in structure and appropriate.

You remember the definition of the word appropriate: belonging personally to.

- (4) Symbolic of the history of the country.

That is a paraphrase of what the Secretary of State put. It is really the same thing, but I am more particularly interested in history.

- (5) Unity must be expressed.

(6) Lending itself to variation for different purposes.

You might become more specific here and particularize.

(7) All associations with other countries authorized by Royal Proclamation for use by Canada to be represented.

This is a drawing based on the Royal Proclamation. Of course, the Royal Proclamation is the instrument. This is merely an illustration of it done by an artist. When I say "other countries authorized by Royal Proclamation" these are the other countries, England, Scotland, Ireland and France.

*By Hon. Mr. Martin:*

Q. Why do you not explain the Royal Proclamation at this point? You refer to the one of 1921?—A. Just a few pages later, sir.

(8) No colours or devices not already constitutionally assigned to be used.

(9) All to be in complete accord with the best heraldic practice and no deviation from recognized principles and practices in the design of flags now in common authorized use.

You might amend them, and add others.

(7) *Remarks: Dealing with Designs Submitted.* 1925 submissions.

A set of such specifications would enable you to classify and adjudicate upon the hundreds of proposed designs which have been received. I believe that one of the members of this Committee has stated that the designs might be assigned to seven different categories, which is undoubtedly the case, but with specifications such as these, all designs would automatically fall into one of two categories, those that comply with the specifications, and those that do not. From a survey of the submissions to a previous Committee, in 1925, on a Canadian national flag, some 200 in number, this process might be expected to reduce the number of possible designs to fifty or less.

(8) *Signalling by Flags*

Signalling by coloured flags at sea has been developed to a very high pitch. A set of flags, over fifty, is used by the Royal Navy. The significance of, and message conveyed by, any or all may be changed by arrangement to mean a letter or a complete message.

To illustrate the skipper of a British trawler fishing in the North Sea wishes to communicate with the protective cruiser. He needs only four flags—plain red, plain blue, and plain yellow and the Red Ensign. The cruiser also only needs these four. The trawler hoists the Ensign over yellow, that means "I wish to report a dispute with other fishermen". The cruiser hoists the same meaning "I request the skipper to come on board; I wish to speak to him". And so with the red and the blue flags a whole conversation can be carried on by preconcerted combinations.

The purport of each signal is dependent on who sends it but all messages are perfectly understood since both the sender and the receiver know exactly what each means.

A national flag should be equally specific and unmistakable.

(9) *Symbols and Symbolism.*

(a) In everyday life today.

(b) In the use of flags.

Time and place may alter meaning: time may alter appropriateness—e.g., The Beaver.

A full treatment of this would fill a book. I shall only touch the fringe here and give a few examples of symbols and symbolism in our everyday life today. All these are quite obvious, although many will have escaped your

notice. Indeed, there are those today who are ready to assert that symbols and symbolism and the art of heraldry are obsolete, medieval, and meaningless. Such is far from being the case. I stand here before you today displaying to full view more than a hundred symbols. They all mean something, or they would not be there. Anyone who understands can tell at a glance who I am and what I have been doing during the past thirty years. To those that do not understand they mean nothing. They mean much to me.

Misuse of a symbol may be very expensive. Observance or neglect of a symbol and what it means may be a matter of life and death. To illustrate: if anyone flies the white ensign at sea from a ship other than one of His Majesty's ships, he will be signalled to stop. His ship will be boarded by an officer of the Royal Navy, his name and address will be taken, he will be summoned to appear in court, and he will be fined £500. There is no redress. That will conclude the episode.

The Union Jack is a symbol. We know the principles for which it stands. It is the national flag of all the peoples who own allegiance to our King. On account of what it stands for, on account of what it has stood for in the past six years and the past three hundred years, it has acquired a prestige that is inviolable, a position that is unassailable.

Within our lifetime a million of our countrymen have gone overseas as crusaders in support of these principles. A hundred thousand have given their lives and have been buried under its folds. If symbolism meant nothing this practice would never have been instituted and would not now be followed. There is another very direct and personal contact. We recently read in the press of a man who was a traitor to this flag of ours. He was shot. Another, guilty of the same offence, was condemned to death last week.

Time and place alter the meaning of symbols. In England, five hundred years ago and today, a white rose almost certainly denotes someone or something related to York—a Royal Family, a Regiment. Seen on a signboard in Canada today it refers probably to gasoline. A red rose similarly, in England, would refer to Lancaster or Lancashire, while in a Canadian shop window today it probably refers to tea.

Of symbols on flags, the CROSS in one form or another, is by far the most popular both on national and personal flags. In heraldry it takes a dozen forms. It originated nearly two thousand years ago, but its preponderance in this field dates from the Crusades. Its significance has not altered with time or place. Its popularity, and its continued use on the flags of some nations which have not always adhered to its principles, may be measured by the fact that within the past twenty-five years it has held a place on the national flags of a dozen nations.

Of other symbols, stars are most popular, occurring on the flags of fourteen or more countries.

Many other symbols might be cited, one of which must be dealt with, the Beaver. When the early explorers pushed westwards across Canada or sought the North West Passage following the lure of The Golden Treasure of the Orient—Champlain had several professional miners with him on his expeditions through Ontario who did not find it—they found the beaver, which for centuries proved to be a gold mine of a different sort. It was a typical and appropriate symbol of Canada at that time. Canada was the Land of the Beaver and the Company of Gentlemen Adventurers trading into Hudson's Bay, which once held sway over much of what is now Canada, has four beavers on its coat of arms. The Canadian Pacific Railway, which was known all over Europe in the early years of this century, used it as a symbol on their timetables. A black beaver was displayed on the flag of New York State during the War of Independence. These facts, and the difficulty any painter or sculptor finds in making the beaver look unlike a rat, may have had something to do with the omission

of the beaver from the request of Canada to the King for armorial bearings in 1920, which resulted in a Royal Proclamation which I shall quote later.

The selection of the maple leaf as the national symbol of Canada reflects the transition from the Land of the Beaver to the Land of the Maple. The maple leaf is appropriate in that it is indigenous to most of the provinces, and grows in all of them from coast to coast. In competition some years ago for the finest maple leaf of the year, when the entries were exhibited in Ottawa, the first prize was carried off by British Columbia for a leaf adjudged better than any from Ontario or Quebec, whose provincial floral emblem is a spray of maple leaves.

This maple leaf of ours is well and widely known today, everywhere reminiscent of Canada, having been worn by Canadian soldiers in 1914-1919, and having more recently been placed on the funnels of ships of the Royal Canadian Navy and on war vehicles and on every packing case containing war supplies made in Canada and forwarded by the Department of Munitions and Supply to Russia, China and our other allies.

(10) *Arms or Ensigns Armorial:*

Method of obtaining and Promulgation—

Patent; Copyright; Warrant; Real Property;

Registration and Penalties for infringement or improper use.

Honourable Augmentations

Arrangement.

Scope of Warrant—Materials used in reproduction.

*By Hon. Mr. Martin:*

Q. I do not want to interrupt but I think it is desirable that your story should have sequence. Are you not going to tell how the Royal Proclamation of 1921 came about?—A. This is showing the officers and offices under the British Crown to whom application must be made before a warrant or proclamation is issued. It is in explanation of how arms and ensigns armorial are chosen, requested, assigned and promulgated. After that, I would read the Proclamation verbatim and explain its meaning.

“Arms”, “Ensigns Armorial”, “Arms and Bearings” and “Heraldic Achievement” are terms all meaning an arrangement or orderly grouping of appropriate symbols assigned for identification of a person, or corporate body, including a private citizen, a company, a city, province or country. The various symbols all have a meaning or significance, and are arranged according to a system established and followed for some 500 years.

The process and practice of selecting, arranging, depicting and describing in words these symbols constitute the science and art of heraldry. In England, Scotland and Ireland there are officials whose duty it is to see that symbols are appropriate and properly displayed, to attend to their registration, to write the necessary descriptions for the patents, warrants and copyrights issued, and to advise the King in armorial and heraldic matters—for all patents of arms are issued in the King's name or on his behalf. In England the officials constitute the College of Heralds, of which the Garter King of Arms is head; in Scotland the Court of the Lord Lyon is presided over by a government official designated Lord Lyon King of Arms. In Ireland there are the “Ulster Office” and “Ulster King”. Other officials include “Heralds” and “Pursuivants” who are “Officers of Arms”.

These three offices perform functions similar or akin to those of other government patent or copyright offices or registries, in that they investigate applications for the assignment of symbols comparable to trade marks, and ensure that the patent rights of other holders of “letters patent” and “title deeds” are not infringed. Once assigned and granted, “Arms” are “real property” in the legal

sense, and their misappropriation or unauthorized display is a "real injury" for which the offender can be prosecuted in a court of law—in Scotland, at least.

In the pictorial display of a heraldic achievement, such as that assigned to the Dominion of Canada in the Royal Proclamation of 21 Nov., 1921, the arrangement consists of a central shield having on it the "coat of arms"—(so named because the devices displayed on it were in earlier times embroidered on the actual coat of the owner). But the important part is not the shield itself nor its shape, but the devices, symbols and colours displayed on it according to the verbal description contained in the written patent, or proclamation, which I am going to read. For this is a comprehensive warrant for the use of certain symbols and devices, whether painted on canvas or wood, carved in wood or stone, printed on paper, embossed or stamped in any material, cast or chased in metal, or woven in cloth. Any kind of reproduction in any material is covered by the warrant. This includes flags.

About the shield are grouped the other less important heraldic devices; resting on the shield is the helmet, with its mantling or covering of cloth in the national colours and surmounted by the crest. At either side are the "supporters", usually human or animal figures, which may hold a lance bearing a flag with a device on it. The Imperial Crown above, and a floral wreath, of the flowers assigned, with a motto on a scroll beneath, complete the Arms.

As to the symbols: those depicted on the shield are selected as being the most typical for the ready identification of the person or body authorized to display them. Those selected for Canada are the well-known and long-established devices of England, Scotland, Ireland and Royal France, chosen on account of their association with Canada. The fifth device, occupying the lower third of the shield, is the symbol assigned to Canada by the King at the request of Canada, to be used on all occasions to represent Canada. It is the device of the nation, the national symbol, the emblem of Canada—a symbol of unity; three Canadian maple leaves conjoined on one stem, on a field or background of white.

(11) *The Canadian Ensigns Armorial.* Our National Colours and National Emblem.

National colours and emblems, both as to colour and presentation are of the highest importance, for they are the common means of identification and recognition at a distance; they are in fact visual signals. For that reason they should be individually distinctive in colour, arrangement and form. Thus Belgium, as well as Scotland, displays a lion; but the Belgian lion is black with red tongue and claws, and rampant on a field of yellow or gold; consequently the national colours of Belgium are black, yellow and red. Similarly the shield of the United States, with its white stars on blue, and bars of red and white, confirms the national colours red, white and blue.

But what of Canada? Have we not colours? Have we not an emblem?

Twenty-five years ago Canada had neither authorized colours nor national emblem. Up to that time the shield of Canada carried a grouping of provincial coats-of-arms, sometimes four, sometimes nine. The beaver was sometimes used as an emblem, but the two most widely known Canadian companies also used it. The British Royal Arms and the Red Ensign of the Mercantile Marine had to serve for some purposes owing to the absence of anything distinctively Canadian.

At that time the increased sense of individual nationhood, and the strong feeling of advancement from colonial status following the War of 1914-1919, led to action by the government of Canada. A committee of senior officials of the Canadian Government was formed to draw up proposals for national insignia, their recommendation was adopted by the Government, and a formal request was made by Canada to King George V, as King of Canada—for it is

the Sovereign himself who personally makes such assignments within all his dominions.

The King thereupon issued a Royal Proclamation, on 21st November, 1921, by virtue of which the national colours and devices asked for were established and proclaimed to the world as the lawful armorial bearings or national insignia of Canada. This Proclamation, which I shall now read, is in technical heraldic language and somewhat overburdened with a dozen "honourable augmentations" in the shape of devices belonging to England, Scotland, Ireland and Royal France. I shall later clarify it, therefore, by separating and isolating the items in question which appertain to Canada exclusively. The full text of the proclamation is as follows:

BY THE KING  
A PROCLAMATION

Declaring His Majesty's Pleasure concerning the Ensigns Armorial of the Dominion of Canada

GEORGE R.I.

WHEREAS we have received a request from The Governor General in Council of Our Dominion of Canada that the Arms or Ensigns Armorial hereinafter described should be assigned to Our said Dominion.

We do hereby, by and with the advice of Our Privy Council, and in exercise of the powers conferred by the first Article of the Union with Ireland Act, 1800, appoint and declare that the arms or ensigns armorial of the Dominion of Canada shall be: Tierced in fesse the first and second divisions containing the quarterly coat following, namely, 1st, Gules three lions passant guardant in pale or, 2nd, Or a lion rampant within a double tressure flory-counter-glory gules, 3rd, Azures a harp or stringent argent, 4th, Azure three fleurs-de-lis or, and the third division Argent three maple leaves conjoined on one stem proper. And upon a Royal helmet mantled argent doubled gules the Crest, that is to say, On a wreath of the colours argent and gules a lion passant guardant or imperially crowned proper and holding in the dexter paw a maple leaf gules. And for Supporters On the dexter a lion rampant or holding a lance argent, point or, flying therefrom to the dexter the Union Flag, and on the sinister A unicorn argent armed crined and unguled or, gorged with a coronet composed of crosses-patée and fleurs-de-lis a chain affixed thereto reflexed the last, and holding a like lance flying therefrom to the sinister a banner azure charged with three fleurs-de-lis or; the whole ensigned with the Imperial Crown proper and below the shield upon a wreath composed of roses, thistles, shamrocks and lilies a scroll azure inscribed with the motto—A mari usque ad mare, and Our Will and Pleasure further is that the Arms or Ensigns Armorial aforesaid shall be used henceforth, as far as conveniently may be, on all occasions wherein the said Arms or Ensigns Armorial of the Dominion of Canada ought to be used.

Given at Our Court at Buckingham Palace, this twenty-first day of November, in the year of Our Lord One thousand nine hundred and twenty-one, and in the twelfth year of Our Reign.

"GOD SAVE THE KING"

That is the full text, verbatim, it may sound like nonsense, but it enables anyone who understands to draw and colour a picture complete in every detail. It resembles a doctor's prescription, you either understand it, or it is nonsense.

Cleared of confusing terms and items, and written in plain language—with “argent” translated as “white”, and “gules” as “red”—the vital part of the Proclamation would read:

The King, at the request of Canada, assigns to Canada the national colours white and red, and declares that the national emblem of Canada shall be three red maple leaves on one stem, on a white field. These shall be used to represent Canada on all appropriate occasions.

That answers the two questions: “What are our national colours?” and “What is our national emblem”?

(12) *Authority for national and provincial devices and flags*

If you are not familiar with the arms of Canada and what they mean and what they contain, it is not the fault of the Government of Canada, for the text of the Royal Proclamation of 21 Nov. 1921 has been printed verbatim again and again in government publications in both English and French. That is the proclamation I have just read. In 1921 the Department of the Secretary of State issued an explanatory pamphlet of 15 pages printed by the King's Printer with a coloured illustration. A second edition was published in 1923, a third followed, and the fourth in 1937. The Canada Year Book for 1921 has a rendering of the achievement which I show you here. It is a coloured picture of the Ensigns Armorial—which means the devices all assembled in proper order—as a frontispiece, and page 17 gives the following explanations:

EXTRACT FROM THE CANADA YEAR BOOK 1921 PAGE 17:

THE ARMS OF CANADA.

Armorial bearings owe their existence to the need of providing men with some mark of identification. They originated in the Middle Ages, when few men could read, but when all were trained to distinguish such symbols at a glance. Under these circumstances, the arms of the sovereign became generally identified with the arms of the nation, were emblazoned on shields and were later often incorporated into the national flag. In the case of England, the royal standard bears the Coat of Arms of the Sovereign, while the union jack or national flag is composed of the combination of the red cross of St. George on a white field, borne as their banner by the English from the time of the second crusade, the white cross of St. Andrew on a blue field (Scotland), added in 1707, and the red cross of St. Patrick on a white field (Ireland), added in 1801.

Until 1921, the question of the Arms of Canada remained in an unsatisfactory position. In this country the Royal Arms, in their English form have always been freely used. Soon after Confederation, when a Great Seal was required, a design approved by Royal Warrant of 26 May, 1868, displayed the arms of the four confederated provinces—Ontario, Quebec, Nova Scotia, and New Brunswick. This design, though not used for the Great Seal, was gradually adopted as the Arms of Canada. As the number of provinces increased, it became a common practice to add their arms to the original design. This resulted in overloading the shield with a multiplicity of detail, and a Committee, appointed to submit proposals, recommended the adoption of a coat of arms which has been approved by the Government and duly authorized, on November 21, 1921, by the King.

Three considerations were kept in view in determining the “achievement of arms,” i.e., the combination of arms, crest, supporters, and motto, which I have just described and which has now been authorized. These were: first, that Canadians stand to their King in as close a relation as do



any of his subjects elsewhere; secondly, that Canada, an integral part of the British Empire, has emerged from the war a member of the League of Nations; and lastly, that Canada was founded by the men of four different races—French, English, Scottish and Irish—and that Canadians inherit the language, laws, literature and arms of all four mother countries.

The arms are those of England, Scotland, Ireland and France, with a "difference" to mark them as Canadian, namely, on the lower third of the field, a sprig of maple on a silver shield.

The crest is a lion holding in its paw a red maple leaf, a symbol of sacrifice.

Issues of the *Canada Year Book* of recent years also contain information, not only as to the arms of the dominion, but in complete detail as to each province. I refer to the *Canada Year Book* of 1942 opposite page 32 and the issue of 1943-44 opposite pages 40 and 41.

You have copies of that before you, I think.

### PROVINCIAL FLAGS

In this connection I might refer to a statement that has often been made to the effect that Nova Scotia is the only Canadian province that has a flag of its own. This is only a partial truth due to the fact that the governments of other provinces have not seen fit to make use of their authorized devices by placing them in colour on bunting, for a royal warrant granting arms covers the placing of authorized devices on flags. The provincial flags if designed and composed in the manner of some other well known flags, such as that of the United States of America would be handsome and striking, for example Ontario would have a flag of the provincial colours green and gold, a green field with a sprig of three gold maple leaves, and in a canton or upper corner the cross of St. George (an honourable augmentation). New Brunswick would display an ancient galley at sea, with oars, white sail and red flags complete on a golden background, and in a canton one of the golden lions of England on a red field another honourable augmentation. Saskatchewan also green and gold, a green field with three sheaves of golden wheat, and in a canton a red lion on a field of gold.

All these provincial devices may be examined in this building, in the memorial chamber together with many national and civic devices and hundreds of military devices which I arranged in perspective so that the whole forms a history of Canada and an individual memorial to every soldier, sailor and airman who ever served in or for Canada up to 1921. This extensive use of symbols, which I supported by written history and carved pictures, taken together with the decorative devices and emblems which I arranged in the book of remembrance, forms a complete example of the practical application of symbolism.

#### (13) *Mistakes, Misunderstandings and Misinterpretations*

In heraldry, as in other sciences, mistakes are not unknown: mistakes of both omission and commission, and misinterpretations due to oversight or lack of knowledge. These result in duplications and anomalies. May I give you some examples. In the artist's presentation of the ensigns armorial of Canada, which is his interpretation of the royal proclamation, there are several. The proclamation gives explicit direction that the shield shall be tierced—that is, divided into three equal areas—but the artist has divided the shield so that the third division carrying the national symbol of Canada is about one fifth. The proclamation states that the mantling, or cloth helmet covering, is "argent doubled gules" which means "white lined with red" an unusual arrangement in heraldry—but the artist has turned it inside out and made it red lined with

white, which is quite commonplace. The proclamation states that the maple leaves shall be proper, that is, of form and colour as in nature and on a white field—but the artist has painted on a pale green field three leaves that are not “proper” in grouping, shape, or colour. They are hardly recognizable as maple leaves. Maple leaves vary in form for the forty different varieties of maple—there is the soft maple, the Norwegian maple, the Japanese and many others; but surely the only one proper for the emblem of Canada is the hard Canadian sugar or rock maple known botanically as *acer saccharum*.

In the shield in the fly of some of the Canadian red ensigns now flying, the maple leaves of Canada are shown in green—but the device long carried to distinguish the province of Quebec or corroborated by provincial order in council of 9th Dec., 1939, is described as “a sugar-maple sprig with three leaves veined vert”, which is green. So that three green maple leaves is the signal “Province of Quebec”.

I have recently seen a cap badge of the arms of Canada in metal and enamel. In the base of the shield are three maple leaves conjoined on one stem, in gold on a green field. That is the special distinguishing device assigned to the province of Ontario by Royal Warrant of 26th May, 1868. The wording is “vert (i.e. on a green background) a sprig of three leaves of maple, or (i.e. in gold or yellow)”. So that three golden maple leaves have been the proper signal for “province of Ontario” for the past seventy-seven years.

A still more recent instance: you have all seen the service badge worn by those who have served in the armed forces of Canada in the years 1939 to 1945. The badge as first issued carried a device of three maple leaves in red enamel on a white shield with the royal crown above. That is the proper national symbol in the assigned national colours. This badge has been superseded by one in which the maple leaves are black, so that the colours are now silver or white and black, which have been for five centuries the national colours of Prussia.

A notable heraldic lapse occurred in the case of the arms of Nova Scotia, whose present coat dates from about 1625. But in 1868 these arms were overlooked and other arms were assigned by royal proclamation and used as the provincial arms until the original armorial ensigns were restored by a Royal Warrant on 19th June, 1929, a lapse of over sixty years.

Strange liberties have been taken with the ensigns armorial of Canada: on the certificate issued to subscribers to the ninth victory loan, the arms of royal France are shown as red fleurs-de-lis on a white field. On the licence to sell war savings stamps the field of the Irish coat is shown in red, and a Canadian canning company has registered as its trade mark the ensigns armorial of the dominion with the national device gold maple leaves on a red field. Superimposed on the shield is a yellow disc bearing the initials of the company in black. This is not good heraldic practice.

Next I would give you an

(14) *Historical Review of French and British Flags with remarks on the Fleur-de-Lis*

ROYAL ARMS OF FRANCE:

French explorers discovered and opened up seven or eight of the nine provinces.

Here is the historical record of the Provinces, dates and names:

Quebec, Prince Edward Island and New Brunswick, 1534 Cartier.

Nova Scotia, 1535 Cartier, followed by De Monts and Champlain 1604, and Poutrincourt 1610.

Ontario 1611 Brulé, 1613 Champlain, 1670 Dollier and Galinée, 1634 Nicolet, 1640 Chaumonot and Brébeuf, 1641 Raimbault and Jogues.

Manitoba, Saskatchewan and Alberta, 1731-1743 La Vérendrye, 1751 de Niverville.

The arms of France were the first heraldic emblem erected in Canada, by Cartier, at the entrance of Gaspé harbour on Friday the twenty-fourth of July, 1534. At Annapolis Royal, then Port Royal, in Nova Scotia to welcome Poutrincourt that same device was, on the 14th Nov., 1606, placed over the gates of the fort. In the Dominion Archives can be seen the actual carving of the Arms of France which was on one of the gates of Quebec on 13th Sept., 1759. It was taken to England and returned to Canada.

If the historic past of Canada is to be symbolized in the national flag of Canada, then, from the heraldic standpoint, it would be proper to incorporate in it this device of royal France, or another more appropriate emblem if such can be found.

I had intended here to review briefly the French and British flags that have been flown in Canada in the past, the flags of royal France and the union flag, or union jack, in various forms; but this not now necessary.

I would like just to make one or two additions to what the secretary of state (Hon. Mr. Martin) has told you. He spoke of the fleur-de-lis coat of arms having been on the British Royal Shield for 400 years; and that it ceased to be the device of France and was not restored to international usage until authorized for Canada. That does not apply, however, to the fleur-de-lis as a single symbol, which appears in many places to-day. You may not have noticed it but I at present am wearing, in plain view, 28 fleur-de-lis. I mean by that that there are two fleurs-de-lis exposed every time the British or Imperial Crown is shown or reproduced anywhere. Neither in Britain, nor in Canada, nor in any other country under the British Crown, can the fleur-de-lis be brushed aside. As has been said, the Union Jack is the flag of all those who own allegiance to our King; it is also the national symbol of Great Britain and as such appears on many official British flags. You may decide to recommend that Canada similarly should have several official flags based on the national symbol, the three red maple leaves.

(15) *Types of national flags of yesterday and to-day*

- (a) Colours dominant.
- (b) Device or symbol dominant.

National flags are, in their composition and design, of two general categories. Both conform to the essential requirement. In the first category: a flag displaying the national colours and bearing the national device. In the second category: a flag bearing the device of a nation in the national colours.

In the first category, the national colours are set out in a series of bands 2, 3, 4, 5, 8, 9, 11, 13, or even 20 in number, with the national device placed centrally or in a compartment or canton in the upper corner next the staff. The bands are sometimes vertical, but more usually horizontal. They may vary in width, the more important being wider. Not only the colours actually assigned as national colours are used, but any other colour occurring in the coat-of-arms may be introduced. So that the national flag of Canada, if designed according to this custom might have wide bands of white and red and narrow bands of the gold in the coats of England, Scotland, Ireland or Royal France, and of the blue in the fields of Ireland and Royal France. In the second category, the colours and device or devices belonging to or assigned to a country are displayed as on the shield, but occupy the whole area of the flag.

Flags of the second category are more readily recognizable than those of the first category. Those of the first category are sometimes very difficult to identify at first glance or on a still day. For example, the closest scrutiny is necessary to read the signal conveyed by a flag having three vertical bars, green, white, red, with a centrally placed national device,—if the device is a red shield with a white cross the signal is "Italian Mercantile Marine". If it is an eagle and snake the signal is "Mexico".

(16) *Methods of Construction—Shapes and Proportions of Flags.*

There have been flags of many shapes and sizes, deep and narrow, square, oblong, tapering, semi-circular and notched in various ways. Some had tails or streamers and some the silhouette or outline of animals. Names, applied to them with different meanings at different times, and in different countries are standard, banner, guidon, gonfalon, jack, pennon, pennant, pedant, ensign; all are flags. To-day almost all national flags are rectangular, Norway, Sweden and Denmark are swallow-tailed exceptions. The proportion of the sides of rectangular flags to-day vary from 1 by 1, to 1 by 2; for example:

International Naval Signal Code flags.....	3 by 4
International Naval Signal Code pennants.....	1 by 3
South Africa .....	2 by 3
Great Britain .....	1 by 1, 4 by 5, 1 by 2
Iceland .....	18 by 25
U.S.A. ....	3 by 5

At this point I would like to call your attention to this display of coloured flags which I have had prepared and mounted on a card for demonstration and comparison.

The first is the Union Flag, or Union Jack, of proportions 4 by 5, and of design as in the King's Colour of British and Canadian regiments.

The second, 2 by 3, has three red maple leaves conjoined on one stem on a white field, the National symbol of the Dominion of Canada assigned by Royal Proclamation of 21 Nov. 1921, as it would appear alone on a flag.

The third is the Union flag, of Admiralty pattern and proportions 1 by 2, with central circular device a seven-pointed golden star with the Imperial crown denoting the King's senior representative in the Commonwealth of Australia, that is, the Governor General.

Mr. REID: May I ask about the Union Jack, why the white cross does not go straight through? I have often wondered why the white cross of the Union Jack does not go straight through in a broad band.

The WITNESS: The ancestor of this Union Jack, when you had England and Scotland only, required only the cross of St. George and the cross of St. Andrew. The cross of St. Andrew is white on a blue field. When Ireland came in it was desirable to make some provision so the cross of St. Patrick was used; and to make a complete blending according to heraldic practice, which we see there, to make a device which was possible of reproduction, the Scottish band of St. Andrew was split and half of it given all the way around the corner to the cross of St. Patrick; so that in the first quarter you have St. Andrew, St. Patrick; then in the next going around clock-wise, you have St. Andrew, St. Patrick—and so on around the quarters, going around clock-wise, not counter clock-wise.

To resume the description of the display of coloured flags before you:

The fourth is the national symbol of Canada, three red maple leaves on a white field, with the Union Jack in a canton, or compartment, next the staff, denoting British association.

The fifth is the national symbol of Canada three red maple leaves on a white field; with the Imperial Crown proper, in a blue canton, or compartment, which would indicate a representative of the British Crown, or a government office, or appointment held from the Crown.

The sixth is a form of the national flag of Canada, displaying the national symbol of the Dominion of Canada in the national colours, three red maple leaves on a white field, with the British Union Jack in a canton next the staff and the three golden fleurs-de-lis of Royal France in a blue circle in the fly,

to denote honourable association as provided in the Royal Proclamation of 21 November, 1921.

The seventh is the white ensign of the Royal Navy.

The eighth shows a possible form of a Canadian white ensign; it is the red cross of St. George on a white field, with the national symbol of Canada, three red maple leaves on one stem, in the first canton.

The ninth is the Canadian blue ensign. A blue field with the Union Jack in the first quarter, and a shield bearing the arms of Canada in the fly. In this it will be noted that the maple leaves are erroneously shown in green. A Privy Council Order has laid down that the area they occupy may not exceed one-forty-eight of the area of the flag.

The tenth is an example of a possible Canadian blue ensign. The field is blue, in the first canton is the national symbol of Canada, three red maple leaves conjoined on a white field. In the fly is a shield bearing the authorized coat of arms of the Province of Prince Edward Island. This might be flown at sea from a vessel belonging to the government of Prince Edward Island.

The eleventh is the merchant flag of the Union of South Africa. It is similar to the well-known Canadian red ensign, but in the fly instead of the Canadian shield is a white circle bearing the shield of the Union of South Africa. It shows the figure of Hope representing Cape of Good Hope; two wildebeesten for Natal; the orange tree of the Orange Free State, and the trek wagon of the Transvaal.

The twelfth and last of this series is an example of a possible Canadian red ensign. The field is red; in a canton next the staff is the national symbol of Canada three red maple leaves, conjoined, on a white field, and in a circle in the centre of the fly is the heraldic device of the City of Victoria, British Columbia, which is the crowned head of Queen Victoria. This flag would denote any Canadian ship registered in Victoria, B.C.

During the French Regime in Canada the French Red Ensign used by the mercantile marine employed a different principle in that the field was red semé, or sprinkled, with golden fleurs-de-lis and in a canton next the staff was the device of the port of registration of the ship.

The suggested examples are in accord with the Royal Proclamation of 21 November, 1921, and also with British practice. The flying of them could be controlled by orders.

I have put together a dossier containing line drawings traced from these twelve coloured flags now before you, with explanatory notes on each, together with copies and extracts from several Government publications. There is a copy here for each member of the Committee, to be distributed now for their convenient reference.

For signalling efficiency, elaborate experiments on visibility and optics have been carried out; one result is that the flags of the international naval signal code are 3 by 4 rectangular and 1 by 3 for pennants.

In the reign of Henry VII of England a "grate stremor" was flown 120 feet long and 24 feet wide; some were 60 yards long.

The trouble taken to ensure good visibility may be illustrated by the tricolour of France: at first it was red, white and blue in vertical bars of equal width, then changed to blue, white and red in equal widths, and finally after experiments and tests the widths were decreed to be: blue 30, white 33, red 37, in each 100 units of length.

There are, in British practice, certain means of adding information to the basic message conveyed by a flag. Two are of major importance: the canton and the circle.

*Use of the Canton:*

The canton is a means for conveying a secondary message or preconcerted signal, in expansion of the primary or main signal message transmitted by the flag as a whole.

Two or three centuries ago, when the marine flag of France was red, with gold fleurs-de-lis, the canton contained the arms of the port of registration.

In the middle of the 17th century, when the navies of England and Scotland were separate, the English flew a red flag with the cross of St. George in a canton, the Scottish warships flew a red flag, but with the saltire or cross of St. Andrew in the canton to differentiate. Today a British baronet may add to his arms a canton with white field and an emblem, a red right hand. Similarly baronets of Nova Scotia superimpose on their personal coat of arms a canton with the arms of Nova Scotia. This last is illustrated in a line cut of the arms of Weir of Blackwood, on page 7 of a booklet *Notes on the Arms of Nova Scotia* published in 1928. To-day an officer of the Order of St. John of Jerusalem may display, in a canton, the emblem of the Order,—a white maltese cross on a black field. No new or special warrant is necessary to legalize these additions or honourable augmentations.

These instances show that the canton carries an honourable augmentation, expressing highly esteemed association. Nothing in heraldry is interpreted in a derogatory sense: a canton implies not unwilling subservience, but loyal and friendly support or association.

*By Hon. Mr. Quinn:*

Q. Before you go on, I thought you might pursue that statement you made a moment ago. I would like to hear an explanation of it. You stated that Nova Scotia's claim to be the only province that has a distinctive flag is only a half truth. Would you explain what you mean by that? Is it not absolutely true, and does it not go back to 1625?—A. Yes, but what I said was this, and I stand by it, that the only reason that is true is because none of the other provinces have seen fit to exercise their right. That right would permit them to put their arms on cloth, and so they could have had a flag in Ontario 77 years ago.

Q. Could have but did not.—A. No. That is why I say it is a half-truth.

Q. But the fact remains that it is true that Nova Scotia is the only province which has a distinctive flag?—A. And the only reason why that is true is that the others did not see fit to put up flags. They had every right to put up flags. I will now give you a few words on the second item, the use of the circle.

*Use of the circle:*

The circle, disc or roundle placed on a flag provides a means of conveying a subsidiary message or preconcerted signal in expansion of the main or primary signal.

It is very widely employed on British flags. Centrally placed on the Union Jack, with the device of a British country, colony, dependency or province, it serves to make a distinguishing flag for the use of the King's representative in that place.

I would refer back to the third flag of the group already described and now before you which has the Star of Australia as a central device. That is the flag of the Governor General of Australia.

*By Mr. MacNicol:*

Q. May I ask here what is the flag of India which has the Star of India on the centre of the Union Jack?—A. Sir?

Q. What is the significance of the flag for India which has the Star of India on the centre of the Union Jack?—A. That is the flag of the Viceroy of India.

Q. Not the flag of India?—A. It is the flag of the personal representative of His Majesty the King in India, India being designated by the Star of India placed in the centre in precisely the same way as on the flag of the representative of His Majesty the King in Australia.

*By Hon. Mr. Martin:*

Q. There is no Indian flag?—A. I do not know. I have never seen one.

*By Mr. MacNicol:*

Q. In India they designate the flag with the Star of India in the centre of the Union Jack as the Indian flag?—A. I do not know as to that. I have never seen any flag called the national flag of India.

In the central fly of the British blue or red ensign, the emblem of a British colony in a circle means a government or merchant ship from that place. The ninth illustration already described and now before you is the Canadian Blue Ensign. It has a shield of the Canadian Arms in the fly, which means a Canadian Government ship. The eleventh illustration is the red ensign which has the circle in the fly. The circle contains the shield of South Africa. That is the ensign with a device added in the fly. That flag is the merchant flag of the Union of South Africa.

#### (17) *Heraldic Drawing and Artistic Presentation*

Heraldic art, particularly in the layout of flags, demands a curious combination of freedom, precision and imagination and a fine sense of arrangement and the accurate balancing of areas of colours of different optical value. The best effect is often produced by a clean cut and characteristic silhouette, as in a weathercock or stencil.

Emblems, like portraits, are exaggerated in their characteristic features, but not to the point of caricature. Lines between colours must be clean cut, so that they will register on the eye at a distance, but in the best practice colours and emblems are not outlined in black.

May I now give you a demonstration of one way of constructing a national flag of the type that places national colours first and national emblem second.

#### (18) *Demonstration of Construction*

I shall adhere to the strict specifications suggested earlier.

You remember there were nine of them.

Let us start with an area 1 by 2.

Two vertical bars, white and red will not do—that means Poland or the Island of Malta, and also the letter H in the International Signal Code. Two horizontal bars are Finland and Monaco. Three bars, red, white, red, horizontal are Austria, vertical they are Peru. A greater number of alternate bars, horizontal red and white will not do—the Philippines have 5, Liberia has 11, the United States of America once had 20 and now has 13, and uses them vertically also.

*By Mr. MacNicol:*

Q. How many has China?—A. I do not know. In 1910 the Chinese flag was a dragon on a golden field; about 1926 it was five horizontal bars of red, yellow, blue, white, black; later it was red with a blue canton charged with a representation of the sun. I have not seen any very recent reproductions of Chinese flags.

Some sort of checkerboard of white and red might be used—but the Canadian Pacific Ocean Steamships and Chile and Panama use that type, and the International Code for the letter U.

So some sort of diagonal subdivision might do. We have precedent in the Scottish national ensign and in the flags of Brazil, Czechoslovakia and the Philippines. Let us place a white band diagonally across a 1 by 2 red background. Centered on the white we might place the arms of Canada in a shield. To be different we require a distinctive shape of shield. A nearly rectangular shield is used by Austria, Italy and Portugal, an oval is characteristic of Spain, a circle of Germany and Brazil, a straight sided shield with curved base is used by South Africa, and one with an irregular outline similar to that in the Heralds College version of the Arms of Canada is used by Peru. And so you might choose for Canada a long tapering crusader's shield, like the one held by the unicorn at the main entrance of this building. That shape suits the five devices, and symbolizes the four overseas crusades in which over a million Canadian men and women have participated during the past half century. The Imperial Crown might be placed above the shield. That also is in the Royal Proclamation, of 21 November, 1921.

We have yet to include the subsidiary colours occurring in the national coat—blue and gold. The blue might be inserted as a narrow border or fimbriation—which is the heraldic word—along the edges of the white bar. The gold might find place in two narrow bars parallel to the white bar on either side—the heraldic term is “cottised”.

To make the flag more distinctive or unusual, the trailing edge or leech might be cut in swallow-tail form, two straight cuts at 45 degrees which would resemble, but not duplicate, Denmark, Norway and Sweden. Moreover this would be appropriate, since the Canadian hard maple leaf is the only leaf in which the five main veins are set at 45 degrees—almost exactly, in every leaf: a remarkable peculiarity, but one which you may not have noticed.

Now the design is complete, and most if not all the stringent specifications have been met.

Now for the benefit of critics let us pull it apart, in the unpleasant but often effective method so much in vogue to-day.

#### (19) *Shortcomings in Designs*

Someone will say that Canadians of other than English, Scottish, Irish or French descent are not represented adequately. The answer is that they are represented by the maple leaves which are made as important as any two of the others together.

Another will protest that The Union Jack is omitted. The answer is that England, Scotland, Ireland and Royal France, and the Imperial Crown, are displayed instead, and convey the same message. But the Union Jack could be placed in canton, and the arms of England, Scotland, Ireland and Royal France omitted, but the three maple leaves, enlarged, remain. The blue edging can be omitted as we now have the blue in the Union Jack. This leaves Royal France unrepresented—unless the objector can be persuaded of an obvious fact—that there are not three but four crosses in the Union Jack: the cross of St. George, the cross of St. Andrew, the cross of St. Patrick, and fourth, the white cross, parallel to and larger than that of St. George which is the cross of St. Louis of France. This Cross of St. Louis is white, and used to be placed on a red, or a blue, or (in the case of French regiments) a parti-coloured background; and it is not uncommon in Canada to-day, on a light blue field.

The placing of one cross directly over another is not good heraldic practice—although, in our present Union Jack, St. George is placed over St. Andrew and St. Patrick. That placement drew a strong protest from the Privy Council of Scotland to the King. The argument was that England, having come under the King of Scotland, should not have its Cross (St. George) placed over that



of Scotland (St. Andrew). That flag controversy was satisfactorily disposed of: in the cause of national unity the Scots pocketed their pride. To follow sound heraldic practice, the Crosses of St. George and St. Louis would have to be combined, by lengthwise division of the arms of the Cross as in the case of St. David and St. Patrick. But that would mean tampering with the Union Jack, and it is not permissible—even if desirable—to tamper with an assigned device.

The chief objection to either of these flags is that they do not lend themselves very readily to variation for different purposes. They do not express Canada in a very loud voice and they do not express unity in a very loud voice either. It must be admitted that they fail to meet this the fifth specification we laid down at the start, and they fall short of the desired perfection.

Another way of overcoming this objection has been found by South Africa. An order might be issued that a national flag without the Union in canton could only be flown when the Union Jack is flown.

There is in existence another flag, referred to by you, Mr. Chairman the other day, which is a form of the national flag of Canada. It is based on the method of making the national symbol dominant by displaying on a white field the national symbol assigned to Canada by Royal Proclamation on 21 Nov., 1921, three maple leaves conjoined on one stem.

The Union Jack is displayed in a canton, the device of Royal France is in a circle in the fly. The message it conveys is unmistakable, "Canada, honourably associated with Britain, honourably associated with Royal France". This flag was flown by the senior commander in the Canadian Army Overseas. The King has seen and expressed approval of it. Being government property it is not copyright or patented. The Royal Warrant of 21 Nov., 1921 covers its construction and its use.

*By Hon. Mr. Martin:*

Q. It has a red maple and not the green?—A. Red, absolutely red.

(20) *Action Indicated if the Colours and Devices Assigned to Canada by Royal Proclamation of 21 Nov., 1921 are Considered to be Unsatisfactory.*

If this Committee finds that the present authorized national colours and national symbol are unsatisfactory, then others will have to be found. The procedure would then be for the Canadian Government to request the King to rescind the Royal Proclamation of 21 Nov., 1921 and to request that he issue a new Proclamation as a warrant for the use of the new colours and the new symbol.

But if the present national colours and national symbol as promulgated in the Royal Proclamation of 21 Nov., 1921 are satisfactory, no new Proclamation or Warrant will be required.

In either case the use and arrangement of the national symbol and other authorized devices, if any, would follow common practice, a group of flags would result, each with its proper significance and each supported by P. C. Orders—and Admiralty Warrants if flown at sea—defining colours, size and proportions, and setting out the circumstances of display and by whom to be flown.

As you are no doubt aware, the constitutional right to assign armorial ensigns throughout all his dominions is vested in the King's person.

That is the reason for the statement in the first paragraph of the proclamation, the reference to the first article of the Union with Ireland Act, 1800. That is the King's authority for authorizing these devices, the constitutional instruction, if you will. Hence the procedure followed in establishing a national flag for Canada is that Canada decides on the desired device, Privy Council makes a recommendation to the King with a request for assignment and promulgation, and the King finally issues a Royal Proclamation.

(21) *Selection of new colours, selection of new symbol*

If new national colours and a new national symbol or device are in contemplation, the following may be noted.

The colours available for selection may be stated as: black, white, purple, dark blue, light blue, green, yellow, orange, red.

There are intermediate shades of some of these colours in certain flags. Admiralty specifications define exact shades, by numbers, in flags for use at sea. The flags of the International Signal Code are a guide to optical values.

Avoidance of adoption of colours and colour combinations already in use by others, and also the placement of colours for good visibility, demand consideration. There are no restrictions.

There is no restriction in the selection of an appropriate emblem or symbol, as evidenced by the fact that British countries carry, among many others, the following: a shield, a miner's pick, a volcano, an orange tree, a pineapple, a white bull, a palm tree, a leopard, a pagoda, a castle, and a bunch of bananas.

In earlier times in England we have a red dragon, a bear holding a ragged staff, a silver greyhound and a dun cow—the last was a royal device.

If exclusive possession by the Dominion of the national symbol in any colour combination would provide a solution, the Province of Ontario and the Province of Quebec might be asked to give it up and use some other symbol. That would also provide a measure of the esteem in which the triple maple leaf symbol is held.

The proportions, and silhouette or outline of the flag are also unrestricted.

(22) *Summary*

I shall not detain you to make a summary of what I have presented. And as to a conclusion you will draw your own conclusions but I shall be pleased to answer any questions you may care to make.

*By Mr. MacNicol:*

Q. I was going to ask Colonel Duguid if he has any description of the flag that King Harold used in the Battle of Hastings, if he had one, and if he has a description of the flag used by William the Conqueror in the Battle of Hastings if he had one.—A. On the Bayeux tapestry, which is supposed to be an authentic pictorial history of that campaign, there are a number of flags which might rather be described as pennons on spears. There are a number of different types. Some are swallowtail. Some have three of four tails. Some have tassels. Some are actually in the silhouette of an animal, presumably a dragon, attached to the staff by the nose and the four paws so that it forms a silhouette when it flies in the wind, but heraldry as an exact science was not established, I think, until the Crusades. Perhaps that is an answer to your question.

Q. I have made a search in the British Museum as far as I could to ascertain what flags the two armies probably had, and I must admit there was not very much there to guide one, but it did say that William had a gonfalon.—A. That, sir, is a flag suspended on a cross bar.

The CHAIRMAN: Are there any other questions?

*By Mr. McIvor:*

Q. I should like to ask a question. As a flag is a symbol, and as Canada is a nation amongst the nations of the Commonwealth, should we not have something on the flag to show that we belong to the Commonwealth and what would that something look like?—A. As of to-day the expression that you require is properly and adequately conveyed by the inclusion of the Union Jack in the upper canton next the staff, as in several of the flags we have already examined

and which are now before you. It is a symbol and a placement universally understood to indicate close association with all the British Commonwealth of nations.

Q. Turn it around a little bit more.—A. The three red maple leaves are the authorized symbol of Canada. The use of the Union Jack is authorized also, and indicates close association with the British Commonwealth of nations, or membership, if you will. It is the same as membership.

*By the Chairman:*

Q. I noticed the other day in a paper a letter written by a naturalist criticizing the conjoined three maple leaves. Does that conform to nature or not?—A. These maple leaves originated in my garden here in Ottawa. I was not satisfied some years ago with the presentation and form of Canadian maple leaves so I made perfectly certain of a sugar maple tree. That, as I say, was growing in my garden, I picked the best looking sprig I could find and pinned it down on a piece of paper. I traced it out and this is the reduction of that tracing. That is precisely three Canadian sugar maple leaves conjoined on one stem proper, as the Proclamation says it must be.

*By Mr. McIvor:*

Q. Do you not think instead of having three small leaves that if you had one large maple leaf that it would be more easily recognized from a distance on the flag?—A. That is a matter of test, but in putting only one maple leaf I suggest you destroy the expression of unity.

Q. There is one advantage in that maple leaf in that it looks a little bit like a shamrock.—A. Sir, I never saw a shamrock that looked like that, nor did you. And I never saw a red shamrock.

Mr. MACNICOL: May I ask when the Secretary of State is going to table the flags for the examination of the committee?

Hon. Mr. MARTIN: They are all tabled now. I think there are perhaps around 1,200.

Mr. MACNICOL: By the time we are through it may be up to a couple of thousand of which we will eliminate perhaps 1,900 the first day.

Mr. HANSELL: There is one other question following that. I believe some of us have flags that have been sent to us. What is the procedure? What do we do with them?

The CHAIRMAN: Turn them over to Mr. Chassé, the secretary. I do not wish to cut off any further questions or discussion but we have before us a draft of a report of the joint committee to both Houses which I think might be distributed and considered. Before we do that I will have to ask those who are not members of the committee to absent themselves and leave the room entirely so as to enable us to consider this report.

Hon. Mr. MARTIN: Mr. Chairman, I am sure I express the thought of the committee in saying that we all appreciate very much the very sincere, able and complete presentation which has just been made to us by Colonel Duguid.

The committee adjourned at 6.15 o'clock p.m.



















