

*A. Introduction*

864. Like all military organizations, the Canadian Forces have always considered themselves quite different from other governmental institutions and subject to different rules. In the matters that concern us, however, the justification for distinctive treatment perhaps carries less weight: we believe that many of our recommendations for the federal Public Service apply equally to the military organization. Yet there are both quantitative and qualitative grounds for examining the Canadian Forces separately. Accordingly, the recommendations appearing at the end of this chapter are directed specifically to the Canadian Forces.

The Canadian  
Forces and the  
Public Service

865. There are several major differences between the Canadian Forces and the federal Public Service. The Forces have had a distinctive development; they have a special purpose and mode of operation, and the way of life in a military organization is unique. The very goal of the Forces—the maintenance of peace through a state of constant readiness to go to war—clearly sets them apart: the vast organizational system required to maintain this state of readiness has no counterpart in the federal Public Service.

866. The Forces themselves account for roughly a quarter of all federal government personnel, and a quarter of all civilian federal employees are also involved in the military institution. Defence plays a vital role in the employment of Canadians, and it also consumes a sizable portion of the federal budget. The social and economic impact of the Forces on the Canadian community is felt from coast to coast.

The defence  
establishment  
and the  
Canadian  
community

867. A member of the Forces may be located at a base like Cold Lake, Alberta, where he is more or less cut off from the wider community or—at the other extreme—at Canadian Forces Headquarters in Ottawa, where he is completely integrated with the local community. He

chooses his wife, sends his children to the schools, shops in the stores, and finds his entertainment in the area where he is posted. The people and institutions surrounding the base where he is stationed are of considerable importance to him.

868. Military establishments also have an economic impact on the civilian communities in which they are located. Not only is the serviceman's pay going into the tills of the local merchants, but the military base itself will be buying food and other local commodities. Certain of the country's industrial centres feel the impact of the millions of dollars spent annually by the federal government on defence contracts. The Forces contribute to the Canadian economy in another substantial, if less obvious, way. In peace-time, much effort is expended in the training of personnel. With the ever increasing technological sophistication of military weaponry and systems, this means that many of the 10,000 or so individuals released annually from the Forces are highly skilled, and their entry into the labour force represents a considerable contribution to the Canadian economy generally.

The military way  
of life

869. The Canadian Forces differ from the federal Public Service in terms of their overall work environment and way of life. Military personnel are faced with a stricter discipline than public servants: they are more often separated from their families, sometimes for months at a stretch; they may be required to suffer more difficult and uncomfortable situations; they are subject to frequent moves and consequent readjustments. They may be called at any hour of the day and night. Even when officially off duty, neither they nor their families, for the most part, escape the military orbit. The quarters they live in and the shops their wives use may well be built and maintained by the military organization. More than 50,000 dependent children attend schools organized by the department of National Defence or have their schooling looked after in other ways by the department. Mess associations decide which newspapers are to be made available. Sports, cultural, and other recreational activities are organized on the base. In short, the military life is a total one, covering both on-duty and off-duty hours, and applying to the individual's family as well as to himself.

870. It is this almost totally self-contained quality that above all other reasons prompted the separate treatment of the Canadian Forces in our research.<sup>1</sup> Most Francophones, on joining the Forces, are in effect moving from immersion in one culture to immersion in another. Our interest was consequently focussed on the linguistic and cultural effects of this situation.

<sup>1</sup> Data for this chapter are drawn primarily from "Carrière militaire et dynamique culturelle," a study prepared for the R.C.B. & B. by Pierre Coulombe with the collaboration of Lise Courcelles.

## *B. Language Policies and Practices*

### *1. Historical background<sup>1</sup>*

871. Prior to Confederation, service in the militia was in principle obligatory, and thus the military registers of the period more or less reflected the ethnic and linguistic composition of the population. From this period on, however, Francophone participation declined in both the militia and the regular forces. As well, there was an acute shortage of professionally qualified Francophone personnel: of the 225 graduates of the Royal Military College between its foundation in 1876 and 1900, only 10 were Francophones.

872. During World War I some units were established with a predominance of Francophone personnel; after the war, the Royal 22nd Regiment—which had been the first French-language unit to serve overseas—became part of the permanent force. It was the only unit in which a soldier could receive his basic training in French and work in his own language. The navy and air force, established in 1910 and 1924 respectively, were closely modelled on the British pattern, and neither attracted many Francophones.

873. During the 1940's and 1950's some recognition was given to the problems of recruiting and retaining Francophones. The rather ineffective approach of the air force and navy was simply to attempt to integrate Francophone recruits by teaching them English. But the army, in support of its vast war-time training programme, translated some 500 manuals and abstracts into French and also published a bilingual dictionary of military terms in 1945. Nevertheless, while Francophones could serve in French-language units and receive practical training in certain limited fields, the army continued to operate as a basically English-language organization with a few scattered Francophone elements.

874. With demobilization, the three services were reduced to their minimum peace-time complement, but not for long. The creation of the United Nations Emergency Forces, the signing of the North Atlantic Treaty, the onset of the Korean conflict, and the establishment of the North American Air Defence Command all contributed to a fresh expansion of military personnel. From a 1950 level of 47,200, a summit of 126,500 men was reached in 1962.

875. In its post-war reorganization, the army sought better ways of integrating Francophone recruits. Basic training was given in French to Francophones and was followed by English classes for those not enter-

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<sup>1</sup> The historical material is taken from Harold Forbell and Barry Gallant, "Armed Forces Histories," a study prepared for the R.C.B. & B.

ing the Royal 22nd Regiment. French could also be used as a language of work in units and sub-units attached to the Royal 22nd Regiment and in certain militia regiments. Despite these advances, unilingual Francophones—particularly officers—still have great difficulty, compared with unilingual Anglophones, in achieving more than the most limited of careers.

876. The efforts of the army were not matched in the other two services. In both the navy and the air force, English remains the operational and functional language, and Francophones have to adapt themselves as best they can to this situation. In both services compulsory English classes are given to Francophone recruits whose English is not good enough for them to take their basic training and to acquire a specialization in this language. However, the teaching of English has not substantially reduced the high level of Francophone attrition or raised the number of Francophone recruits in these two services.

## 2. *Relations with the public*

877. The Canadian Forces, while not serving the community as directly as the Public Service, nonetheless have frequent contacts with the public. For instance, in the early 1960's the department of National Defence was receiving a yearly average of 64,200 letters.<sup>1</sup> The military organization also has a visible presence in the community: bases, buildings, and vehicles are all noticeable with their distinctive markings. Relations between the Forces and the civilian population include a variety of activities.

### Correspondence

878. There are two directives<sup>2</sup> governing the use of the two official languages in correspondence between the department of National Defence, the Canadian Forces, and the public. The government of Quebec and municipalities where the French language predominates are to be addressed in French. A letter from within Canada written in a language other than French or English is to be answered in either of the official languages; however, such a letter coming from abroad is to be answered in the language of the original correspondent. In practice, replies to correspondence are almost always prepared in English and then translated if necessary.

### Forms, signs, and oral communications

879. A directive of the chief of Defence Staff<sup>3</sup> prescribes the conditions under which the two official languages are to be used in Quebec, Ottawa, and other places where the population is predominantly Fran-

<sup>1</sup> Jacques LaRivière, "La traduction dans la fonction publique." See Appendix III, Table A-13.

<sup>2</sup> Canada, Department of National Defence, *Administrative and Staff Procedures Manual*, I, art. 251; III, art. 234.

<sup>3</sup> Canada, Chief of Defence Staff, "Instruction P3/65," dated March 28, 1965.

cophone. The directive covers the language of forms, spoken communications with the general public, and signs. All forms to be filled in by individuals are to be available in both languages. Where possible, the French and English texts are to be on the same form. Canadian Forces Headquarters is to be responsible for the provision of forms in use across the country, and local commanders for those used locally. This part of the directive applies both to documents addressed to future personnel (such as those having to do with recruitment, selection, and enrolment) and those to be filled in by individual members of the Forces. All signs, including traffic, parking, information, door, and appointment (or title) signs, and security, standing, and fire orders are to be prepared in both languages.

880. The directive further specifies that, within the geographic areas designated, civilian and military personnel and guards and commissionaires having dealings with the general public should be capable of completing any forms required in either of the two official languages and of expressing themselves in both languages. Personnel whose duties include answering telephones should also be able to converse in the two languages. Existing unilingual staff are not to be dismissed, but their replacements are to be bilingual.

881. This directive is still far from being fully implemented. The initiative is too often left to local commanders, who—particularly in places outside Quebec—often differ in their interpretation and application of it.

### 3. *Written language within the Forces*

882. There is only one directive<sup>1</sup> covering the written use of languages within the Canadian Forces. English is to be the language of internal correspondence with the exception of “French-speaking units of the Regular Forces and the Reserves,” which may be permitted to use French in correspondence with the next senior headquarters. The application of this regulation raises two practical problems. First, there is no way of telling which units, with the exception of those recently so designated,<sup>2</sup> are in fact French-speaking; second—and more important—the authorization of the next senior headquarters must be received before these “French-speaking units” can write to their headquarters in French. There is no obligation on the part of headquarters to write to their units in French.

Correspondence

883. In practice, some French-language correspondence emanates from certain units, but less comes down the hierarchy to these units.

<sup>1</sup> Canada, Department of National Defence, *Administrative and Staff Procedures Manual*, III, art. 234.

<sup>2</sup> See § 891.

Indeed, apart from the Royal 22nd Regiment and a few militia units in Quebec, French is rarely used in any internal correspondence.

Translation

884. Apart from this small amount of French-language correspondence, few other texts are originated in French. However, a small number are being translated from English to French. In 1964, one-fifth of 1 per cent of the 24,497 military manuals had a French version, and none of the 21,206 operational and maintenance manuals were included in this percentage. The volume of translation for the department of National Defence amounted to less than 5 per cent of the total production of the Translation Bureau in 1964; one-fifth of this amount was correspondence.<sup>1</sup>

885. The Queen's Regulations for the Canadian Forces and Canadian Forces Administrative Orders (CFAO) are published in French and English, but the publication of the French version of CFAO is so delayed<sup>2</sup> that the translation is virtually a record of past history; it has no practical usefulness since these administrative orders are in daily use and constantly changing.

4. *Effects of recent organizational changes*

886. Since the 1964 White Paper on Defence, two important steps in the reorganization of the Forces have taken place. In July 1964, an Act<sup>3</sup> was passed calling for the integration of Canadian Forces Headquarters and the appointment of a single chief of Defence Staff. The structure of Canadian Forces Headquarters was simplified and organized into four functional branches (*see* Figure 24). In June 1965, a new integrated command structure was announced; of the six functional commands established thereafter, Mobile Command has become the most important. The second step in the reorganization came with an Act passed in May 1967<sup>4</sup> under which the three services were officially unified and the roles they had traditionally filled were divided among the six functional commands.

887. It is too early to judge the effects of these changes on the objective of equality between Canada's two linguistic communities. The streamlining of the organization would seem to make few allowances for linguistic and cultural differences while, on the other hand, the decentralization to the six largely autonomous functional commands opens up the possibility of creating a French-language sector within the Forces.

Military terminology

888. At the end of 1967, the Canadian Forces took some steps towards correcting the unequal situation of Francophones in the Forces.

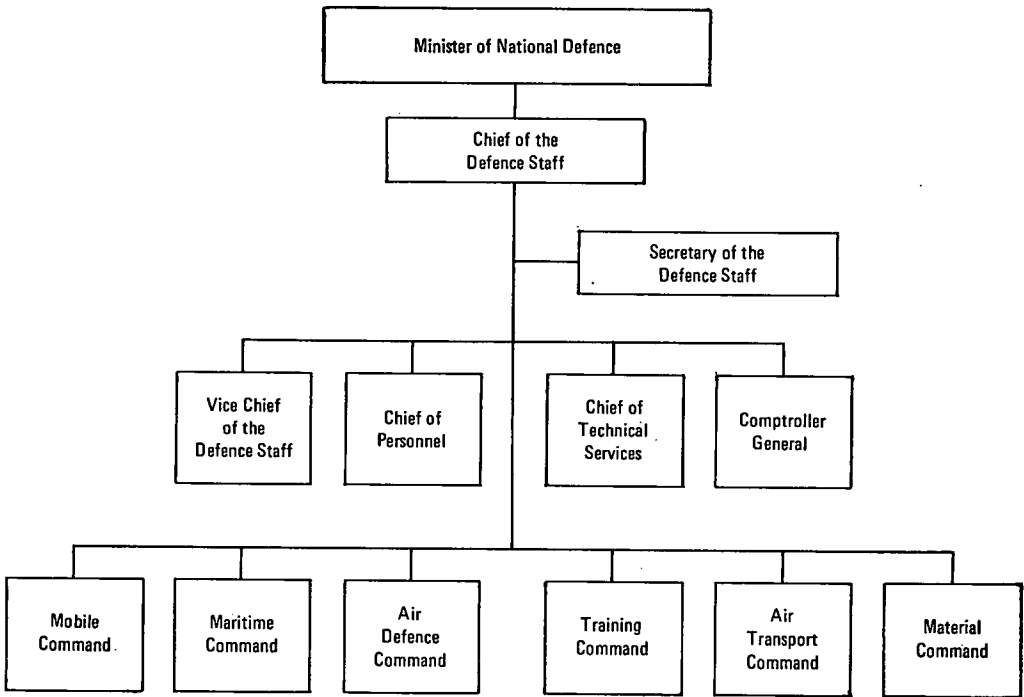
<sup>1</sup> LaRivière, "La traduction dans la fonction publique."

<sup>2</sup> In February 1969 the most recent French text of CFAO was dated August 30, 1968.

<sup>3</sup> An Act to amend the National Defence Act, S.C. 1964, 13 Eliz. II, c.21.

<sup>4</sup> Canadian Forces Reorganization Act, S.C. 1966-7, 14-15-16 Eliz. II, c.96.

Figure 24. Canadian Forces Headquarters and Command Organization—1967



Source: Canada, Department of National Defence.

Recommendations based on an extensive research programme were presented to the chief of the Defence Staff and, at the same time, a bilingual secretariat was created within Canadian Forces Headquarters. This body plays an advisory role, and has also established a terminology section incorporating the group charged with translating and editing military manuals in French. A glossary of French military terms compiled by the terminology section has been used as a basis for a much needed new bilingual dictionary which was published in March 1969 under the authority of General Jean V. Allard, the Chief of Defence Staff. These are the first official efforts, since the war-time bilingual dictionary appeared in 1945, to establish a French counterpart to the existing English terminology.

889. New terms arising from the reorganization of the Forces and rapid technological advances are incorporated into English terminology, but in many cases there are not even unofficial French equivalents. This situation places the burden of French translation of military terms and expressions on individuals rather than on the military organization. As a result, French-language terms can emerge in isolation from each other, creating linguistic confusion and leading to the erroneous impression that the French language is less capable than English of expressing the realities of the military situation.

Bilingual  
positions

890. Recently, without giving them official recognition, the Forces have been establishing a number of positions requiring a knowledge of both French and English. These positions have served in particular to enable contacts with the public to take place in the two official languages. The bilingual recruiting officer fills such a position. However, a number of the positions have been reserved for bilingual military instructors in order to help Francophone recruits who have difficulty in following training given in English.

The policy  
statement of  
April 1968

891. In a press communiqué of April 2, 1968, the minister of National Defence announced the government's intention of establishing a long-term programme "leading to a substantial improvement in the bilingual character of the forces . . . as . . . a means of improving the retention rate of French speaking Canadians in the armed forces." This programme provides for certain bases and units of the three environments (land, sea, and air) to have a majority of Francophone personnel and to use French as the language of work. The communiqué went on to state: "To foster the use of a second language the ultimate aim is to have at least 20% of the strength of predominantly French and predominantly English speaking bases and units made up of members whose parent tongue is the other official language." Substantial progress in the implementation of this programme has already been made. Some units have been designated predominantly French-speaking. They include, in the sea element, the helicopter-destroyer HMCS Ottawa based



at Halifax; in the air element, the 433rd squadron of CF5 tactical aircraft based at Bagotville. But the most important development is in the land element; the 5th Combat group, established at Valcartier, includes the three infantry battalions of the Royal 22nd Regiment,<sup>1</sup> one artillery regiment, one armoured regiment, one signal squadron and one engineers squadron, and some support units. Another important step has been the creation in the spring of 1969 of the FRANCOTRAIN programme, under which the basic training of Francophones will be regulated. English-language instruction and trades training will come under the same programme.

892. The first technical course ever to be taught in French was given in the spring of 1969. But, unlike the Public Service, whose Francophone professionals are beginning to have access to French-language professional development programmes, the Forces continue to give advanced courses to their officers and non-commissioned officers in English only.

Training  
programmes

### 5. *Language training*<sup>2</sup>

893. Language training in the Canadian Forces—particularly the teaching of English—has greatly expanded in the last few years. Sociological studies carried out in the 1950's<sup>3</sup> showed the extent to which unilingual Francophones were handicapped in their efforts to integrate into the English-speaking military organization. The Forces have partly corrected this state of affairs by providing better English-language courses for recruits and by giving recruits a longer respite before integration into the Anglophone work environment. An effort is now being made to provide them with bilingual instructors. In September 1968, the eight-week recruits' basic training was consolidated at two centres. Francophone recruits are now receiving their basic training in French at Saint-Jean, Quebec. Prior to this, Francophone air force and navy recruits had to receive their basic training in the English language after taking a language course when judged necessary. This situation is now reversed: the English course follows basic training in French. Army recruits destined for the Royal 22nd Regiment are not given English instruction.

894. In September 1967, the four establishments previously giving language instruction were centralized at Saint-Jean under the newly formed Canadian Forces' Language School (CFLS). Although CFLS mainly teaches English to new recruits, it also teaches French to a maximum of 96 persons each year. Besides its teaching functions, CFLS

Canadian Forces  
Language School

<sup>1</sup> One of those three battalions is usually stationed in Germany.

<sup>2</sup> This subsection is concerned with the teaching of the two official languages. However, the Forces also give instruction in languages other than French and English.

<sup>3</sup> In particular, the work of Jacques Brazeau for the Defence Research Board.

collaborates with the Public Service Commission in conducting research on language training and on the formulation of tests designed to measure the bilingual proficiency of personnel.

#### 6. *Military colleges*

895. There are several means by which officers may be commissioned into the Canadian Forces. We concentrated our attention on the military colleges, although they contribute only about 20 to 25 per cent of all officers, because it is within these institutions that the language question seems the most pressing.<sup>1</sup>

896. Although all three military colleges place a certain emphasis on bilingualism, only the Collège Militaire Royal de Saint-Jean (CMR) has actually been bilingual since its founding in 1952. At CMR the desired ratio of Francophone to Anglophone officer cadets is 60 to 40 but, in fact, Francophones usually account for less than 60 per cent. This college is not a degree-granting institution; cadets who successfully complete its courses go on to do their last two university years in English at the Royal Military College in Kingston (RMC). The same applies to the graduates of Royal Roads Military College in Victoria.

Language courses  
at RMC

897. At RMC, all third-year cadets are required to take a course in the official language that is not their mother tongue. In these courses examinations must be written in the language in which the course is taken. French or English may be used in all other examinations, although most Francophones—having been taught in English—use English. A course in either French- or English-language improvement may be required of a cadet, in which case it may be counted as an Arts elective.

898. A Francophone officer cadet in the present military college system must become fluent in English, not only because he is being trained to take his place in an organization whose operational language is English, but also because a thorough knowledge of that language is required to complete his studies at RMC. The same bilingual requirements do not exist for an Anglophone cadet who, even if he does learn French, may well lose his proficiency through lack of opportunity to use it.

#### 7. *Education of children of Canadian Forces personnel<sup>2</sup>*

899. The education of dependent children of Canadian Forces personnel who do not reside on federal government property is the

<sup>1</sup> Officer cadets as a whole are discussed in §§ 962-69.

<sup>2</sup> This subject is also reviewed in the *Report of the Royal Commission on Bilingualism and Biculturalism*, II, §§ 329-35.

responsibility of local authorities. Children of personnel residing on Crown lands (which are not taxable by local authorities) go whenever possible to local schools, and the federal government makes an appropriate payment to the local authority. When local schools are not available, the department of National Defence builds and operates its own.

900. In 1966-7, 90,000 dependent children of Canadian Forces personnel were attending elementary and secondary schools; some 40,000 of these were attending the 70 DND schools in Canada and the 18 overseas. With certain exceptions, the schools in Canada operate as public schools under the legislation and curricula of the province in which they are located.

DND schools

901. Many problems are encountered by Francophone servicemen and their dependents stationed in provinces where English is the only language of instruction. Since the curricula and the language of instruction of DND schools are determined in accordance with the policies of the various provinces, the department cannot organize French-language classes or schools in most Canadian provinces. To alleviate this problem, the department of National Defence in February 1968 established a formula providing that "where education facilities providing instruction in one or other of the official languages of Canada, consistent with the language normally used in the home and with that received during previous periods of instruction, are not available . . . an education allowance may be granted to defray the cost of the required education."<sup>1</sup> The department pays up to \$1,300 a year per child under this formula. This means that, when schooling in their own language is not offered near the base, parents have to send their children away from home—which most parents do not regard as desirable. Furthermore, the present formula does not permit parents to shift the language of their children's instruction; for those parents who want their children to become bilingual, the present arrangements are thus unsatisfactory.

Government assistance for education in the mother tongue

902. In the overseas schools, a composite curriculum is used from kindergarten to Grade VI, in an attempt to minimize the difficulties faced by children on transfer to and from Canada. In Grades VII to XIII, the Ontario curriculum is followed. Either French or bilingual classes are established wherever the number of Francophone students justifies French as the language of instruction.<sup>2</sup> For example, the children of members of the Royal 22nd Regiment posted in West Germany

Curricula in DND schools overseas

<sup>1</sup> Canadian Forces Administrative Orders, 54-5, Section 5 (February 21, 1969), 11.

<sup>2</sup> The number of Francophone students required to justify instruction in French overseas has been the subject of criticism in recent years. At one time, English instruction would be provided if the parents of a minimum of 10 Anglophone dependents requested it, while instruction in French would be given only when there were 25 Francophone dependents. The formula is now equalized at approximately 10 for each language group.

can follow the curriculum of the French Roman Catholic schools of Quebec to Grade IX. Although provision exists for it in CFAO's, no French class above Grade IX has yet been organized in Europe. French as a second language is taught as a conversational course from kindergarten to Grade VIII and as an option in the regular course from Grades IX to XIII, in accordance with the Ontario curriculum.

903. Under a foreign service allowance clause, an education and travelling allowance is available if a member posted outside Canada cannot obtain schooling for his dependent children at a standard comparable to that available in Ontario schools. However, this clause does not specify any language of instruction, so Francophone children in Grades X through XIII must study in the English-language secondary schools required in Germany by the DND.

904. Two-thirds of married military personnel had school-age children. Slightly less than three-quarters of the Anglophones sent their children to English-language elementary and secondary schools. The remainder were being taught in both French and English. Roughly half the Francophones sent their children to English-language schools.

905. Given the choice, both Anglophones and Francophones would mainly prefer their children to be taught in the two languages, particularly at the elementary level. At the secondary level the proportion who would prefer their children to be taught only in French, or in French as well as in English, was slightly lower. It is significant that all personnel, whatever their linguistic group, would like to see more French being used in their children's elementary and secondary schooling.

### *C. Participation and Career Patterns*

906. Apart from the periods of mobilization and conscription during the two World Wars, the Canadian Forces have always been maintained on a voluntary basis. Yet military careers have not been as accessible to Francophones as to Anglophones since the former are participants in a system that has evolved within the language and culture of the latter. This inevitably has affected both the number of Francophones joining the Forces and their subsequent careers.

#### *1. Francophones and Anglophones*

**Definition** 907. In the several Books of this *Report*, the terms "Anglophone" and "Francophone" have designated those whose main official language is English and those whose main language is French. These terms were used as a point of departure in the research on which this chapter was

based, but we have attempted to reflect more clearly the complex linguistic and cultural situation of many Canadians. The Canadian population does not divide neatly into two linguistic and cultural categories; there is a continuum between two poles and many Canadians share characteristics of both groups. For instance, a Canadian of British origin may come from a family that has lived for generations within the culture and using the language of French-speaking Canada, while another of French mother tongue may have been brought up and now live and work almost entirely in an English-language milieu.

908. In discussing participation in the Public Service we noted that there are key differences in the positions of Francophones from Ontario and from Quebec.<sup>1</sup> But place of origin is a relatively crude measure of what in effect is the Francophones' degree of exposure to the English-speaking way of life. Here we are attempting to deal mainly with this latter factor. To do this, three ethno-linguistic criteria were employed: language of childhood—the main factor—ethnic origin, which must also be taken into account, and, lastly, the parents' mother tongue. Thus, by first ascertaining the language of childhood and early cultural environment, we should be able to judge what, if any, changes have been brought about in the cultural identity of Francophone military personnel.

909. For the purposes of this chapter, we defined a Francophone as one who spoke mainly French or French and English about equally in childhood *and* who was of French ethnic origin or had at least one parent of French mother tongue. We thereby distinguished two groups of Francophones: those who spoke mainly French in childhood (and whom we call F1s) and those who spoke both French and English about equally (F2s). Everyone else was classified as Anglophone. The division of the Francophones on this basis is far from artificial, as became evident when we looked at some of their other socio-cultural characteristics.

F1s and F2s

910. Most F1s (90 per cent) not only spoke French in their childhood but also were of French origin and both their parents were of French mother tongue. Before entry into the Forces, 82 per cent of the F1s lived in Quebec. The remainder came mainly from the Atlantic provinces in the army and from Ontario in the air force and navy. Even though so many came from Quebec, only 58 per cent had received all their formal schooling in French; 40 per cent had attended both French- and English-language schools or bilingual institutions. Among the officers, 50 per cent had studied only in French. For the men, the proportion was 59 per cent. Finally, almost all these Francophones had the same religion: 98 per cent were Roman Catholics. Roman Catholi-

Socio-cultural characteristics

<sup>1</sup> See §§ 651-7.

cism is, of course, closely associated with the traditional values of French-speaking Canada and the maintenance of its language and culture.<sup>1</sup>

911. The F2s had been in contact with a more diversified linguistic and cultural milieu before their enrolment in the Forces. Only 68 per cent of them were of French ethnic origin and had two parents of French mother tongue. The F2s came from Ontario (36 per cent), the Atlantic provinces (24 per cent), and Quebec (24 per cent). Thus most of them—and particularly those in the air force—came from regions where Francophones are experiencing great difficulty in maintaining the vigorous and dynamic development of their language and culture. This was reflected in the language of schooling of this group of Francophones: 69 per cent had attended both French- and English-language schools or bilingual institutions. Among the F2s, 89 per cent were Roman Catholics—a rather smaller proportion than that for F1s.

912. In short, the F1s and F2s were two quite distinct groups within the Canadian Forces: the F1s were more strongly rooted in the language and culture of French-speaking Canada, and the F2s had more mixed backgrounds. The significance of this distinction will become clear when language use and capacity are discussed.<sup>2</sup>

## 2. Participation

913. In the Canadian Forces as a whole, 16 per cent were Francophones and 84 per cent Anglophones (Table 54). The proportion of Francophones in the Forces was thus considerably lower than the pro-

Table 54. Ethno-linguistic Groups in the Canadian Forces

Percentage distribution of military personnel of each service, by ethno-linguistic group—Canada, 1966

	Army	Air force	Navy	All military personnel
Francophones	18.7	16.2	9.1	16.0
F1	13.9	12.6	5.9	12.0
F2	4.8	3.6	3.2	4.0
Anglophones	81.3	83.8	90.9	84.0
Total	100.0	100.0	100.0	100.0
Sample	3,154	2,974	2,196	8,324

Source: Coulombe, "Carrière militaire."

<sup>1</sup> Even though personnel were asked to state only their present religious affiliation, there are grounds for believing that participation in the military life has not affected this affiliation in the majority of cases.

<sup>2</sup> See §§ 944-61.

portion in the country as a whole. Of the 16 per cent who were Francophones, 12 per cent were F1s and 4 per cent were F2s. Finally, the levels of Francophone and Anglophone participation varied in the three services: Francophone participation was strongest in the army (19 per cent), next highest in the air force (16 per cent), and least in the navy (9 per cent). Nearly half the Francophone military personnel were serving in the army.

#### a) Geographic distribution

914. Members of the Forces were stationed in every province. As Table 55 shows, the provincial distribution of military personnel was much like that of the Canadian population, with two exceptions: Quebec had a much smaller proportion of personnel (11 per cent) than its share of the total Canadian population (29 per cent), while the proportion of personnel in Nova Scotia (16 per cent) was much larger than the province's proportion of the Canadian population (4 per cent).

915. Historical, strategic, operational, administrative, and political considerations have determined the location and size of military bases.

Factors determining location of personnel

Table 55. Place of Posting and Ethno-linguistic Group of Military Personnel

Percentage distribution of Canadian military personnel of each ethno-linguistic group, by place of posting, in 1966, and of the Canadian population, by province, in 1961

	Canada and abroad			In Canada only	Distribution of Canadian population in 1961
	Franco-phones	Anglo-phones	All military personnel		
Newfoundland and Prince Edward Island					
Edward Island	1.0	2.4	2.2	2.5	3.1
Nova Scotia	8.3	14.5	13.5	15.8	4.0
New Brunswick	4.1	6.5	6.1	7.2	3.3
Quebec	32.2	5.2	9.5	11.1	28.8
Ontario	22.9	30.7	29.4	34.4	34.2
Manitoba	5.8	7.9	7.6	8.8	5.1
Saskatchewan	0.8	1.5	1.4	1.6	5.1
Alberta	3.7	8.0	7.3	8.6	7.3
British Columbia, Yukon, and N.W.T.	3.7	9.4	8.5	10.0	9.1
Germany	12.6	8.1	8.8		
Other countries	4.9	5.8	5.7		
Total	100.0	100.0	100.0	100.0	100.0
Sample	3,099	5,225	8,324	7,252	18,238,247

Source: Coulombe, "Carrière militaire," and Census of Canada, 1961.

Obviously, the navy is limited in its deployment by environmental factors: most naval personnel in Canada were stationed on either the Atlantic (63 per cent) or the Pacific seaboard (24 per cent). The air force, on the other hand, extends its operations right across Canada. The army too, although somewhat more limited by its regimental structure and system of regional specializations, may require its personnel to move to the various provinces. Canadian army and air force personnel may also be sent abroad to serve in NATO and United Nations forces.

916. The relatively smaller proportion of Francophones stationed in Nova Scotia is explained by their relatively small proportion in the navy. Larger proportions of Francophones than of Anglophones were stationed in Quebec and in West Germany. Indeed, nearly a third of all Francophones were in Quebec; among them, there was a higher proportion of F1s than of F2s—whose geographic distribution is much more like that of the Anglophones than of the F1s.

Personnel  
stationed in  
Quebec

917. With the relatively small proportion of military personnel based in Quebec, the chances of being posted to a French-speaking milieu are also small. The army and air force seemed to differ in the degree to which they attempt to concentrate their Francophone personnel on the available bases in Quebec, even though both had around 11 per cent of all their personnel in that province. About 67 per cent of the army personnel stationed in Quebec, but only 40 per cent of the air force personnel, were Francophones. Almost half the F1s in the army were stationed in Quebec at any given time, compared with one-third of those in the air force. The former spent on average half their careers in Quebec, but the latter only about a quarter. Similarly, one in four army F2s were in Quebec at any given time, but only one in six in the air force; there were always more army and air force F2s in Ontario than in Quebec. This means that relatively few F2s were living in a social milieu that would help them maintain and further their childhood acquaintance with the language and culture of French-speaking Canada.

918. On the other hand, more Anglophones in the air force than in the army were posted to Quebec at some stage in their careers. Indeed, air force Anglophones spent almost twice as much time in Quebec as army Anglophones. The air force evidently does not concentrate its Francophone personnel (and particularly its Francophone officers) in Quebec.

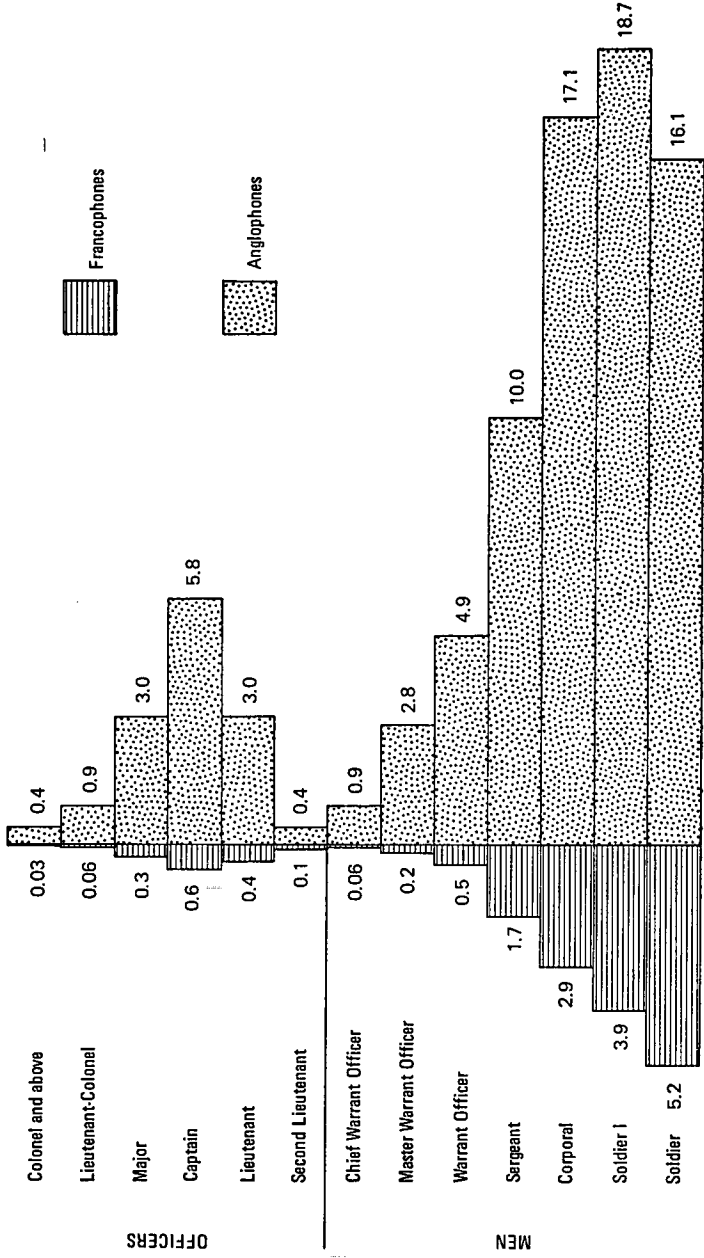
#### *b) Hierarchical distribution<sup>1</sup>*

919. The structure of the military hierarchy is roughly in form of a pyramid (Figure 25), with decision-making, authority, and power flow-

<sup>1</sup> Appendix III, Table A-55.



Figure 25. Percentage Distribution of Military Personnel, by rank and ethno-linguistic group—Canada, 1966



Source: Coulombe, "Carrière militaire."

ing downwards from the top. This vertical distribution of authority, common to bureaucratic organizations, is crystallized in the Forces by a set rank structure.<sup>1</sup> The upper part of Figure 25, representing the various officer ranks, shows clearly the small number of personnel at this level: only one in six was an officer. The concentration of personnel was particularly evident at the level of sergeant and below: of all personnel, four in six occupied these ranks.

Distribution  
of officers

920. Among the officers, the pyramid is to a certain extent broken; two-thirds held the intermediate ranks of major and captain. The growing professionalization of the Canadian Forces helps to explain this phenomenon—the development of military technology and the growing complexity of operations require the services of a large number of specialists, most of whom are situated at the intermediate ranks.

921. The traditional autonomy and specific roles of the three services have contributed to the development of somewhat different career lines within each. For instance, the air force accounted for half of all officers in the Canadian Forces, mainly because of the large number of specialists this service requires to operate and maintain its highly technical equipment. The air force officer corps is also proportionately the largest; 18 per cent of all air force personnel were officers, compared with 14 per cent of navy personnel and 12 per cent of army personnel. Since the intermediate officer ranks are mostly occupied by specialists, half the officers in the air force were captains in contrast to proportions of one-third in the army and navy.

Ratios of  
officers  
to men

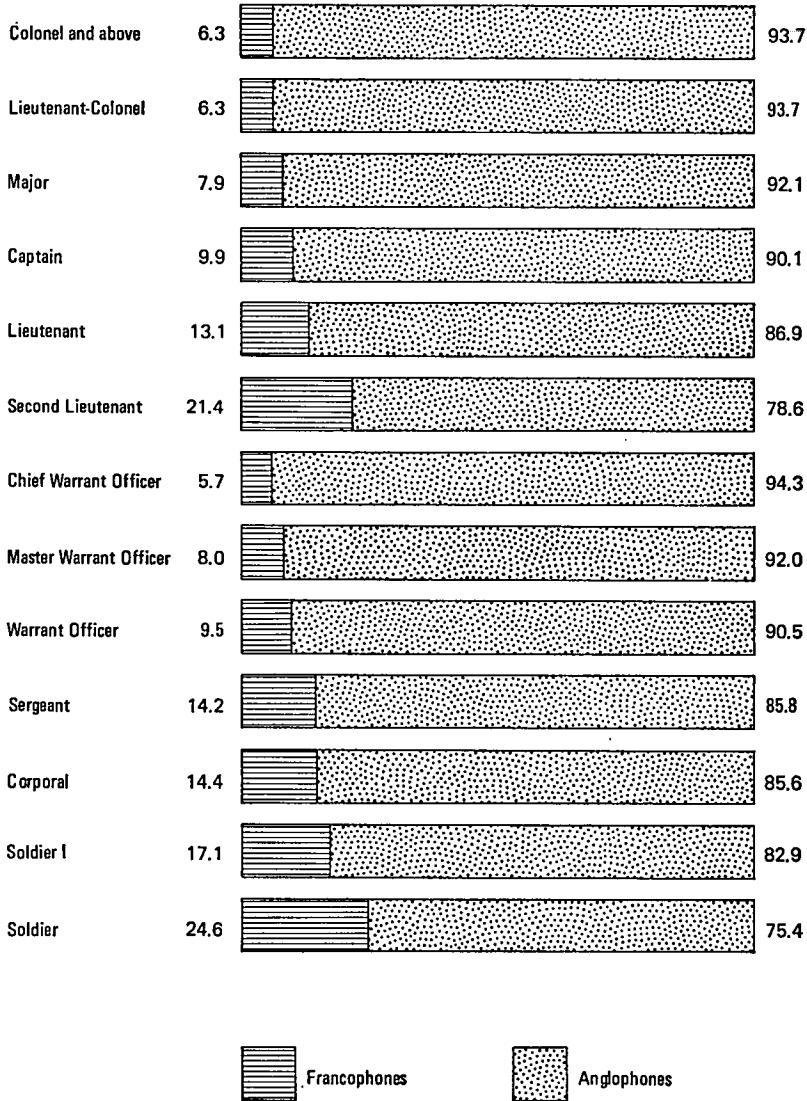
922. In the three services together, the Francophones had only half as many officers as the Anglophones, in relation to their total numbers. One Francophone out of 10 was an officer, compared with one out of five Anglophones. In other words, there were many more Francophone men to one Francophone officer than was the case for the Anglophones. This was particularly true in the air force where the ratio was one to four for the Anglophones, but one to nine for the Francophones.

Distribution  
of Francophones

923. The profile of Francophone distribution given in Figure 25 showed the strongest Francophone representation to be at the lower ranks of both the officer corps and the men's rank structure. Roughly four out of five Francophones (in contrast to three out of five Anglophones) were in the ranks either of second lieutenant through to captain or of soldier and corporal. As Figure 26 shows, a sizable proportion of Francophones were entering the Forces: 25 per cent of the soldiers

<sup>1</sup> The hierarchical structure of the Canadian Forces includes 17 ranks, from soldier to general. For the purposes of our analysis and in order to maintain the anonymity of respondents to our survey, we reduced these by placing personnel with the rank of colonel and up in one category and by treating officer cadets separately from the main body of the study. Female personnel are not included. The nomenclature used is that established in the National Defence Act of May 1967, except that we have distinguished between soldier and soldier 1 (or acting corporal) although the Act does not.

Figure 26. Ethno-linguistic Group of Military Personnel, by rank—Canada, 1966 (Percentages)



Source: Coulombe, "Carrière militaire."

and 21 per cent of the second lieutenants were Francophones.<sup>1</sup> However, their participation weakened at each step up in both the officers' and the men's hierarchies.

924. Francophones experienced the most favourable development of their military careers in the army, which accounted for 48 per cent of all Francophones in the services. Their distribution in the various ranks, particularly in the officer corps, was comparable to that of the Anglophones. In the air force, by contrast, where the Francophone presence was almost as large (42 per cent), Francophones and especially Francophone officers were heavily concentrated in the less senior ranks.

925. F1s, as we have said, comprised 75 per cent of the Francophones. They constituted a larger proportion among the Francophone officers than among the Francophone men, particularly in the army. Francophone men had their highest proportion (78 per cent) in the air force. The proportion of F2s to F1s rose in each of the intermediate and higher ranks of officers and men in all three services (Figure 27), which seems to indicate that they generally had a longer career with the Forces than the F1s who tended, in the air force particularly, to leave military service prematurely.

### 3. *Career patterns*

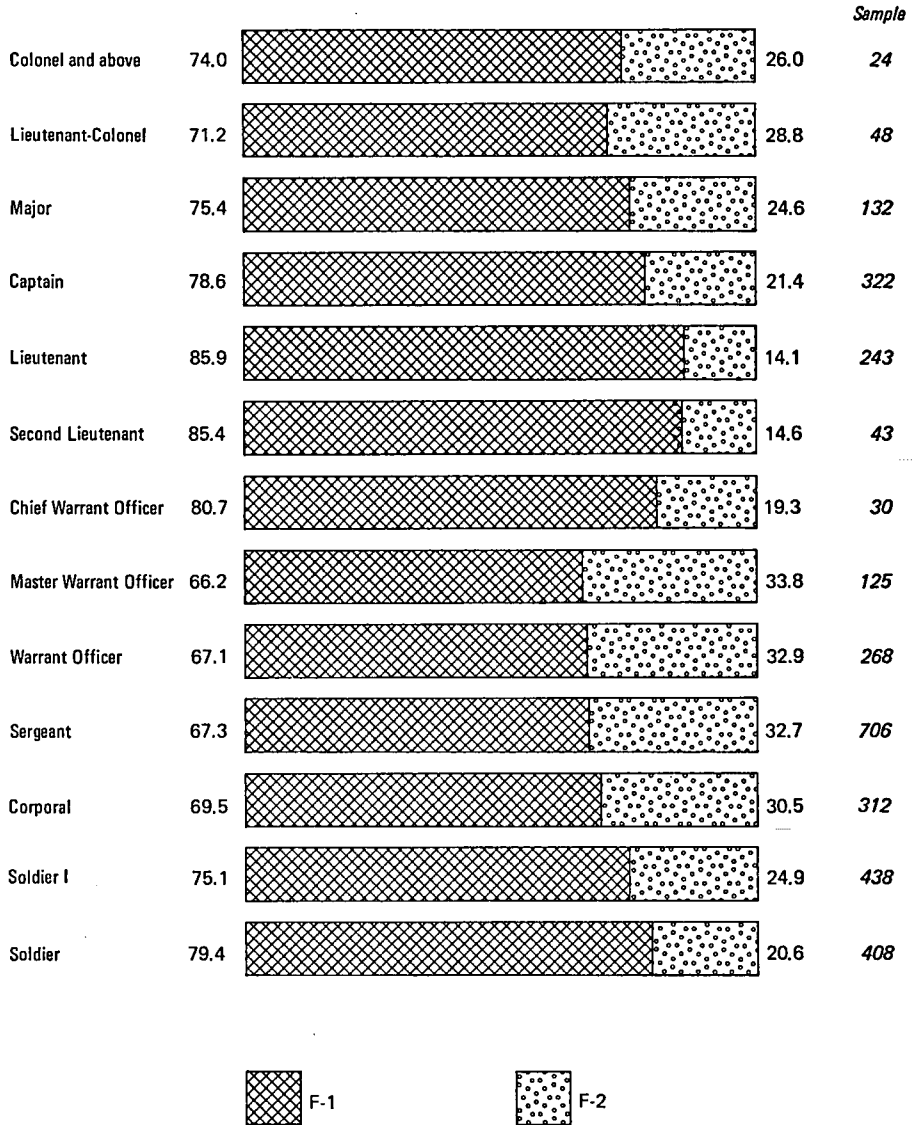
926. Since World War II the three services have had to make the best of difficult circumstances in the management of the careers of their personnel, particularly their officers. The Korean conflict created a sharp and sudden increase in manpower and forced the services to readjust their promotion methods. Adjustment also had to be made to adapt to NATO and NORAD requirements. Furthermore, the rapidly changing developments of military technology have necessitated the constant retraining of personnel. These imperatives have significantly influenced policies on recruiting, training, and use of manpower. With the Canadian Forces Reorganization Act of 1967, the question of career development arose again; previously, each of the services had parallel programmes and these are now being re-evaluated and standardized.

927. Four factors (educational level, field of work, age, and seniority) exert a substantial influence on the career development of military personnel. With the unification of the Forces these factors have taken on a new significance, but they still remain central criteria of career development and success. Officers and men must be considered separately since they follow quite different career lines.

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<sup>1</sup> See also Appendix III, Table A-56.

Figure 27. Ethno-linguistic Group of Francophone Military Personnel, by rank—Canada, 1966 (Percentages)



Source: Coulombe, "Carrière militaire."

a) *Officers*

Education

928. In the competition to reach the senior ranks of colonel and above,<sup>1</sup> an advantageous starting point is a high educational level, and in this respect Francophone officers—particularly the F1s—were in a better position than the Anglophones. More than 70 per cent of the Francophone officers had had some university training, compared with only 50 per cent of the Anglophone officers. Eighteen per cent of the F1 officers, but only 8 per cent of the Anglophones and 6 per cent of the F2s, had a master's degree or its equivalent. The decreasing proportion of Francophones in the intermediate ranks of the officers' pyramid is thus not related to schooling levels. Since university-trained Francophones and Anglophones had taken similar courses, a difference in kind of training does not explain the decreasing proportion either.

929. If the chances of reaching high rank are increased with a high level of education, then university-trained personnel should be expected to form a higher proportion among the officers at and above the level of lieutenant-colonel than among those below this rank. This was in fact the case with Anglophone officers: 62 per cent of those in the highest ranks had been to university or college, compared with 48 per cent of those below the rank of lieutenant-colonel. On the other hand, Francophone personnel with university training were found in the same proportions throughout the officer ranks. Furthermore, among all the officer ranks, a larger proportion of F1s than of either Anglophones or F2s had attended military college.

Field of work

930. Field of work and educational level are to a certain extent related factors in determining the best career accessible to an officer. Given certain personal handicaps, such as a poor academic background, an officer will make a particular field his speciality and will make slow progress in his career. On the other hand, professional specialization can also impose limits on career development. Such is the case of the "civilians in uniform"—dentists, for example—whose work in the armed forces has its counterpart in civilian life and whose military careers are limited to the framework of their special field. Officers who, in their various postings, acquire experience in fields not directly linked with their specialization have the best chances of reaching the highest ranks, which have traditionally been filled by officers with experience both in commanding operational units and in administration.

931. Our research identified four major fields of employment in the Forces: operational, including all occupations closely linked with military operations; administrative; support—both technical, such as engineering, and non-technical, such as supplies; personal services, includ-

<sup>1</sup> Only one captain in seven will reach the rank of colonel during his career.

ing recruitment and social, medical, dental, legal, religious, and other services. As Table 56 shows, the operational and administrative fields together accounted for the highest proportion of both Francophone and Anglophone officers, although the proportion of F1s in both fields was generally lower than the proportions of F2s and Anglophones. However, in contrast to the Anglophones, more Francophones—particularly F1s—were involved in personal service than in technical support duties. Also, Francophones below the rank of lieutenant-colonel tended less than Anglophones to pursue careers in the strictly military fields. The more senior Francophones, however, were less often engaged than Anglophones in the technical fields, and more often engaged in operational duties.

Table 56. Field of Employment of Officers

Percentage distribution of officers of each ethno-linguistic group, by field of employment—Canada, 1966

	Francophones		All Franco- phones	Anglophones
	F1	F2		
Operations	34.8	40.1	35.8	40.0
Administration	25.2	32.6	26.7	28.4
Support: technical	10.5	7.3	9.9	15.8
non-technical	7.8	4.2	7.1	6.0
Personal service	21.7	15.8	20.5	9.8
Total	100.0	100.0	100.0	100.0
Sample	655	157	812	2,262

Source: Coulombe, "Carrière militaire."

932. This last point applied particularly in the army, largely because of the existence of the Royal 22nd Regiment, which not only retained a good proportion of its Francophone officers but also provided them with a path to the highest echelons of the military hierarchy. Yet the proportion of Francophone officers specializing in fields advantageous to their career development was much nearer that of the Anglophones in the air force. Given the great lack of Francophone officers at the upper levels in the air force, it would seem, therefore, that many of them were leaving the service at the level of captain or major, despite their promising career prospects.

**Age and seniority**

933. Even though an officer's qualifications and field of work favour his advancement, promotion must still take place within the authorized rank structure. This limitation occurs in a relatively short run: an officer's career begins on average at the age of 23 and ends when he is between 47 and 55 years old. If in a given rank an officer's age and seniority are relatively low, one may conclude that he has experienced no delay in promotion up to that point and that his future chances are good.

934. The average age of Francophone officers is 34 years and their average length of service 12 years. For Anglophones, the figures are 37 and 15 years respectively. The Francophone officers—particularly the F1s—thus have on average shorter careers in the Forces than the Anglophones. However, the F1s up to the rank of captain were on average younger when they received their current rank and had fewer years of seniority than the F2s, whose situation was almost identical with that of the Anglophones. Thus, even if F1s had spent less time in their present rank than other officers, their theoretical chances of rapid advancement would seem to be excellent; for while they had an average of one year less of total seniority, they were also four years younger in age.

935. The ranks of captain and major are crucial ones, since it is generally at these levels that an officer's career either picks up speed or slows down. In each of the three services, the youngest captains and those with the least seniority within this rank were the F1s. In the air force and navy, F1 majors were still in a favourable position, but in the army they were older than the Anglophones and F2s, and they had accumulated more seniority since their last promotion. At and above the level of lieutenant-colonel, both groups of Francophones were older than the Anglophones and had accumulated more seniority.

**Future intentions**

936. The intentions expressed by officers regarding their military careers indicate their own appreciation of the opportunities for advancement within the military organization. Virtually all the senior officers—Anglophones and Francophones alike—had been in the Forces for over 20 years and had the firm intention of staying on until retirement. The alternative was more significant for officers below the level of lieutenant-colonel: among these officers, F1s had the highest proportion of those intending to leave the Forces. The Anglophones had the lowest proportion, while the F2s were generally less clear in their intentions.<sup>1</sup>

**Summary**

937. Formal educational qualifications and rhythm of promotion do not explain the relative absence of Francophone officers at the upper levels. However, their distribution among the various fields of work was not as favourable to career advancement as the Anglophones' distribu-

<sup>1</sup> The survey was conducted in June 1966 while the unification debate was in full swing.



tion. Furthermore, more of them expressed the intention of leaving military service, and in fact they appeared to do precisely this, particularly at the ranks of captain and major.

*b) Men*

938. Just as for officers, a high educational level is an advantageous starting point for a man in his military career; it conditions his choice of specialty and trade, and thus his chances of professional development and access to the posts of responsibility and authority. The long-used argument that Francophone personnel have too low a level of education to reach the most skilled levels in a given trade, and especially a technical one, appears to have a weak basis in fact. For all practical purposes, Francophone and Anglophone men had the same amount of schooling—10 years on average.

**Education**

939. The average amount of schooling for men varied among the three services. The air force—the service in which the specialized technical fields are most important—recruited and retained the most highly educated men, both Francophones and Anglophones, followed by the navy and then the army. In the air force and navy, the F1 men averaged more years of schooling than either the F2s or the Anglophones.

940. Personnel at the rank of sergeant and above had had on average more schooling than those in the lower ranks. But, among the air force and navy Francophones, corporals and soldiers averaged more years of schooling than the men in the higher ranks. In these services, then, the scarcity of Francophones—and of F1s in particular—above sergeant level did not appear to be related to their level of schooling. The army remained an exception, since in this service all Francophone men had slightly less schooling on average than the Anglophones.

941. In the Forces a man's career is generally spent within a particular trade or specialization. While Francophones and Anglophones had on the whole an equal level of schooling, their fields of employment were different (Table 57). Francophones were relatively more concentrated in administrative and non-technical support functions and less concentrated in the operational and technical support fields.

**Field of  
employment**

942. Although the various fields of employment differed in importance in the three services, the number of Francophones, and particularly F1s, in the highly specialized fields was always low. The operational field in the army accounted for 44 per cent of the Anglophones, 40 per cent of the F1s, and 22 per cent of the F2s. Francophones in the operational field were mainly in the infantry. Relatively few were with the more technical artillery and armoured regiments. In the air force, technical support functions accounted for 44 per cent of the Anglophones, 36 per cent of the F1s, and 54 per cent of the F2s. While a low

Table 57. Field of Employment of Men

Percentage distribution of men of each ethno-linguistic group, by field of employment  
—Canada, 1966

	Francophones			Anglophones
	F1	F2	All Franco- phones	
Operations	30.4	26.8	29.5	37.0
Administration	22.9	12.1	20.1	13.5
Support: technical	24.8	32.1	26.6	29.7
non-technical	17.3	24.8	19.3	15.7
Personal service	4.6	4.2	4.5	4.1
Total	100.0	100.0	100.0	100.0
Sample	1,744	543	2,287	2,963

Source: Coulombe, "Carrière militaire."

proportion of F1s were in the technically oriented occupations, they were strongly represented in the administrative field. The two main fields of specialization in the navy are operations and technical support. In both of these, F1s were underrepresented, being concentrated instead in the non-technical support field.

Age and  
seniority

943. The relative progress of Francophones and Anglophones within their specialties can be measured both by their level of professional qualifications (trade grouping) within a given rank and field of specialization and by their age and seniority within a given rank. Francophones who reached the ranks above sergeant were as well qualified as Anglophones in the same ranks. In addition they were younger on the average than the Anglophones and they had fewer years of seniority. Francophone soldiers, corporals, and sergeants were also younger than their Anglophone counterparts, and they also had relatively higher qualifications. Few Francophones actually went above the rank of sergeant, despite their more favourable combination of age, seniority, and level of professional qualification; this suggests that many were leaving the Forces prematurely, presumably because these apparent advantages were not leading to sufficiently successful careers.

#### *D. Language Capacity and Use*

##### *1. Language capacity and individual bilingualism*

944. Before reviewing the languages used by military personnel both in and outside the work situation, the languages in which they were

proficient—their language capacity—must be considered. Personnel were asked to rate their proficiency in the two oral skills (understanding and speaking) and the two written skills (reading and writing) of both French and English.<sup>1</sup>

945. As might be expected, virtually all the Anglophones claimed a fair or considerable proficiency in English, but very few claimed a comparable command of French (Table 58).<sup>2</sup> Among the latter, more

Individuals' rating of their own skills

Table 58. Linguistic Skills of Military Personnel

Percentage of military personnel in each ethno-linguistic group claiming that their oral and written skills in French and English were considerable or fair—Canada, 1966

		Francophones			Anglophones
		F1	F2	All Franco-phones	
Oral skills	French	99.0	82.9	94.9	5.2
	English	87.7	98.8	90.5	99.1
Written skills	French	95.0	55.4	85.0	2.7
	English	74.3	94.3	79.4	98.7
<i>Sample</i>		2,399	700	3,099	5,225

Source: Coulombe, "Carrière militaire."

officers and men claimed proficiency in the oral than in the written skills.<sup>3</sup> Francophones were strikingly different from the Anglophones in claiming a proficiency in both French and English. Virtually all the Francophones (95 per cent) rated themselves as having a fair or considerable proficiency in oral French and 85 per cent claimed such a proficiency in written French; 91 and 79 per cent also reported a fair or considerable proficiency in oral and written English respectively. As in the federal Public Service, few Anglophones, but most Francophones, are bilingual. In the Forces, only 4 per cent of the Anglophones but 79

<sup>1</sup> To measure language capacity, the Coulombe survey on which this material is based proceeded slightly differently from the two federal Public Service surveys (see § 328), which examined fluency only in the other official language.

<sup>2</sup> For an inter-service comparison, see Appendix III, Table A-57.

<sup>3</sup> In the Public Service, the Anglophones claimed greater proficiency in reading French than in other skills (see § 330 and Figure 4).

per cent of the Francophones were bilingual (Table 59). In both groups, however, the proportion of those who were bilingual increased if only the oral skills were considered.<sup>1</sup>

946. Table 58 shows that there were proportionately more Anglophones proficient in English than there were Francophones proficient in French. The F2s mainly accounted for this situation, since noticeably fewer of them than the F1s reported proficiency in oral and particularly in written French. This difference between the two Francophone groups was especially striking among the men in all three services.<sup>2</sup> On the other hand, while fewer F2s claimed to be fluent in French, more rated themselves proficient in English.

Table 59. Bilingualism of Military Personnel

Percentage of military personnel of each ethno-linguistic group and service claiming to be bilingual<sup>1</sup>—Canada, 1966

	Francophones						Anglophones	
	F1		F2		All Franco-phones		Sample	%
	Sample	%	Sample	%	Sample	%		
Army	925	67.5	284	63.0	1,209	66.3	1,945	3.7
Air force	1,002	94.8	227	77.9	1,229	91.1	1,745	4.4
Navy	472	90.4	189	70.7	661	83.3	1,535	3.6
The three services	2,399	81.6	700	69.7	3,099	78.5	5,225	4.0

Source: Coulombe, "Carrière militaire."

<sup>1</sup> Those who claim fair or considerable proficiency in understanding, speaking, reading, and writing both French and English.

947. Furthermore, as Table 59 shows, fewer F2s than F1s claimed to be bilingual. The opposite might have been expected since the F2s were those who spoke both French and English about equally in childhood. Apparently a substantial number of these F2s had lost some proficiency in French and were now more at ease in English. The F1s, by contrast, had had to acquire a proficiency in English but, being more firmly grounded in their language and culture, had on the whole retained their mastery of French.

<sup>1</sup> See Appendix III, Table A-58.

<sup>2</sup> See *ibid.*, Table A-57.

948. Proficiency in English among Francophone personnel was also related to rank. As with federal public servants, the higher the post or rank held by Francophones, the more likely they were to be proficient in English. At the very top of the rank structure, all Francophone officers rated themselves proficient in English.<sup>1</sup> Higher-level positions and the very nature of an officer's work evidently placed heavier linguistic demands on their Francophone incumbents.

Language  
proficiency  
and rank

949. Another influence specific to the Forces is the requirement that air force and navy recruits must take English-language courses if they have an inadequate command of this language. Since the army does not require such training for its Royal 22nd Regiment recruits, the higher rates of bilingualism among the F1 personnel in the air force and navy are not surprising; these higher rates of bilingualism are particularly striking among the men.<sup>2</sup>

## 2. *Language use at work*

950. The overwhelmingly "English" orientation of the Canadian military organization can be clearly seen in the work situation: 95 per cent of all personnel mostly or always used English in their military work. This percentage included virtually all the Anglophone personnel (99 per cent) as well as 72 per cent of the Francophone personnel. In the air force and navy, an even higher proportion of Francophones—89 per cent—said they mostly or always used English at work. Only in the army were noteworthy proportions of Francophones using French in their military work: 30 per cent of army Francophones mostly or always used French and 16 per cent used French as often as English. This was of course mainly due to the long-standing French-language tradition of the Royal 22nd Regiment, and to the fact that the army makes it possible for some Francophones to pursue a substantial part of their careers in Quebec.

Actual  
language use

951. Thus, except for some army Francophones stationed in Quebec, English was the language of work in the Forces. This clearly requires considerable adaptation on the part of most Francophones. Practically all the Anglophones (98 per cent) declared that English was their best working language at enrolment, and the same proportion felt that this was still true (Table 60). The work milieu did not exert any pressure on them to change their initial unilingual English-speaking ability. However, virtually all the Francophones who were not able to work well in English when they enrolled had since learned to do so. Furthermore, some Francophones suffered a substantial decline in the ability to work

Best language  
of work

<sup>1</sup> See *ibid.*, Table A-59.

<sup>2</sup> See *ibid.*, Table A-60.

in French that they had held at the start of their military careers. Yet, if the Anglophones' ability to work best or only in English was a constant and uniform characteristic, the Francophones' acquisition of a working ability in English and their loss of ability in French were complex phenomena, varying according to ethno-linguistic group, length of time spent in the Forces, and service.

952. Those who felt they could have best performed their military work in French alone at the start of their careers were almost all F1s (Table 60); consequently it was mainly F1s who had to learn to work in English. Among these Francophones, however, more F2s had lost enough of their initial bilingual ability to feel they could currently work more ably in English.<sup>1</sup>

953. Among senior Francophones who could not have worked in English at the start of their careers, all those in the air force and navy, and almost all such in the army now felt they could do so.<sup>2</sup> This is scarcely surprising, given the existing organizational arrangements of the Forces. As we have already pointed out, Francophone recruits in the air force and navy who are not proficient in English have to take English courses. English is also normally the only language in which advancement and promotion courses are given to officers and non-commissioned officers.

954. The acquisition of the ability to work in English varied among the services. Most Francophones who were not able to work well in English when they enrolled but had since learned to do so were in the navy and the air force, particularly among the junior F1 men in the latter. Since the air force recruited most F1s who could have best performed their military work in French when they enrolled, the high proportion who had since learned to work ably in English indicates that the process of adaptation and integration to the English-language organization must be particularly stringent in this service. The army exerted less pressure on Francophone personnel to learn to work as well in English as in French. Roughly one out of three army F1 men and one out of seven army F1 officers still felt they could best perform their work in French. Such proportions are low, but these army F1s were virtually the only Francophone personnel whose best working language was still French.

Francophones'  
aspirations  
to work in  
French

955. In our survey questionnaire we asked whether—supposing it were possible—personnel would prefer to serve in a French-language unit, an English-language unit, or in either with no preference one way or the other. Only 22 per cent of the Francophones expressed a preference for a French-language unit. These were almost all F1 personnel,

<sup>1</sup> See *ibid.*, Table A-61.

<sup>2</sup> See *ibid.*, Table A-62.

Table 60. Optimum Working Language of Military Personnel  
 Percentage distribution of military personnel of each ethno-linguistic group, by best working language on entry and in 1966<sup>1</sup>—Canada, 1966

	Francophones						Anglophones	
	F1		F2		All Francophones		On entry	In 1966
	On entry	In 1966	On entry	In 1966	On entry	In 1966		
French	71.4	17.3	3.4	1.0	54.2	13.2	0.3	0.2
English	5.2	18.9	48.5	54.8	16.2	28.0	98.2	98.1
French and English	23.4	63.8	48.1	44.2	29.6	58.8	1.5	1.7
Total	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0
Sample	2,399	2,399	700	700	3,099	3,099	5,225	5,225

Source: Coulombe, "Carrière militaire."

<sup>1</sup> Established according to the answers to the following questions: "At the start of your military career, in which language(s) could you have done your work best? In which language(s) can you do your work best now?"

particularly those in the army (Table 61). This is relatively easy to understand, for the army had the smallest number of F1s fluent in English. The army F1s were also virtually the only Francophones who actually used French at work and who still felt their best working language to be French. Finally, the army is the only service offering Francophones some opportunity to pursue a career in French. In other words, army F1s were the Francophones whose working lives have been least affected by the pervasiveness of English. Conversely, few air force and navy Francophones would prefer to work in French: the adaptation they have undergone to a thoroughly English-speaking situation would hinder their working comfortably in French and would indeed require their complete retraining in that language.

Table 61. Preference for a French-language Unit

Percentage of Francophone military personnel in each service who would prefer to serve in a French-language unit—Canada, 1966

	F1		F2		All Francophones	
	Sample	%	Sample	%	Sample	%
Army	925	38.4	284	6.0	1,209	30.0
Air force	1,002	17.2	227	1.7	1,229	13.8
Navy	472	19.5	189	9.7	661	15.9
The three services	2,399	27.4	700	4.9	3,099	21.7

Source: Coulombe, "Carrière militaire."

### 3. Language use outside the work situation

#### a) In the home

956. In 1966, 74 per cent of all males in the Canadian Forces were married. Virtually all married Anglophone personnel had Anglophone wives (Table 62) but, among the Francophone personnel, marriages to Anglophones were quite common, especially among the F2s. Almost all the Anglophone wives, even those married to Francophones, could speak only English. On the other hand, the few Francophone wives



Table 62. Married Military Personnel and Ethno-linguistic Group of Wives

Percentage of married military personnel in each ethno-linguistic group and percentage distribution of these military personnel, by ethno-linguistic group of wife—Canada, 1966

Ethno-linguistic group of personnel	Sample	Percentage of married personnel	Sample (married personnel only)	Ethno-linguistic group of wife			Total
				Francophone		Anglophone	
				F1	F2		
Franco- phone	3,099	62.3	2,309	49.4	9.5	41.1	100.0
F1	2,399	59.1	1,745	60.4	6.3	33.3	100.0
F2	700	71.8	564	22.4	17.5	60.1	100.0
Anglo- phone	5,225	76.7	4,490	3.4	3.1	93.5	100.0

Source: Coulombe, "Carrière militaire."

married to Anglophone personnel had almost all learned English.<sup>1</sup> Because the great majority of Francophones were bilingual and very few Anglophones had ability in French, it is readily understandable that, combined with all other environmental factors, the presence of an Anglophone spouse almost inevitably results in English being the main language of a serviceman's family.

957. Again, the army F1s must be distinguished from other Francophone personnel. Among these Francophones, marriage to Francophone women was most frequent; the proportion of marriages to Anglophone women did not increase with rank; and their wives had not all learned English. Theirs were also the homes in which French was the main language spoken among husband, wife, and children. As we have seen, the army F1s had the greatest opportunity to work in French and were able to live in both a work and a social environment favouring the retention of their language and culture. The proportionately large number of army F1s married to Francophone women—a fact undoubtedly related to the high proportion of such personnel who were or had been posted to Quebec—provided a further reason for their being more securely attached to the language and culture of French-speaking Canada than other Francophones in the Force.

<sup>1</sup> Appendix III, Table A-63.

*b) In social relations and leisure pursuits*

958. The Canadian Forces recognize certain obligations with respect to personnel and their families and have traditionally supported programmes aimed at their welfare. Besides recreational and educational programmes, certain artistic and cultural associations are officially recognized, while other activities, such as credit co-operatives and social and financial programmes for helping service personnel are encouraged. Messes and canteens are provided for personnel, and financial support is offered according to set rules to the various artistic, social, recreational, and leisure activities.

959. In these areas, however, the Forces do not officially recognize the presence of Francophones; in neither spirit nor application do the rules give significant consideration to their culture. Our research personnel noted an almost complete absence of French-language volumes and periodicals in the libraries, and of French-language magazines and papers in the messes. Similarly, Maple Leaf Services stores on Canadian bases in West Germany presented the unmistakable image of English unilingualism.

960. Thus it is no surprise to learn that both Anglophones and Francophones mainly used English in their social relations and leisure pursuits. Almost all the Anglophones, the large majority of F2s, and nearly half the F1s claimed that in their voluntary associations, clubs, and groups English was the main language spoken; that they used English always or almost always in their leisure-time activities; that even where they had the choice they selected an English-language radio or television station before a French one; and that they read English-language newspapers more regularly than French ones. The use of English by Francophones in these activities was particularly striking among the more senior officers and men. However, the F1 officers and men of the army were again an exception, as were the F1 men at and below the rank of sergeant in the air force, although to a lesser degree.

961. In other words, when Francophone personnel had lived outside a French-language environment and had served in the Forces for a considerable length of time, the process of acculturation that we noted in the work situation was extended to everyday life and to social and recreational activities. This is due to the fact that these activities—leisure as well as work—generally take place within the confines of the base to which personnel are stationed, and this environment generally does not offer Francophones the opportunity to conduct their social and recreational activities in the French language; another contributing factor is the fact that many Francophones have, possibly rather early in their careers, chosen to adapt, integrate, and even assimilate to the English-language milieu offered them by the Forces.

### E. Officer Cadets<sup>1</sup>

962. A rising generation of officers is being trained in military colleges, universities, and the various schools of the Canadian Forces. It is possible that these officer cadets could have a marked linguistic and cultural effect on the officer corps of tomorrow—providing, of course, that they stay in the Forces in increasing numbers.<sup>2</sup> Their contribution could be of considerable significance to the pursuit of equal partnership in the Forces.

963. Francophones formed only 10 per cent of the officers, but 23 per cent of the cadets (Table 63). Therefore, unless Francophones

Distribution

Table 63. Service and Ethno-linguistic Group of Officers and Officer Cadets

Percentage distribution of officers and officer cadets of each ethno-linguistic group, by service—Canada, 1966.

		Sample	Ethno-linguistic group			Total
			F1	F2	Anglo-phones	
Army	Officers	1,199	12.1	2.5	85.4	100
	Cadets	141	19.0	3.6	77.4	100
Air force	Officers	1,184	7.0	1.8	91.2	100
	Cadets	145	18.9	8.8	72.3	100
Navy	Officers	691	3.7	1.8	94.5	100
	Cadets	76	12.2	2.8	85.0	100
All officers		3,074	8.3	2.0	89.7	100
All cadets		362	17.6	5.7	76.7	100

Source: Coulombe, "Carrière militaire."

have an exceedingly high attrition rate early in their careers, they should in time increase their proportion in the more senior officer ranks where they have been absent. This possible development may be particularly important for the air force; in 1965, only 9 per cent of all air force officers were Francophones, but 28 per cent of all air force cadets were Francophones.

<sup>1</sup> In the following discussion we are comparing serving commissioned officers whom we refer to as "officers," and subordinate officers who hold the rank of officer cadet, and to whom we refer as "officer cadets" or "cadets."

<sup>2</sup> For example, a recent five-year survey shows that among entrants to CMR, the proportion of Anglophones who remain in the Forces at the end of their first contractual period is twice that for Francophones.

964. It is also significant that the proportion of F2s among the Francophone cadets was 5 per cent higher than among Francophone officers. Furthermore, 69 per cent of all F2 cadets were in the air force (although only 22 per cent of them are recorded as "French-Canadian" in air force files<sup>1</sup>). Since, outside the Royal 22nd Regiment (and with the possible exception of a few units recently designated as French-language units), a thorough knowledge of English remains a prerequisite for a successful career, F2s can of course integrate much more readily than F1s with the present military organization. It is thus likely that more Francophone cadets than previously will go on to realize full careers with the Forces. This expectation is also supported by the higher rank aspirations expressed by F2 cadets. The F2 cadets are more determined to pursue a long career in the Forces and more optimistic over their chances of obtaining a permanent officer's commission than F1 cadets.

Socio-cultural characteristics

965. The cadets also differed from the officers in their social and cultural characteristics. In comparison with Francophone officers, Francophone cadets came less often from urban surroundings, were more frequently from families of modest social and economic standing, were more often Roman Catholic, and had more French ethno-linguistic homogeneity.<sup>2</sup> On the other hand, in comparison with Anglophone officers, Anglophone cadets came more often from urban centres, more frequently had a father who had followed a military career, and represented a wider variety of religious affiliations, ethnic origins, and linguistic backgrounds.

966. Another significant socio-cultural difference is the much stronger contingent from Quebec among the cadets (30 per cent) than among the officers (12 per cent). However, both the proportions of F1 and Anglophone cadets in the Quebec group were lower than among the officers, while a higher proportion of F2s were from Quebec. Roughly three-quarters of these Quebec F2s were in the air force.

Individual bilingualism

967. The extent of individual bilingualism among cadets is significantly different from that among the officers. As in the officer corps there are proportionately more bilingual Francophone cadets than bilingual Anglophone cadets. What is different, however—and promisingly so—is that there are proportionately three times more bilingual person-

<sup>1</sup> The criterion of "nationality" is the indicator by which each of the three services has traditionally recorded its personnel in its files. It is not very reliable for identifying Francophone personnel, and its definition varies from service to service. Only 60 per cent of all Francophone cadets are recorded as being of "French-Canadian origin." Of all Francophone personnel in the Forces, cadets included, 84 per cent are recorded as being of "French-Canadian origin." Of all Anglophones, cadets included, 4 per cent are recorded as being of "French-Canadian origin."

<sup>2</sup> That is, having both parents of French mother tongue.

nel among the Anglophone cadets (23 per cent) than among the Anglophone officers (7 per cent).

968. The extent of individual bilingualism is also different among Francophones, though not unexpectedly so. Fewer F1 cadets than F1 officers are bilingual, probably because the cadets have not had as much time as F1 officers to adapt and integrate to the currently English-speaking military environment. On the other hand, more F2 cadets than F2 officers are bilingual, and more F2 cadets than F1 cadets are bilingual—the reverse of the situation in the officer corps. Again this is probably because of the as yet limited military experience of the cadets; the F2 cadets have not yet forgotten their French, as their officer counterparts tend to do. But since twice as many of the F2 cadets as the F2 officers have been reared in the Francophone social and cultural environment of Quebec, their grounding in the language and culture of French-speaking Canada might persist longer than the officers' has done.

969. Thus, in comparison with the officers, there is a greater chance of individual bilingualism persisting among the cadets, particularly among the F2 and Anglophone cadets. But this individual bilingualism can be maintained and promoted only under a vigorous programme of organizational measures that would offer a viable French-language environment within the current English-speaking military organization.

#### *F. Conclusions and Recommendations*

970. Apart from war-time periods of high manpower need, and the existence of the Royal 22nd Infantry Regiment, the Canadian military organization has made little effort to establish a situation which would permit Francophones to enter the Forces and pursue a military career in their own language and within the framework of their own culture. Recent changes in the military organization in this regard have been mainly inspired by government policy for the achievement of a greater measure of bilingualism. As in the federal Public Service, however, these changes have not been primarily aimed at creating conditions that would permit French to become a viable language of work.

971. English is still the language of organization and of communications for the military, with the use of French permitted only in cases specified by regulation. This inequality in the official status of the two languages has led members of the Forces to assume that the English language must be used in all military activities unless there is a specific provision to the contrary.

972. Our study of the Canadian Forces has documented the fact that, as in the rest of the federal Public Service, Francophones are

confronted with strong pressures to work in English and to use the language extensively outside their work situations. These pressures permeate the entire military way of life and increase with seniority and rank. For Anglophones, of course, this situation contributes to the maintenance, growth, and fulfilment of their own language and culture; but for Francophones, it tends to neutralize personal development and inhibit cultural and linguistic expression. The very fact that the Francophones who have been in the Forces longest have experienced the greatest loss of their cultural and linguistic characteristics is conclusive evidence of the strength and persistence of the acculturation process. The Francophones who are less affected by this cultural change are the F1s of the army—that is, the personnel who have had some opportunity to work in French, and who have been stationed in Quebec for a good part of their careers. This group, of course, includes the members of the Royal 22nd Regiment.

973. The total distribution of Francophones in the hierarchy of rank shows a relative absence of Francophones among senior N.C.O.'s and senior officers, despite the fact that their qualifications, seniority, and age would seem to put them in a position at least as advantageous as that of Anglophones. Furthermore, many Francophones either leave the Forces early or at least envisage a shorter career and indicate more limited ambitions of promotion to high rank.

Recommendation  
25

974. The measures to ensure equality between Francophones and Anglophones must be aimed at radically transforming the present situation and ending the existing inequality in the official status of the two languages. Therefore, **we recommend that the National Defence Act be amended so as to recognize officially the equality of the two languages, and to establish a system of procedures which would guarantee the application of the ensuing language rights.**

975. The official recognition of the equality of the two languages and of the obligation to implement this equality would be ineffective without the necessary institutional changes. Our recommendations for the Canadian Forces have two aims: first, to ensure basic language rights and conditions of equality for individuals in the military organization and those who have dealings with it and, second, to establish the organizational framework necessary for the creation, maintenance, and growth of a sizable and functionally integrated French-language work milieu. In drawing up our recommendations we have taken full account of the specific nature and role of the military in time of war as well as in time of peace.

#### *1. Basic language rights and conditions of equality*

Recommendation  
26

976. Canadian military life is closely regulated by a whole system of rules and regulations, orders, notices, directives, and forms. For the

purposes of equality these documents must be available in the two official languages simultaneously. By the same token, the quality and prestige of the French language as used in the forces must be raised, and French must be used more frequently for the drafting of documents. Therefore, we recommend a) that the Queen's Regulations for the Canadian Forces, Canadian Forces Administrative Orders, Canadian Forces Supplementary Orders, notices, directives, forms, and other documents of this nature be drafted jointly and issued simultaneously in both official languages; and b) that the practice of originating almost all documents in English and subsequently translating them into French cease at once.

977. Until very recently there was no published glossary or lexicon of military and organizational terms appropriate to the Canadian defence institution. In March 1969, an "English-French—French-English Military Dictionary" was published in Ottawa. It is to be hoped that it will ensure the compatibility of words and expressions, in the two languages. Therefore, we recommend that the "English-French—French-English Military Dictionary" be the official source for military and organizational terms and expressions used in the Canadian Forces and that it be continuously revised by a permanent team of experts.

Recommendation  
27

978. The presence of both Francophones and Anglophones in a military organization that affords official and practical recognition to the two official languages implies that disciplinary procedures and claims for the protection of an individual's fundamental linguistic or other rights should be heard in the language of his choice. Therefore, we recommend that in all disciplinary procedures, both verbal and written, an individual have the right to choose which of the official languages will be used; and that he have a right to formulate his personal complaints and grievances in the official language of his choice; and that a system of appeal be established in respect of these rights.

Recommendation  
28

979. Because the Canadian Forces are on a volunteer basis, their members, while accepting the demands inherent to military life, are preoccupied with the repercussions of these demands on their family life, and particularly on their children's education. This concern is critical for those wishing to have their children educated in French because, outside Quebec, very few schools available to military personnel offer adequate instruction in that language. Furthermore, postings available in Quebec are proportionately very few in number.<sup>1</sup>

980. We believe that in general the department of National Defence should, with the help of the provinces, organize French-language

Recommendation  
29

<sup>1</sup>See Table 55.

schools or classes before considering the payment of the costs involved in sending a child away from home as provided for in recent policy. Therefore, we recommend that the department of National Defence provide for French- and English-language instruction of dependent children: a) by keeping up-to-date personnel records of the language or languages of instruction in which individual service members want their children to study and by giving full consideration to these preferences in the case of each new posting; b) by co-operating with provincial authorities in the organization of French- or English-language schools or classes wherever the proportion of personnel seeking such instruction justifies it; and c) by paying—without any form of language test—all financial costs incurred by parents in sending their children away from home to study in French or English when such schooling is not available or cannot be organized on or near a military base.

Recommendation  
30

981. Although the Canadian Forces are already providing some measures for the well-being of personnel and their dependents, this role must be re-oriented to give recognition to the French cultural and linguistic elements in the Forces. There must be adequate Francophone representation on decision-making bodies and provision for financial and other contributions that would provide Francophone personnel with the cultural facilities (newspapers and magazines, films and records, radio and television, libraries, and so on) that they cannot obtain through normal military channels or by majority decisions in paramilitary or mess associations. Therefore, we recommend that in the formulation of regulations, rules, and conventions governing social, cultural, leisure, commercial, and financial activities, the department of National Defence and the Canadian Forces recognize officially and in practice the linguistic and cultural equality of the two language groups.

Recommendation  
31

982. The military should have such means of contact, relations, and communications with the surrounding community as to respect completely its linguistic and cultural character. Men on duty at the gates, telephone operators, those responsible for local purchases, and all those in similar posts should be able to communicate in one or both of the official languages in response to local realities. In addition, the image and public presence projected by the military in Canada and abroad must reflect the equality of the two language groups. Thus, the department of National Defence, the Canadian Forces, and all its major components should always be identified in both languages on publications, forms, markings, signs, crests, vehicles, ships, aircraft, equipment, buildings, and so on. Therefore, we recommend that the department of National Defence and the Canadian Forces take all necessary measures to ensure that in their relations with the public they fully respect the



**linguistic and cultural duality of the Canadian population, both within the country and abroad.**

*2. Creation of a functionally integrated French-language work milieu*

983. Up to this point we have recommended measures applicable to all personnel and to the Canadian Forces as a whole. But the creation, maintenance, and growth of a functionally integrated French-language work environment will require changes in the organizational structures that will permit French to become a viable language of work and of military operations. Such a milieu will help attract and retain a greater number of Francophones and will enable a good many of them to pursue their entire career in French.

984. In Chapter X we recommended that the French-language unit become a basic organizational and managerial principle for the federal Public Service. The purpose of the French-language unit—to establish French as a viable language of work—applies equally to the Canadian Forces. However, the creation of French-language units will have to take into account the organizational and operational methods of the Forces, and the peculiar nature and relatively short duration of the military career.

985. We envision as a first and major measure the establishment of a large formation or sector where French will be the military language of work.<sup>1</sup> This sector must be broad in scope and fully integrated into the total organizational structure so that a milieu will be established where the French language will be fully accepted and will exist in a dynamic state of development. It will give a new life to French beyond the bounds of a base or unit. The constitution of the French-language sector, and particularly its size, will make possible and realistic the growth of a French military language of work which is at the same time uniquely Canadian. The French-language sector will be able to function only under conditions that ensure its existence and viability, without compromising its military role.

986. The French-language sector must be large enough to provide opportunities for a sizable proportion of Francophone personnel to pursue their complete careers in French. To realize itself fully, the French-language sector will have to be located where it can be fully supported by a strong Francophone community. The creation of such a large and functionally integrated French-language sector presupposes a major allocation of such resources as personnel fully trained or

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<sup>1</sup> When we refer to military language of work we mean the whole language of work. "Operational language," "technical language," and "language of communication" must be included as integral parts of the whole military language of work.

retrained in French. Manuals and all other means necessary for expressing in French the complex realities of the military profession must also be made available.

987. No existing formation in the Canadian Forces can readily fulfil these requirements. The Royal 22nd Infantry Regiment has been able, through the years, to function in French to a certain degree and there is no doubt that the everyday language in the 22nd has been French. However, lacking up-to-date French manuals and instructors and officers who have received their training in French, the technical and operational language has never really been French. It is through the personal efforts of dedicated officers and men and the milieu in which they live that the French language has been able to keep more or less abreast of the rapid military evolution affecting the 22nd. This Regiment has been able to offer a congenial milieu for Francophones, but French has not achieved the status of a language which expresses the technical and operational realities.

Recommendation  
32

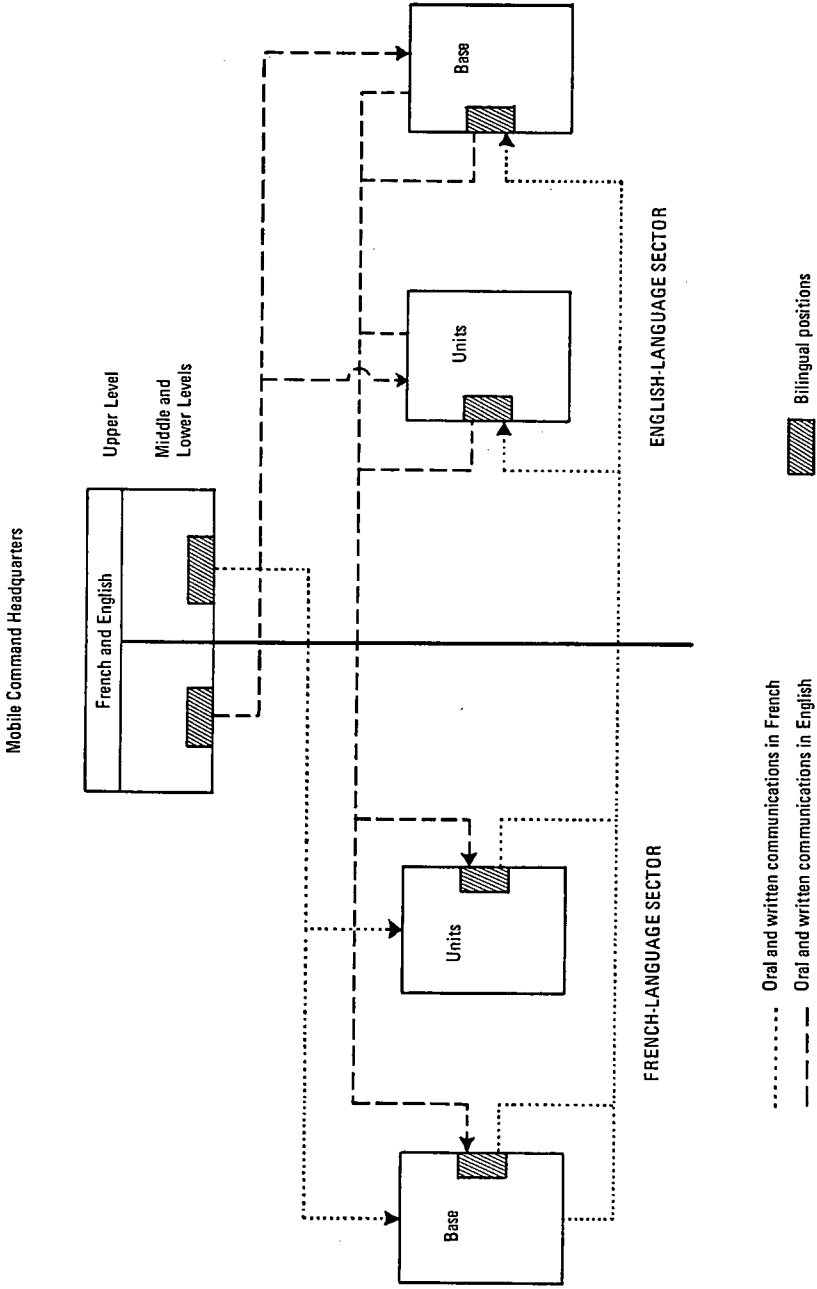
988. We believe that, given its nature and size, and because it offers a wide range of specialties and includes some of the functions where Francophone personnel are already present in fair number, Mobile Command comes closest to the requirements of a French-language sector. This command is the central operating formation of the land components of the Forces. It also includes some air components and the possibility of some sea components. A number of its bases and units, including the Royal 22nd Regiment, are in or near the province of Quebec. Thus, the French-language sector could operate within the structure of Mobile Command and account for about half its personnel. Therefore, we recommend a) that a French-language sector be created within Mobile Command; b) that French be the military language of work within this sector; c) that the sector include land and air units, as well as bases and other functional components; and d) that the French-language units and bases be situated in French-speaking areas of the country.

989. The structure and arrangements for communications in the two languages which we propose for Mobile Command are illustrated in Figure 28. The linguistic structure is fundamentally dualistic up to the senior level of responsibility in Mobile Command; at this level, individual bilingualism must be mandatory. As in the French-language units of the Public Service, the basic components of the French-language sector—the military bases and units—will have French as their language of work.

Recommendation  
33

990. French- and English-language sectors cannot coexist within an integrated military formation such as Mobile Command without an efficient communications network. Therefore, some basic rules have to

Figure 28. Languages of Communications between Different Levels and Sectors within Mobile Command (theoretical model)



be established in order to regulate the choice of the language of communications throughout the whole military organization. **We recommend a) that each base and unit within Mobile Command be designated as either a French-language or an English-language base or unit; b) that the bases and units of one language group communicate in their own language with bases and units of the other language group and with the rest of the Canadian Forces; and c) that communications from superior formations be sent in the language of the base or unit which is to receive them.**

Patterns of  
communication

991. Thus communications between the two sectors would always be sent in the language of the sector which originates them and would always be received through a bilingual post. Communications from Headquarters would be in French when directed to the French sector and in English when directed to the English sector.

992. For example, a French-language unit will send a message in French to a bilingual post at an English-language base. The reply will be sent back in English and received through a bilingual post in the French-language unit. The English-language unit will communicate the same way. This same French-language unit will send and receive messages in French when communicating with Mobile Headquarters. The same rule will apply at the middle and lower level of the Headquarters. Communications between the French-language sector and English-language components outside Mobile Command, including Canadian Forces headquarters, will be subject to the same rules.

Recommendation  
34

993. Obviously, bilingualism will not be demanded of all military personnel but only of those holding specified bilingual positions. The types and degrees of bilingualism needed in the various bilingual positions could be identified, since liaison operations between the sectors would have many dimensions, and different levels of bilingual ability will be necessary in the different types of bilingual positions. The qualifications demanded of candidates for bilingual positions will be best determined after a study of the communications networks necessary for the proper functioning of the French-language sector within Mobile Command and in its relations with the rest of the Canadian Forces. Therefore, **we recommend a) that bilingual positions within Mobile Command be formally designated; b) that the level of bilingual proficiency be set for each of these positions; c) that such positions, including those requiring full bilingual proficiency, be filled according to set criteria of proficiency; and d) that personnel be trained or retrained in order to attain the required level of bilingual proficiency.**

Recommendation  
35

994. Personnel should not be required to join the French-language sector, but those who choose to do so must be able to function effectively in French. Many Francophones after a long period of service in the

Forces find it difficult to work in French; many more, having been trained in English, now find it easier to work in this language. A French-language unit manned by such individuals would likely revert to English as the main language of work. The capacity to work in French must thus be the general rule for all those seeking entry into the French-language sector. Where this capacity is inadequate, appropriate retraining would be given. Therefore, **we recommend that all personnel who wish to serve in the French-language sector receive, where necessary, professional training in French before being posted to that sector.**

995. Despite retraining courses, the relative scarcity of Francophones with certain specializations may still make the staffing of the French-language sector difficult. To overcome these difficulties it will probably be necessary to accelerate the promotion of qualified personnel. Therefore, **we recommend a) that, where necessary to staff the different positions in the French-language sector of Mobile Command, qualified personnel who can exercise their duties in French be rapidly promoted; and b) that the authorized rank and promotion quotas be adjusted so as to make this possible.**

Recommendation  
36

996. We have focussed our attention on the creation of a French-language sector in Mobile Command because we believe that it is the minimum essential for giving Francophone citizens and their language their rightful place in the Canadian Forces. It must therefore be treated as the first priority. However, if Francophones are to be able to have a full career in the Canadian Forces and if the French-language sector is to receive necessary support from the rest of the Forces, Francophone participation and the use of French as a military language of work must be extended into the other commands and, most importantly, to Canadian Forces Headquarters. Therefore, **we recommend the progressive establishment of French-language units at Canadian Forces Headquarters and in commands other than Mobile Command.** We shall not go into further details on the implementation of this structural change. However, we suggest that our recommendations for both Mobile Command and the federal Public Service should serve as a useful basis for this reform as well as for deciding on the kind and location of French-language units to be established.

Recommendation  
37

997. If long-term viability and development are to be achieved, the French-language sector will need support services in the French language. The different units required to support the sector and to ensure the training of personnel in French are to be found throughout the Forces, but three support Commands—Air Transport, Materiel, and Training—maintain particularly close relations with Mobile Command.

998. Since Air Transport and Materiel Commands will have to provide important services to the French-language sector, they should strive

to organize themselves so as to be able to offer services in French. For example, all equipment requisitions coming from the French-language sector will be made to Materiel Command in French.

999. For the future of the French-language sector, Training Command is undoubtedly the most important support command. All professional and specialized military instruction comes under this Command, while Mobile Command is responsible for on-the-job or operational training.

Recommendation  
38

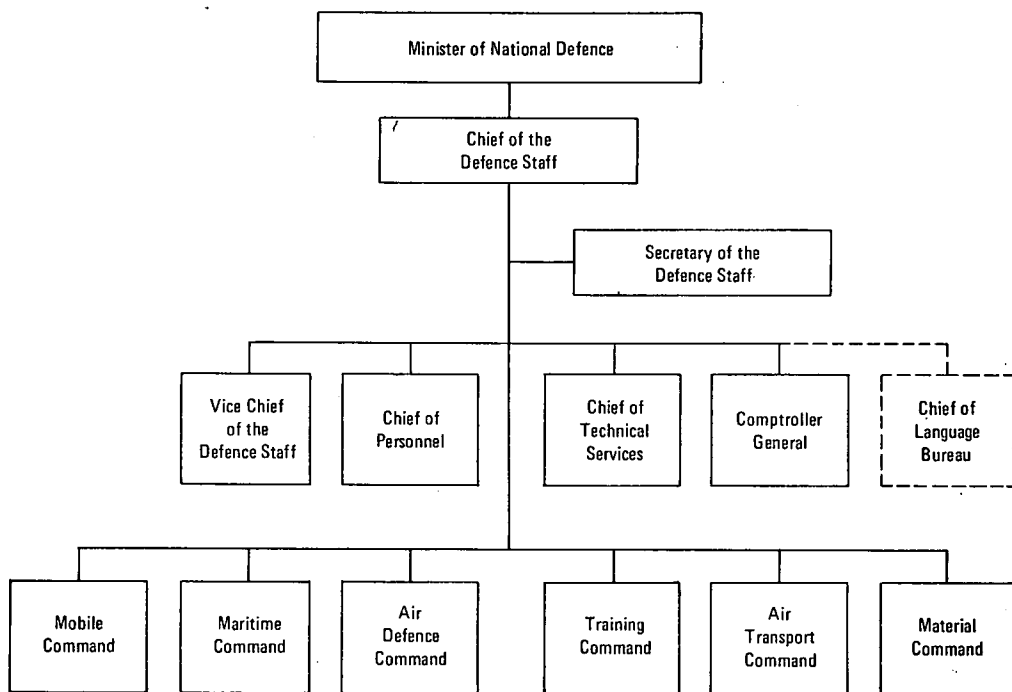
1000. Because of their important role, Training Command and Mobile Command should have all the means necessary for the education, training, and retraining of personnel in French. We think that in this field the Forces could make extensive use of French-language technical, professional, and university institutions already in existence in Quebec and elsewhere in Canada, and abroad (Belgium, France, and Switzerland, for example). The editing, adapting to French, or simple translation of manuals and other teaching aids could also be done in collaboration with French-language educational institutions in Quebec or elsewhere. With these objectives in mind, **we recommend that Training and Mobile Command make available to the French-language sector instructors qualified to teach in the French language, as well as French-language manuals, texts and teaching aids; and that, when required, they call upon French-language technical and technological institutions and universities in Canada and abroad.**

Recommendation  
39

1001. For several years now, the Forces have maintained high-quality schools for the teaching of English. All of them were recently integrated into the framework of the new Canadian Forces Language School at Saint-Jean, where French is also being taught on a limited basis. This integration at Saint-Jean should assure the continued development of language teaching. However, Francophones bound for the French-language sector should no longer be taught English at the start of their military career but rather after a certain period of service and only if judged necessary for their professional advancement. When personnel—Francophone or Anglophone—need to become bilingual to fill new positions, then and only then should they be sent to language school to acquire a working knowledge of the second language. In this way all recruits destined for the French-language sector would start learning their military role immediately in French. Therefore, **we recommend that recruits and previously trained personnel who intend to join the French-language sector not be required to take English courses unless and until their professional development so requires.**

1002. Officer training is particularly important, and we have studied with interest the numerous documents on the role and rationale of the three military colleges of Kingston (RMC), Saint-Jean (CMR), and

Figure 29. The Language Bureau at Canadian Forces Headquarters



Royal Roads. In view of recommendations made by the Royal Commission on Government Organization (the Glassco Commission), Royal Roads may soon be disbanded; consequently our recommendations do not take it into account.

1003. Since the main role of a military college should be to give the officer cadet a sound university-level education in his own language, we believe that the Collège militaire royal de Saint-Jean should be a French-language institution, and that it should give courses in the French language up to the level of the bachelor's degree. This means increasing its present programme of one preparatory year and two university years to a programme of a preparatory year and four university years. When this programme is completed, CMR should become a degree-granting institution, much like RMC which already gives a full university course. Therefore, we recommend a) that the existing Royal Military College at Kingston continue to be an English-language institution, and that the Collège militaire royal de Saint-Jean become a French-language, degree-granting institution with analogous curricula; and b) that there be a strong emphasis on the teaching of French at the Royal Military College at Kingston and on the teaching of English at the Collège militaire royal de Saint-Jean in order to develop bilingual proficiency among future officers.

Recommendation  
40

1004. To oversee the rapid establishment and effective functioning and maintenance of the French-language sector, we believe that a new body analogous to the language bureaux recommended for the federal Public Service will be necessary in the Canadian Forces. We emphasize that this must be a new body since its duties cannot be carried out by any existing body. The language bureaux of the federal Public Service are to report directly to the deputy minister of the department or agency concerned. For the Forces, it seems appropriate to place this responsibility at the level of the four existing branches (Figure 29). We recommend that a Canadian Forces language bureau be established as a fifth branch at Canadian Forces Headquarters, and that it be made responsible for the planning, implementation, and co-ordination of the organizational measures needed to guarantee the realization of our recommendations within the Canadian Forces.

Recommendation  
41

1005. There are many other measures which could be taken to aid the Canadian Forces in creating a strong and dynamic French-language milieu, but the military can better judge needed measures, once the major structural and other recommended changes are set in motion. The most crucial of these in transforming the Forces into a bilingual and bicultural institution is the creation of a French-language sector, since it will provide both a viable base for the use of French in all activities and large career possibilities for Francophones.



- 1. We recommend that the federal government adopt the French-language unit as a basic organizational and management principle, and that it therefore provide for the creation and development, in all federal departments, Crown corporations, and other agencies, of organizational units in which French would be the language of work; these units would be established in a variety of locations and would be of different sizes and functions. (§ 766.)**
- 2. We recommend a) that in each federal department, Crown corporation, and other agency there be established French-language units (regional, headquarters, and/or cluster types) which correspond to existing units in their functions and organizational arrangements; b) that service units be reorganized into Anglophone and Francophone sections or in other appropriate ways to provide the normal range of services in both English and French; and c) that, within the larger regional French-language units, provision be made where necessary for the establishment of English-language units organized on the same pattern as the French-language units. (§ 787.)**
- 3. We recommend that the appointments to the posts of deputy minister, associate deputy minister, assistant deputy minister, and equivalent positions in Crown corporations and other federal agencies be administered so as to ensure effectively balanced participation of Anglophones and Francophones at these levels. (§ 789.)**

4. We recommend that on all federal planning and advisory bodies, including task forces, there be effectively balanced participation by Anglophones and Francophones. (§ 792.)
5. We recommend a) the use of French in written and oral communications from the French-language units to other units in the Public Service; and b) the use of either language in the written and oral communications originating from within the Public Service and addressed to the French-language units. (§ 795.)
6. We recommend a) that within two years all notices, directives, forms, and other formal written information and instructions (except manuals) used within federal departments, Crown corporations, and other agencies be made available in both languages and that, effective immediately, new documents of this kind be issued simultaneously in French and English; b) that within five years all manuals now in use be translated into French and that, beginning immediately, all new manuals be issued simultaneously in both languages; and c) that the order of priority for the translation of such documents be determined in accordance with the needs of the French-language units. (§ 800.)
7. We recommend the immediate amendment of the Public Service Employment Act and its Regulations, of collective bargaining agreements between the federal administration and its employees, and of similar laws, regulations, and agreements affecting the Crown corporations and other federal agencies, to require that communications in the general area of employee-employer relations take place in either English or French, according to the choice of the employee. (§ 802.)
8. We recommend that all positions throughout the federal departments, Crown corporations, and other agencies be classified as to language requirements, and that these requirements be specifically taken into account in the determination of remuneration. (§ 807.)
9. We recommend that the Language Training Directorate adapt the teaching of French and English to the needs of the French-language and English-language units. (§ 809.)
10. We recommend that language training for federal public servants increasingly emphasize receptive knowledge. (§ 810.)

11. We recommend that the Language Training Directorate accelerate, at all levels of instruction, the development of courses using vocabulary appropriate to the work of Canadian public servants. (§ 812.)
12. We recommend a) that the Public Service Commission's Language Training Directorate establish, as a matter of priority, courses to improve the French used by the federal administration; and b) that these courses be made available primarily to those Francophones and fully bilingual Anglophones who have assumed or intend to assume positions within a French-language unit, or positions which require regular communications with Francophones. (§ 813.)
13. We recommend that immediate and urgent attention be given to the preparation of a bilingual glossary of terminology appropriate to work in the Public Service. (§ 814.)
14. We recommend a) that the practice, current in many federal government departments, of translating as a matter of routine all letters and documents written in French cease immediately; b) that the federal government increase its support of translation courses at universities; and c) that the programme of financial aid for students of translation be accelerated and expanded. (§ 815.)
15. We recommend that the practice of original drafting in French be encouraged and that there be an end to the federal administration's current practice of originating almost all texts in English and subsequently translating them into French. (§ 817.)
16. We recommend that specific discussions among university, federal, and provincial representatives be initiated for the purpose of expanding programmes for teaching and research in public administration. (§ 821.)
17. We recommend that the federal government's recent efforts to recruit qualified people from France and other French-speaking countries be both intensified and expanded. (§ 823.)
18. We recommend that the actual process of recruiting for federal departments, Crown corporations, and other agencies involve more direct contact between senior public servants and placement officers, faculty, and students in French-language universities. (§ 825.)

19. We recommend a) that the process of testing and selecting candidates for federal departments, Crown corporations, and other agencies take into account the differing linguistic and cultural attributes of Francophone and Anglophone applicants; and b) that interviews and examinations related to recruiting, evaluation, and promotion of Francophones be conducted in French by public servants fluent in French, unless the candidate or employee opts for English. (§ 826.)
20. We recommend a) that the practices of staff rotation in the Public Service be extended to include the movement of personnel with the requisite language skills from one language environment to the other; and b) that all Public Service training and development programmes provide for the same opportunities in French as in English. (§ 829.)
21. We recommend that a system of educational allowances be introduced to help defray the costs of elementary and secondary education for the children of Francophone or Anglophone public servants who accept posts in places within Canada where adequate educational facilities in their own language are not available. (§ 830.)
22. We recommend the creation of a Public Service Language Authority. This new body will be responsible for: a) planning, implementing, and maintaining institutional bilingualism; b) acting as a guide for the government as a whole and giving encouragement to the individual components of the Public Service, including departments, Crown corporations, and other agencies; c) co-ordinating, aiding, and overseeing the activities of departmental language bureaux; d) defining general translation policy; and e) undertaking continuing research into the programme of institutional bilingualism and evaluating the results of the programme. (§ 835.)
23. We recommend that within each federal department, Crown corporation, or other agency, a language bureau, reporting directly to the deputy minister or his equivalent, be created and given the responsibility for planning, implementing, and maintaining a system of institutional bilingualism and for performing within the department the functions assigned to the Public Service Language Authority. (§ 839.)
24. We recommend that the jurisdiction of the Commissioner of Official Languages be interpreted as including the language rights of public servants. (§ 842.)

25. We recommend that the National Defence Act be amended so as to recognize officially the equality of the two languages, and to establish a system of procedures which would guarantee the application of the ensuing language rights. (§ 974.)
26. We recommend a) that the Queen's Regulations for the Canadian Forces, Canadian Forces Administrative Orders, Canadian Forces Supplementary Orders, notices, directives, forms, and other documents of this nature be drafted jointly and issued simultaneously in both official languages; and b) that the practice of originating almost all documents in English and subsequently translating them into French cease at once. (§ 976)
27. We recommend that the "English-French—French-English Military Dictionary" be the official source for military and organizational terms and expressions used in the Canadian Forces and that it be continuously revised by a permanent team of experts. (§ 977.)
28. We recommend that in all disciplinary procedures, both verbal and written, an individual have the right to choose which of the official languages will be used; and that he have a right to formulate his personal complaints and grievances in the official language of his choice; and that a system of appeal be established in respect of these rights. (§ 978.)
29. We recommend that the department of National Defence provide for French- and English-language instruction of dependent children: a) by keeping up-to-date personnel records of the language or languages of instruction in which individual service members want their children to study and by giving full consideration to these preferences in the case of each new posting; b) by co-operating with provincial authorities in the organization of French- or English-language schools or classes wherever the proportion of personnel seeking such instruction justifies it; and c) by paying—without any form of language test—all financial costs incurred by parents in sending their children away from home to study in French or English when such schooling is not available or cannot be organized on or near a military base. (§ 980.)
30. We recommend that in the formulation of regulations, rules, and conventions governing social, cultural, leisure, commercial, and financial activities, the department of National Defence and the Canadian Forces recognize officially and in practice the linguistic and cultural equality of the two language groups. (§ 981.)

- 31. We recommend that the department of National Defence and the Canadian Forces take all necessary measures to ensure that in their relations with the public they fully respect the linguistic and cultural duality of the Canadian population, both within the country and abroad. (§ 982.)**
- 32. We recommend a) that a French-language sector be created within Mobile Command; b) that French be the military language of work within this sector; c) that the sector include land and air units, as well as bases and other functional components; and d) that the French-language units and bases be situated in French-speaking areas of the country. (§ 988.)**
- 33. We recommend a) that each base and unit within Mobile Command be designated as either a French-language or an English-language base or unit; b) that the bases and units of one language group communicate in their own language with bases and units of the other language group and with the rest of the Canadian Forces; and c) that communications from superior formations be sent in the language of the base or unit which is to receive them. (§ 990.)**
- 34. We recommend a) that bilingual positions within Mobile Command be formally designated; b) that the level of bilingual proficiency be set for each of these positions; c) that such positions, including those requiring full bilingual proficiency be filled according to set criteria of proficiency; and d) that personnel be trained or re-trained in order to attain the required level of bilingual proficiency. (§ 993.)**
- 35. We recommend that all personnel who wish to serve in the French-language sector receive, where necessary, professional training in French before being posted to that sector. (§ 994.)**
- 36. We recommend a) that, where necessary to staff the different positions in the French-language sector of Mobile Command, qualified personnel who can exercise their duties in French be rapidly promoted; and b) that the authorized rank and promotion quotas be adjusted so as to make this possible. (§ 995.)**
- 37. We recommend the progressive establishment of French-language units at Canadian Forces Headquarters and in commands other than Mobile Command. (§ 996.)**

- 38. We recommend that Training and Mobile Command make available to the French-language sector instructors qualified to teach in the French language, as well as French-language manuals, texts, and teaching aids; and that, when required, they call upon French-language technical and technological institutions and universities in Canada and abroad. (§ 1000.)**
- 39. We recommend that recruits and previously trained personnel who intend to join the French-language sector not be required to take English courses unless and until their professional development so requires. (§ 1001.)**
- 40. We recommend that the existing Royal Military College at Kingston continue to be an English-language institution, and that the Collège militaire royal de Saint-Jean become a French-language, degree-granting institution with analogous curricula; and that there be a strong emphasis on the teaching of French at the Royal Military College at Kingston and on the teaching of English at the Collège militaire royal de Saint-Jean in order to develop bilingual proficiency among future officers. (§ 1003.)**
- 41. We recommend that a Canadian Forces language bureau be established as a fifth branch at Canadian Forces Headquarters, and that it be made responsible for the planning, implementation, and co-ordination of the organizational measures needed to guarantee the realization of our recommendations within the Canadian Forces. (§ 1004.)**





P.C. 1963-1106

Certified to be a true copy of a Minute of a Meeting of the Committee of the Privy Council approved by His Excellency the Governor General on the 19th July, 1963.

The Committee of the Privy Council, on the recommendation of the Right Honourable L. B. Pearson, the Prime Minister, advise that

André Laurendeau,<sup>1</sup> Montreal, P.Q.  
Davidson Dunton, Ottawa, Ont.  
Rev. Clément Cormier, Moncton, N.B.  
Royce Frith, Toronto, Ont.  
Jean-Louis Gagnon, Montreal, P.Q.  
Mrs. Stanley Laing, Calgary, Alta.  
Jean Marchand,<sup>2</sup> Quebec City, P.Q.  
Jaroslav Bodhan Rudnyckyj, Winnipeg, Man.  
Frank Scott, Montreal, P.Q.  
Paul Wyczynski, Ottawa, Ont.

be appointed Commissioners under Part I of the Inquiries Act to inquire into and report upon the existing state of bilingualism and biculturalism in Canada and to recommend what steps should be taken to develop the Canadian Confederation on the basis of an equal partnership between the two founding races, taking into account the contribution made by the other ethnic groups to the cultural enrichment of Canada and the measures that should be taken to safeguard that contribution; and in particular

<sup>1</sup>André Laurendeau died on June 1, 1968. On October 8, 1968, Jean-Louis Gagnon was appointed Co-Chairman and André Raynauld was appointed a member of the Commission.

<sup>2</sup>The resignation of Jean Marchand from the Commission was accepted on September 21, 1965. On November 22 of that year Paul Lacoste, formerly one of the Co-Secretaries of the Commission, was appointed to fill the vacancy created by M. Marchand's resignation. On May 1, 1966, Prof. Gilles Lalonde of the University of Montreal was appointed Co-Secretary.

1. to report upon the situation and practice of bilingualism within all branches and agencies of the federal administration—including Crown corporations—and in their communications with the public and to make recommendations designed to ensure the bilingual and basically bicultural character of the federal administration;

2. to report on the role of public and private organizations, including the mass communications media, in promoting bilingualism, better cultural relations and a more widespread appreciation of the basically bicultural character of our country and of the subsequent contribution made by the other cultures; and to recommend what should be done to improve that role; and

3. having regard to the fact that constitutional jurisdiction over education is vested in the provinces, to discuss with the provincial governments the opportunities available to Canadians to learn the English and French languages and to recommend what could be done to enable Canadians to become bilingual.

The Committee further advise:

- (a) that the Commissioners be authorized to exercise all the powers conferred upon them by section 11 of the Inquiries Act and be assisted to the fullest extent by Government departments and agencies;
- (b) that the Commissioners adopt such procedures and methods as they may from time to time deem expedient for the proper conduct of the inquiry and sit at such times and at such places as they may decide from time to time;
- (c) that the Commissioners be authorized to engage the services of such counsel, staff and technical advisers as they may require at rates of remuneration and reimbursement to be approved by the Treasury Board;
- (d) that the Commissioners report to the Governor in Council with all reasonable despatch, and file with the Dominion Archivist the papers and records of the Commission as soon as reasonably may be after the conclusion of the inquiry.
- (e) that André Laurendeau and Davidson Dunton be co-Chairmen of the Commission and André Laurendeau be Chief Executive Officer thereof.

R. G. ROBERTSON

Clerk of the Privy Council

Statement of the Right Hon. Lester B. Pearson  
Regarding Policy Respecting Bilingualism  
in the Public Service<sup>1</sup>

Mr. Speaker, I should like also at this time to make a statement on the government's policy on bilingualism in the public service. I hope the house will agree that the importance of this subject justifies the fact that the statement is a little longer than would normally be acceptable.

It is the objective of the government to make the public service of maximum benefit to the people of Canada by attracting to it the most competent and qualified Canadians available in all parts of Canada. To this end, and having regard to the character of our country, the government for several years has been taking practical steps to encourage bilingualism in the federal public service as part of its fundamental objective of promoting and strengthening national unity on the basis of the equality of rights and opportunities for both English speaking and French speaking Canadians.

In a diverse federal state such as Canada it is important that all citizens should have a fair and equal opportunity to participate in the national administration and to identify themselves with, and feel at home in, their own national capital. The government hopes and expects that, within a reasonable period of years, a state of affairs in the public service will be reached whereby

(a) it will be normal practice for oral or written communications within the service to be made in either official language at the option of the person making them, in the knowledge that they will be understood by those directly concerned;

(b) communications with the public will normally be in either official language having regard to the person being served;

(c) the linguistic and cultural values of both English speaking and French speaking Canadians will be reflected through civil service recruitment and training; and

(d) a climate will be created in which public servants from both language groups will work together toward common goals, using their own language and applying their respective cultural values, but each fully understanding and appreciating those of the other.

In developing measures to assist those now in the public service more effectively to achieve a reasonable proficiency in both official languages and to improve the recruitment of civil servants with this proficiency, the government has been guided by the following principles:

(a) The achievement of bilingualism is in itself a desirable objective for any Canadian citizen. Where the need for bilingualism clearly exists in practice, above all in the national

<sup>1</sup> House of Commons, April 6, 1966.

capital, it should be recognized as an element of merit in selection for civil service positions.

(b) In conformity with the merit system, which must remain unimpaired, the requirement for bilingualism should relate to positions, and not only to individuals.

(c) Bilingualism must be introduced gradually over a period of years in a manner which will not lead to injustice or misunderstanding. The various measures should be integrated into a well defined, long term program.

(d) It must therefore be a requirement of any program that, in areas where a need for bilingualism exists, civil servants and prospective recruits must be provided with adequate time and opportunity to adapt themselves to new conditions in the service in a way that will increase their own possibilities for a successful and satisfying career.

(e) For similar reasons of equity, the careers of civil servants who are not bilingual and who have devoted many years of their lives to the service of their country must not be prejudiced in any way by measures to develop bilingualism.

(f) The government will consult from time to time with civil service associations concerning its policy on bilingualism in order to obtain their point of view, and to provide them with all reasonable assurances and remove any possible misunderstandings in regard to measures being proposed.

On the basis of the above objectives of policy and principles of action the government has approved the following measures:

### *I. In respect of civil service positions requiring prior university training*

1. (a) Beginning in 1967, reasonable proficiency in the two official languages or willingness to acquire it within a prescribed period of time through appropriate training at public expense will be an element of merit in the selection of university graduates recruited for administrative trainee positions where the need

for bilingualism exists, as is already being done in the case of candidates for foreign service positions.

(b) In those centres where a need exists for reasonable proficiency in both languages, procedures will progressively be established for the filling of executive and administrative positions, so that by about 1970 in the case of appointments from outside the service and by about 1975 in the case of promotions from within, bilingual proficiency or willingness to acquire it will normally be a requirement for the positions in such centres; that is, where a need exists for reasonable proficiency in both languages.

(c) These procedures will not cover at this time the technical, professional and scientific positions in the civil service, the armed forces or federal crown agencies as these categories present special problems. The appropriate departmental and agency authorities are therefore being asked to submit a long term program of effective action in their respective areas of responsibility which takes these special problems and particular difficulties into account.

2. A special pool of positions will be established in the national capital to be used to facilitate the recruitment and to accelerate the development of candidates of high potential who are proficient in both languages.

### *II. In respect of senior executive officers*

A special program for improving bilingualism among senior executive officers serving in the national capital will be undertaken. It is envisaged that each year some 20 English speaking civil servants from the most senior categories, plus their families, will spend a 12 month period in a mainly French speaking city, while some 10 French speaking civil servants and their families will spend a similar period in a mainly English speaking city, to study the other official language and gain an understanding of the cultural values of the group they are visiting.

In respect of bilingual clerical and secretarial positions, it has been agreed in principle that a higher rate of pay will be paid in future in respect of clerical and secretarial positions in which there is the requirement for a knowledge of both languages and where both are used in the performance of duties, providing the incumbents of such positions meet standards of competence established by the Civil Service Commission.

The present program of language training will be strengthened and expanded to make the most effective contribution to the development of proficiency in both languages in the public service in those centres where the need for such proficiency exists.

The federal government will undertake discussions with the Ontario and Quebec governments concerning the early establishment of a secondary school in the Ottawa area in which the language of instruction will be French, in order to meet the requirements of those who wish to provide their children with

secondary education in French, and concerning other joint measures that would directly or indirectly contribute to the improvement of the bicultural character of the civil service in the national capital.

A special secretariat on bilingualism is being established within the privy council office under my direction. Working in close consultation and co-operation with the Civil Service Commission, the Treasury Board and all deputy ministers and heads of agencies, it will be responsible for ensuring the co-ordinated and progressive implementation of the government's policy and program regarding bilingualism in the public service.

In conclusion, Mr. Speaker, I should like to express the sincere hope that on the eve of our centennial, all Canadians will share my deep conviction that the policy and program of the government on bilingualism in the public service will be to make a very important, indeed an essential, contribution to the promotion of national unity and to a great and stronger Canada.

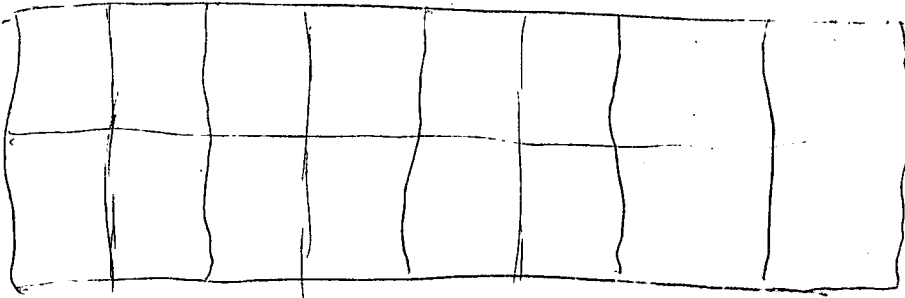


Table A-1. Bilingual Positions in Federal Departments and Agencies

Number and percentage of bilingual positions in various federal departments and agencies, in Ottawa and in regional offices—Canada, 1966

	All positions		Headquarters (Ottawa)		Regional offices	
	Bilingual positions		Bilingual positions		Bilingual positions	
	Total	%	Total	%	Total	%
National Defence <sup>1</sup>	38,852	3.6	1,810	7.5	37,042	3.4
Post Office	31,754	12.5	1,033	10.5	30,721	12.6
Veterans' Affairs	13,566	11.4	887	13.8	12,679	11.2
Transport <sup>2</sup>	13,109	9.0	—	—	—	—
Agriculture	10,421	5.7	2,042	10.7	8,379	4.3
Public Works	9,684	6.0	830	11.0	8,854	5.5
National Revenue	8,114	22.3	911	9.2	7,203	24.0
—Customs and Excise	7,276	0.0	642	0.0	6,634	0.0
—Taxation	5,986	10.7	468	9.4	5,518	16.3
Unemployment Insurance Commission	5,211	1,344	401	21	4,810	1,323
National Employment Service	5,102	32	933	17	4,169	15
Northern Affairs and National Resources	4,303	167	3,086	88	1,217	79
Defence Production	3,748	21	—	—	—	—
Mines and Technical Surveys <sup>2</sup>	3,672	514	1,019	68	2,653	446
Citizenship and Immigration	—	40	—	—	—	—
National Health and Welfare <sup>2</sup>	2,360	125	2,250	99	110	26
Dominion Bureau of Statistics	2,051	0	1,024	0	1,027	0
External Affairs	1,893	91	206	5	1,687	86
Fisheries	1,649	130	989	18	660	112
Trade and Commerce	1,413	52	264	30	1,149	22
Forestry	1,155	444	1,155	444	0	0
Secretary of State	949	192	794	165	155	27
Civil Service Commission	645	55	640	55	5	0
Industry	613	95	543	79	70	16
Labour	529	2	529	2	0	0
Finance	401	265	401	265	0	0
National Library and Public Archives		66.1		66.1		66.1

Justice	344	52	15.1	332	52	15.7	12	0	0.0
Public Printing and Stationery (Queen's Printer)									
Auditor General's Office	224	73	32.1	192	57	29.7	32	16	50.0
External Aid Office	220	13	5.1	170	6	3.5	50	7	14.0
Privy Council Office <sup>2</sup>	203	36	17.7	203	36	17.7	0	0	0.0
Insurance	—	15	—	—	—	—	—	—	—
Air Transport Board	119	3	2.5	90	0	0.0	29	3	2.5
National Gallery	97	4	4.1	97	4	4.1	0	0	0.0
Board of Broadcast Governors	77	24	31.1	75	23	30.7	2	1	—
Tariff Board	42	19	45.2	42	19	45.2	0	0	0.0
Canadian Maritime Commission	36	5	13.9	36	5	13.9	0	0	0.0
Office of the Chief Electoral Officer	28	1	3.6	28	1	3.6	0	0	0.0
	19	9	47.4	19	9	47.4	0	0	0.0
All departments and agencies	175,865	15,834	8.9	24,141	2,371	9.6	134,867	12,204	9.0

Source: The departments and agencies concerned, and H. Steiner and H. Taylor, "Bilingual Posts and Their Incumbents."

<sup>1</sup> Civilian establishment only.

<sup>2</sup> Department or agency did not supply complete information.

Table A-2. Location of Bilingual Positions

Percentage distribution of bilingual positions in various federal departments and agencies, by region—Canada, 1966

	Ontario				Quebec			Total	
	Ottawa- Hull	Ottawa)	Montreal <sup>1</sup>	Quebec <sup>1</sup>	(excluding Hull)	New Brunswick	Elsewhere	%	Number
National Defence <sup>2</sup>	7.5	2.1	54.0	7.4	27.0	0.5	0.5	100	1,402
Post Office	19.4	5.9	62.3	1.2	8.8	1.8	0.6	100	3,969
Veterans' Affairs	7.6	1.5	81.8	5.1	2.5	1.5	0.0	100	1,540
Transport	3.5	0.0	57.3	19.6	16.1	0.0	3.5	100	1,183
Agriculture	37.9	1.5	31.6	9.8	16.6	2.6	0.0	100	576
Public Works	54.0	0.6	27.0	8.6	8.6	1.2	0.0	100	582
National Revenue—Customs and Excise	4.6	0.0	57.3	6.9	27.5	3.7	0.0	100	1,817
Unemployment Insurance Commission	21.5	8.0	31.2	2.9	13.8	22.6	0.0	100	942
National Employment Service	11.7	5.5	43.2	6.6	28.5	4.5	0.0	100	1,344
Northern Affairs and National Resources	51.5	0.0	0.0	0.0	0.0	0.0	0.0	100	32
Defence Production	56.3	0.0	29.9	7.2	0.0	0.0	6.6	100	167
Mines and Technical Surveys <sup>3</sup>	—	—	—	—	—	—	—	—	21
Citizenship and Immigration	13.1	0.0	47.5	16.6	14.8	3.0	5.0	100	514
National Health and Welfare	75.0	0.0	12.5	12.5	0.0	0.0	0.0	100	40
Dominion Bureau of Statistics	87.2	0.0	12.0	0.8	0.0	0.0	0.0	100	125
Fisheries	12.2	0.0	26.8	19.5	41.5	0.0	0.0	100	91
Trade and Commerce	12.8	2.4	54.4	14.4	15.2	0.0	0.8	100	130
Forestry	77.8	0.0	0.0	19.4	2.8	0.0	0.0	100	52
Secretary of State	91.7	0.0	7.8	0.5	0.0	0.0	0.0	100	444
Civil Service Commission	83.9	0.0	15.6	0.0	0.0	0.5	0.0	100	192
Industry	90.6	0.0	0.0	0.0	9.4	0.0	0.0	100	55
Labour	82.4	0.0	14.3	1.1	0.0	0.0	2.2	100	95
Finance <sup>4</sup>	2	—	—	—	—	—	—	—	2
National Library and Public Archives	95.7	0.8	0.4	0.0	1.9	0.4	0.8	100	265
Justice	96.7	0.0	3.3	0.0	0.0	0.0	0.0	100	52
Public Printing and Stationery (Queen's Printer)	90.6	0.0	9.4	0.0	0.0	0.0	0.0	100	73
Auditor General's Office	6	—	6	7	—	—	—	—	13
External Aid Office	100.0	0.0	0.0	0.0	0.0	0.0	0.0	100	36



Privy Council Office <sup>4</sup>	15																			15
Insurance <sup>4</sup>																				3
Air Transport Board <sup>4</sup>	4																			4
National Gallery	100.0																			24
Board of Broadcast Governors	100.0																			19
Tariff Board <sup>4</sup>	5																			5
Canadian Maritime Commission <sup>4</sup>	7																			1
Office of the Chief Electoral Officer <sup>4</sup>	9																			9
All departments and agencies	44.4																			15,834

Source: The departments and agencies concerned, and Steiner and Taylor, "Bilingual Posts and Their Incumbents."

1 Metropolitan area.

2 Civilian establishment only.

3 Department or agency did not supply complete information.

4 Since there are too few bilingual positions to give meaningful percentages, we have indicated the distribution in numbers.

Table A-3. Bilingual Positions and Occupations

Percentage distribution of bilingual positions of various federal departments and agencies, by occupation—Canada, 1966

	Adminis- trators	Scientists and pro- fessionals	Office employees	Tech- nicians	Opera- tional	Total	
						%	Number
National Defence <sup>1</sup>	14.7	10.1	40.8	15.4	19.0	100	1,402
Post Office	2.3	1.1	93.2	1.7	1.7	100	3,969
Veterans' Affairs	3.0	14.0	31.7	41.8	9.5	100	1,540
Transport	9.5	9.6	50.5	25.9	4.5	100	1,183
Agriculture	41.5	23.8	23.3	3.6	7.8	100	576
Public Works	9.9	14.0	20.9	9.9	45.3	100	582
National Revenue—							
Customs and Excise	71.4	1.2	25.6	0.9	0.9	100	1,817
Unemployment Insurance							
Commission	10.7	49.7	28.6	11.0	0.0	100	942
National Employment Service	7.6	60.1	31.3	0.5	0.5	100	1,344
Northern Affairs and							
National Resources	15.6	18.8	43.7	18.8	3.1	100	32
Defence Production	47.4	2.4	37.7	10.2	2.3	100	167
Mines and Technical Surveys <sup>2</sup>	—	—	—	—	—	—	21
Citizenship and Immigration	11.2	59.5	29.3	0.0	0.0	100	514
National Health and Welfare	12.5	12.5	57.5	17.5	0.0	100	40
Dominion Bureau of Statistics	11.2	16.8	62.4	9.6	0.0	100	125
Fisheries	43.2	9.1	40.9	6.8	0.0	100	91
Trade and Commerce	82.5	0.8	14.3	2.4	0.0	100	130
Forestry	13.5	29.8	43.2	13.5	0.0	100	52
Secretary of State	3.5	59.2	36.8	0.5	0.0	100	444
Civil Service Commission	43.3	17.2	38.0	1.5	0.0	100	192
Industry	1.9	3.7	40.7	42.5	11.2	100	55
Labour	33.8	6.5	51.0	8.7	0.0	100	95
Finance <sup>3</sup>	2						2
National Library and							
Public Archives	3.8	38.5	38.1	18.9	0.7	100	265
Justice	9.6	23.1	63.5	0.0	3.8	100	52
Public Printing and Station- ery (Queen's Printer)	30.1	1.4	53.4	15.1	0.0	100	73
Auditor General's Office <sup>3</sup>	1		3	8	1		13
External Aid Office	33.3	5.6	61.1	0.0	0.0	100	36
Privy Council Office <sup>2</sup>	—	—	—	—	—	—	15
Insurance <sup>3</sup>	2		1				3
Air Transport Board <sup>3</sup>	2		2	1			4
National Gallery	8.3	50.0	37.5	4.2	0.0	100	24
Board of Broadcast Governors	26.3	5.3	68.4	0.0	0.0	100	19
Tariff Board <sup>2</sup>	—	—	—	—	—	—	5

Table A-3. (cont'd.)

	Adminis- trators	Scientists and pro- fessionals	Office employees	Tech- nicians	Opera- tional	Total	
						%	Number
Canadian Maritime Com- mission			1				1
Office of the Chief Electoral Officer <sup>3</sup>	6		3				9
All departments and agencies	22.5	24.8	38.5	9.5	4.7	100	15,834

Source: The departments and agencies concerned, and Steiner and Taylor, "Bilingual Positions and Their Incumbents."

<sup>1</sup> Civilian establishment only.

<sup>2</sup> Department or agency did not supply complete information.

<sup>3</sup> Since there are too few bilingual positions to give meaningful percentages, we have indicated the distribution in numbers.

Table A-4. Linguistic Aptitudes in Seven Federal Agencies

Index<sup>1</sup> of linguistic aptitudes of public servants in seven federal agencies and in the departmental Public Service, by mother tongue—Canada, 1965

	Mother tongue	Second language	Sample	Reading	Writing	Speaking	Under- standing spoken
Air Canada	French	English	177	92	84	88	92
	English	French	1,845	29	21	26	28
	Other	French	291	36	26	33	36
CBC	French	English	445	83	73	77	80
	English	French	1,011	37	27	30	33
	Other	French	135	33	27	27	30
RCMP (uniformed staff)	French	English	119	94	88	89	96
	English	French	1,583	22	14	16	18
	Other	French	169	17	10	11	12
NRC	French	English	47	90	83	89	92
	English	French	486	44	27	31	35
	Other	French	104	45	27	29	32
CMHC	French	English	166	83	77	77	83
	English	French	497	27	17	20	23
	Other	French	77	27	20	23	27
NFB	French	English	78	88	84	84	89
	English	French	167	52	37	44	47
	Other	French	21	49	37	43	50
Bank of Canada	French	English	31	84	83	76	85
	English	French	125	39	28	25	29
	Other	French	10	*	*	*	*
Departmental Public Service	French	English	1,189	80	73	73	80
	English	French	6,803	23	17	17	20
	Other	French	806	20	13	17	17

Source: Johnstone, Klein and Ledoux, "Public Service Survey."

\* No statistical value.

<sup>1</sup> The scale goes from 0 (no aptitude) to 100 (considerable aptitude).

Table A-5. Optimum Working Language

Percentage distribution of federal departmental public servants, classed according to optimum working language on entrance to the Public Service, by optimum working language in 1965—Canada, 1965

On entrance	Sample	In 1965			Total
		French	English	French and English	
French	608	52.5	6.4	41.1	100
English	7,653	0.1	98.5	1.4	100
French and English	891	3.0	11.3	85.7	100
All public servants	9,152	7.0	79.7	13.3	100

Source: Johnstone, Klein, and Ledoux, "Public Service Survey."

Table A-6. Optimum Working Language and Region of Posting

Percentage distribution of federal departmental public servants, classed according to optimum working language on entrance to the Public Service and location of posting, by optimum working language in 1965—Canada, 1965

On entrance	Location of posting	Sample	In 1965			Total
			French	English	French and English	
French	Atlantic provinces	21	64.8	5.9	29.3	100
	Ottawa-Hull	275	27.1	16.8	56.1	100
	Quebec (excluding Hull)	537	62.0	1.2	36.8	100
	Ontario (excluding Ottawa)	19	39.4	19.7	40.9	100
	Western provinces	14	37.6	48.8	13.6	100
	All locations <sup>1</sup>	891	52.5	6.4	41.1	100
English	Atlantic provinces	803	0.0	99.0	1.0	100
	Ottawa-Hull	3,213	0.0	97.6	2.4	100
	Quebec (excluding Hull)	211	3.4	79.6	17.0	100
	Ontario (excluding Ottawa)	1,449	0.1	99.6	0.3	100
	Western provinces	1,737	0.0	99.7	0.3	100
	All locations <sup>1</sup>	7,653	0.1	98.5	1.4	100
French and English	Atlantic provinces	26	0.0	16.1	83.9	100
	Ottawa-Hull	305	0.0	12.0	87.9	100
	Quebec (excluding Hull)	197	7.5	3.4	89.1	100
	Ontario (excluding Ottawa)	51	2.5	18.2	79.3	100
	Western provinces	23	0.0	54.0	46.0	100
	All locations <sup>1</sup>	608	3.0	11.3	85.7	100

Source: Johnstone, Klein, and Ledoux, "Public Service Survey."

<sup>1</sup> Includes posts outside Canada.

Table A-7. Optimum Working Language and Occupation

Percentage distribution of federal departmental public servants, classed according to optimum language of work on entrance to the Public Service and occupational category, by optimum working language in 1965—Canada, 1965

On entrance		Sample	In 1965			Total
			French	English	French and English	
French	Managers	146	39.7	12.8	47.5	100
	Engineers and scientists	64	38.4	12.1	49.5	100
	Other professionals and technicians	144	39.0	6.0	55.0	100
	Clerical	274	51.5	7.6	40.9	100
	Other	263	59.6	3.4	37.0	100
	All categories	891	52.5	6.4	41.1	100
English	Managers	1,615	0.0	97.0	3.0	100
	Engineers and scientists	1,428	0.0	98.9	1.1	100
	Other professionals and technicians	1,202	0.0	98.8	1.2	100
	Clerical	1,522	0.3	98.6	1.1	100
	Other	1,886	0.1	98.7	1.2	100
	All categories	7,563	0.1	98.5	1.4	100
French and English	Managers	126	2.6	12.0	85.4	100
	Engineers and scientists	40	15.8	9.7	74.5	100
	Other professionals and technicians	82	4.0	13.1	82.9	100
	Clerical	190	1.7	13.2	85.1	100
	Other	170	3.7	8.9	87.4	100
	All categories	608	3.0	11.3	85.7	100

Source: Johnstone, Klein, and Ledoux, "Public Service Survey."

Table A-8. Knowledge of English, Length of Service, and Salary Advancement

Percentage distribution of federal departmental public servants of French mother tongue, classed according to whether or not they had acquired English as a working language and according to years of service, by salary advancement—Canada, 1965

Salary advancement since entry	Had acquired English		Had not acquired English	
	10 years or less	More than 10 years	10 years or less	More than 10 years
Less than \$2,000	35.1	4.6	50.1	10.6
\$2,000 - \$3,999	53.4	47.9	41.7	42.0
\$4,000 and over	11.5	47.5	8.2	47.4
Total	100.0	100.0	100.0	100.0
Sample	193	262	204	219

Source: Johnstone, Klein, and Ledoux, "Public Service Survey."

**Table A-9. Survival and Acquisition of Optimum Working Language**  
 Percentage of public servants in seven federal agencies and the departmental Public Service who kept French, English, or French and English as their optimum working language or who acquired French or English since joining the Public Service—Canada, 1965

	Survival of French <sup>1</sup>		Survival of English <sup>2</sup>		Survival of bilingualism		Acquisition of French		Acquisition of English	
	Sample	%	Sample	%	Sample	%	Sample	%	Sample	%
Air Canada	278	86.1	2,279	99.7	146	77.1	2,133	2.6	132	71.9
CBC	509	96.1	1,306	98.2	158	83.9	1,148	4.0	351	32.7
RCMP (uniformed staff)	167	92.3	1,822	99.9	63	89.1	1,759	1.0	104	67.0
NRC	81	83.3	641	99.3	48	77.8	593	2.2	33	83.8
CMHC	203	92.0	653	99.0	82	86.0	571	2.0	121	48.0
NFB	89	98.8	212	100.0	27	100.0	185	10.5	62	43.7
Bank of Canada	37	94.2	159	99.1	13	*	136	1.0	24	77.8
Departmental Public Service	1,499	91.6	8,261	99.6	608	85.7	7,653	1.5	891	7.5

Source: Johnstone, Klein, and Ledoux, "Public Service Survey."

\* No statistical value.

<sup>1</sup> Retention of French by public servants whose optimum working language on entry was French or French and English.

<sup>2</sup> Retention of English by those whose optimum working language on entry was English or French and English.

Table A-10. Language Use at Work and at Home

Index of the use<sup>1</sup> of French and English at work and at home by public servants in seven federal agencies and in the departmental Public Service, by mother tongue—Canada, 1965

	Mother tongue	Sample	At work		At home	
			French	English	French	English
Air Canada	French		38	75	79	27
	English		6	95	38	97
	Other		11	92	70	74
	All	2,413	11	92	15	84
CBC	French		74	38	88	16
	English		8	92	16	96
	Other		12	88	10	62
	All	1,655	34	72	36	62
RCMP (uniformed staff)	French		48	68	70	33
	English		3	97	12	97
	Other		2	92	8	89
	All	1,950	7	93	10	90
NRC	French		8	81	76	30
	English		28	95	44	97
	Other		5	93	34	67
	All	675	11	92	16	81
CMHC	French		62	50	84	20
	English		4	94	4	96
	Other		12	90	8	74
	All	777	22	82	24	74
NFB	French		59	57	85	17
	English		16	89	70	93
	Other		25	85	22	56
	All	277	31	79	33	66
Bank of Canada	French		51	66	87	18
	English		6	94	18	96
	Other		*	*	*	*
	All	175	18	87	24	75
Departmental Public Service	French		57	55	81	24
	English		4	96	24	98
	Other		5	93	28	83
	All	9,152	15	87	19	81

Source: Johnstone, Klein, and Ledoux, "Public Service Survey."

\* No statistical value.

<sup>1</sup> Scale from 0 (never) to 100 (always).

Table A-11. Use of French and English in Seven Federal Agencies

Percentage<sup>1</sup> of public servants in seven federal agencies whose optimum working language includes both French and English and who use French and English at work—Canada, 1965

	Sample	Language used at work	Use				
			Exclusive	Dominant	About half the time	Frequent	Occasional
Air Canada	229	French	0.4	6.7	29.9	64.8	90.6
		English	18.0	73.8	95.7	99.5	100.0
CBC	278	French	11.1	59.6	80.9	88.1	98.0
		English	13.3	19.8	41.3	73.0	98.2
RCMP (uniformed staff)	133	French	1.6	16.4	49.4	73.3	93.8
		English	13.2	54.5	89.0	96.0	99.9
NRC	64	French	1.7	1.7	12.9	47.8	90.5
		English	16.9	84.4	92.4	100.0	100.0
CMHC	133	French	1.6	36.9	69.2	83.7	94.0
		English	6.8	32.8	62.0	86.4	98.4
NFB	70	French	0.0	14.7	52.5	78.4	97.2
		English	5.7	47.2	83.2	100.0	100.0
Bank of Canada	31	French	0.0	13.9	53.0	74.7	96.4
		English	3.5	57.4	86.1	93.1	100.0

Source: Johnstone, Klein, and Ledoux, "Public Service Survey."

<sup>1</sup> The percentages are cumulative.

Table A-12. Bilingualism and Contact with the Public

Percentage of public servants in federal departments who consider themselves bilingual, by mother tongue and frequency of contact with the Francophone or Anglophone public—Canada, 1965

Amount of contact with public speaking the other official language	Mother tongue			
	French		English and other	
	Sample	Percentage who rated themselves bilingual	Sample	Percentage who rated themselves bilingual
None	84	30.0	4,036	0.7
Limited	330	33.2	3,000	2.5
Fair	385	55.8	389	15.5
Considerable	392	80.1	163	34.1
All public servants	1,191	52.5	7,588	2.4

Source: Johnstone, Klein and Ledoux, "Public Service Survey."



Table A-13. French Mail Received

Percentage and translation of French letters received by various federal departments and agencies—Canada, 1965

	Total number of letters received	Letters in French received		Departments and agencies where French letters received and translated
		Number	%	
Agriculture	232,000	45,000	19.4	
Air Canada	*	*	*	X <sup>1</sup>
Air Transport Board	28,452	1,422	5.0	X
Atlantic Development Board	2,400	24	1.0	
Atomic Energy of Canada	300,000	3,000	1.0	
Auditor General's Office	1,000	20	2.0	
Bank of Canada	25,000	1,875	7.5	
Board of Transport Commissioners	18,000	2,160	12.0	X
Canadian Arsenals Limited	39,560	1,741	4.4	
CBC	47,317	3,785	8.0	
CNR	927,000	46,350	5.0	
Canadian Penitentiary Service	52,052	8,328	16.0	
Canadian Pension Commission	117,780	5,418	4.6	
Centennial Commission	7,500	600	8.0	
CMHC	87,500	3,063	3.5	X
Citizenship and Immigration	433,710	13,011	3.0	X
—Citizenship Branch	10,000	1,000	1.0	
—Citizenship Registration	42,490	424	1.0	
—Indian Affairs	60,000	1,200	2.0	
—Personnel Branch	2,700	108	4.0	
Civil Service Commission	400,000	92,000	23.0	
Comptroller of the Treasury	300,000	1,500	0.5	
Crown Assets Disposal Corporation	30,000	1,500	5.0	
Defence Construction Limited	52,700	2,160	4.1	
Defence Production	232,064	3,783	1.6	
DBS	15,000	750	5.0	
Emergency Measures Organization	100	25	25.0	X <sup>1</sup>
Export Credits Insurance Corporation	13,000	7	0.05	X
External Affairs	27,541	2,479	9.0	
Farm Credit Corporation	7,500	525	7.0	
Finance	12,000	1,200	10.0	X
Fisheries	140,000	7,000	5.0	
Fisheries Research Board	25,000	5	0.002	
Forestry	4,800	480	10.0	
House of Commons	12,000	3,000	25.0	
Industry	77,210	2,670	3.5	
Insurance	20,000	200	1.0	
International Joint Commission	2,000	20	1.0	
Justice (and Attorney General)	42,000	4,200	10.0	
Labour	212,000	10,600	5.0	
Library of Parliament	*	*	25.0	

Table A-13. (cont'd.)

	Total number of letters received	Letters in French received		Departments and agencies where French letters received and translated
		Number	%	
Mines and Technical Surveys	200,000	10,000	5.0	
National Capital Commission	57,200	9,724	17.0	
National Defence	64,200	1,797	2.8	
National Energy Board	6,000	180	3.0	X
National Gallery	10,000	2,000	20.0	
National Health and Welfare	2,187,640	765,674	35.0	X
National Library	40,000	2,700	6.8	
NRC	745,000	7,450	1.0	
National Revenue				
—Customs and Excise	413,267	12,728	3.1	
—Taxation	1,800,000	360,000	20.0	
Northern Affairs and National Resources	157,500	7,875	5.0	
Office of the Chief Electoral Officer	3,000	1,000	33.3	
Post Office	137,500	11,000	8.0	
Privy Council Office	26,000	3,900	15.0	
Public Printing and Stationery	50,000	20,000	40.0	
Public Works	250,000	15,250	6.1	
Royal Canadian Mint	100,000	2,000	2.0	X
RCMP	106,710	4,910	4.6	X
St. Lawrence Seaway Authority	63,000	4,280	6.8	
Secretary of State	522,000	11,650	2.2	
Senate	3,000	300	10.0	
Tariff Board	1,500	30	2.0	
Tax Appeal Board	1,200	96	8.0	
Trade and Commerce	788,000	8,670	1.1	
Treasury Board	15,000	150	1.0	
Transport	330,400	28,084	8.5	
Unemployment Insurance Commission	102,353	35,830	35.0	
Veterans' Affairs	1,680,000	77,280	4.6	X
All departments and agencies	13,919,846*	1,677,181*	12.0*	15

Source: The departments and agencies concerned, and Jacques LaRivière, "La traduction dans la fonction publique."

\* Incomplete data.

† Letters in French are translated only when the recipient is an Anglophone.

Table A-14. Language of External Forms

Percentage distribution of external forms distributed by various federal departments and agencies—Canada, 1965

	Language of forms					Total	
	English only	French only	French and English on separate forms	Bilingual (one form only)	English and bilingual <sup>1</sup>	%	Number
Agriculture	59.9	1.9	19.3	18.9	0.0	100	259
Air Canada	65.2	4.5	9.0	21.3	0.0	100	39
Air Transport Board	0.0	0.0	100.0	0.0	0.0	100	50
Atlantic Development Board	4						4
Atomic Energy of Canada	93.8	0.0	3.1	3.1	0.0	100	32
Auditor General's Office	1						1
Bank of Canada	22.5	4.5	60.7	7.8	4.5	100	89
Board of Transport Commissioners	85.7	14.3	0.0	0.0	0.0	100	14
Canadian Arsenals Limited	1		1	1			3
CBC	11.5	0.0	84.6	3.9	0.0	100	26
CNR	55.8	1.8	4.6	23.0	14.8	100	217
Canadian Penitentiary Service	1		5				6
Canadian Pension Commission	0.0	0.0	83.8	16.2	0.0	100	117
Centennial Commission			4				4
CMHC	34.3	0.9	12.8	52.0	0.0	100	344
Citizenship and Immigration							
—Citizenship Branch	8.3	0.0	20.8	70.9	0.0	100	24
—Citizenship Registration	2	2					4
—Immigration	11.1	0.0	29.6	59.3	0.0	100	27
—Indian Affairs	55.9	0.0	42.9	1.2	0.0	100	84
Civil Service Commission	4.3	0.0	30.4	65.2	0.0	100	23
Comptroller of the Treasury	29.8	0.0	64.3	5.9	0.0	100	84
Crown Assets Disposal Corporation	1		1	1			3
Defence Construction Limited	47.6	0.0	20.2	32.2	0.0	100	84
Defence Production	93.5	0.0	2.2	0.7	3.6	100	139
DBS	60.9	0.4	33.4	5.1	0.2	100	2,179
Export Credits Insurance Corporation	100.0	0.0	0.0	0.0	0.0	100	26
External Affairs	4.0	0.0	72.0	24.0	0.0	100	25
Farm Credit Corporation	53.9	12.6	29.9	3.6	0.0	100	167
Finance	7		6				13
Fisheries	58.6	0.0	34.5	6.9	0.0	100	58
Forestry	43.7	0.0	4.2	52.1	0.0	100	71
House of Commons			5				5
Industry	3		5				8
Insurance	60.0	0.0	20.0	20.0	0.0	100	25
International Joint Commission				1			1
Justice (and Attorney General)					1		1
Labour	34.4	0.0	50.2	15.4	0.0	100	195
Library of Parliament			2				2

Table A-14. (cont'd.)

	Language of forms					Total	
	English only	French only	French and English on separate forms	Bilingual (one form only)	English and bilingual <sup>1</sup>	%	Number
Mines and Technical Surveys	71.4	28.6	0.0	0.0	0.0	100	35
National Capital Commission	1		2	1			4
National Defence	51.4	0.0	10.8	37.8	0.0	100	37
National Employment Service	1		11	1			13
National Energy Board	8						8
NFB	6		6	1			13
National Gallery	6			3			9
National Health and Welfare	68.6	0.9	20.8	9.3	0.4	100	236
National Library	38.9	0.0	38.9	22.2	0.0	100	18
NRC	44.1	0.0	52.5	3.4	0.0	100	59
National Revenue							
— Customs and Excise	38.0	0.0	34.9	26.3	0.8	100	129
— Taxation	6.2	0.0	14.7	79.1	0.0	100	129
Northern Affairs and National Resources	76.5	0.0	5.9	17.6	0.0	100	85
Office of the Chief Electoral Officer	0.0	0.0	67.5	0.0	32.5	100	40
Post Office	4.9	0.0	7.7	87.4	0.0	100	222
Public Printing and Stationery	0.0	0.0	0.0	100.0	0.0	100	56
Public Works	15.1	6.1	66.7	12.1	0.0	100	33
Royal Canadian Mint				1			1
RCMP	38.9	0.0	44.4	16.7	0.0	100	18
St. Lawrence Seaway Authority	23.8	0.0	47.6	28.6	0.0	100	21
Secretary of State	0.0	0.0	0.0	100.0	0.0	100	300
Senate	1		7				8
Trade and Commerce	40.0	0.0	45.0	15.0	0.0	100	20
Transport	49.7	0.0	22.4	27.9	0.0	100	344
Unemployment Insurance Commission	3.5	0.0	33.6	62.9	0.0	100	512
Veterans' Affairs	0.0	0.0	96.2	13.8	0.0	100	188
<b>All departments and agencies</b>	<b>42.4</b>	<b>1.0</b>	<b>29.9</b>	<b>25.8</b>	<b>0.9</b>	<b>100</b>	<b>7,041</b>

Source: The departments and agencies concerned, and La Rivière, "La traduction dans la fonction publique."

<sup>1</sup> Bilingual form for Quebec and English form for the rest of Canada.

Table A-15. Language and Translation of Publications

Language of publications issued by various federal departments and agencies, and percentage of translation into French—Canada, 1965

	Number of words in English	Words translated into French		Number of words in French only
		Number	%	
Agriculture	1,520,675	266,200	17.5	
Air Canada	47,576	15,576	32.7	
Atomic Energy of Canada	9,400	9,400	100.0	
Auditor General's Office	97,500	97,500	100.0	
Bank of Canada	172,300	92,300	53.6	
Board of Transport Commissioners	280,930	280,150	99.7	
Canadian Arsenals Limited	4,500	4,500	100.0	
CBC	400,000	40,000	10.0	80,000
CNR	55,500	55,500	100.0	
Canadian Penitentiary Service	71,600	71,600	100.0	
Centennial Commission	61,500	57,500	93.5	
CMHC	322,450	322,450	100.0	
Citizenship and Immigration	57,000	45,500	79.8	
—Citizenship Branch	420,436	420,436	100.0	
—Indian Affairs	188,700	188,700	100.0	
Civil Service Commission	46,800	46,800	100.0	
Comptroller of the Treasury	213,000	213,000	100.0	
Crown Assets Disposal Corporation	2,000	2,000	100.0	
Defence Construction Limited	28,200	28,200	100.0	
Defence Production	296,000	101,000	34.1	
DBS	2,761,710	1,142,025	41.3	139,400
Export Credits Insurance Corporation	4,000	4,000	100.0	
External Affairs	323,738	322,780	99.7	
Farm Credit Corporation	9,000	9,000	100.0	
Finance	51,000	51,000	100.0	
Fisheries	1,110,600	156,400	14.1	
Fisheries Research Board	2,390,000	420,000	17.6	
Forestry	2,383,350	231,750	9.7	
House of Commons	3,469,700	3,469,700	100.0	
Industry	22,060	22,060	100.0	
Insurance	611,000	571,000	93.5	
Justice (and Attorney General)	231,500	231,500	100.0	
Labour	1,237,930	780,554	63.1	
Mines and Technical Surveys	5,168,300	1,535,000	29.7	
National Capital Commission	46,199	34,199	74.0	
National Defence	968,500	328,500	33.9	
National Employment Service	41,650	41,650	100.0	
National Energy Board	49,368	6,670	13.5	
NFB	98,000	98,000	100.0	
National Health and Welfare	1,432,143	917,605	64.1	7,200
National Library	989,800	829,800	83.8	

Table A-15. (cont'd.)

	Number of words in English	Words translated into French		Number of words in French only
		Number	%	
NRC	1,424,950	234,000	16.4	3,000
National Revenue				
— Taxation	333,000	333,000	100.0	
Northern Affairs and National Resources	672,000	—	0.0	
Post Office	316,800	316,800	100.0	
Public Printing and Stationery	1,444,500	1,444,500	100.0	
Public Works	263,000	263,000	100.0	
Royal Canadian Mint	5,500	5,500	100.0	
RCMP	413,250	47,650	11.5	
St. Lawrence Seaway Authority	18,500	18,500	100.0	
Secretary of State	971,100	420,400	43.3	132,600
Senate	21,000	21,000	100.0	
Tariff Board	260,000	260,000	100.0	
Tax Appeal Board	1,900	1,900	100.0	
Trade and Commerce	471,640	176,500	37.4	22,380
Transport	4,946,519	589,819	11.9	
Unemployment Insurance Commission	173,350	173,350	100.0	
Veterans' Affairs	582,430	77,620	13.3	
All departments and agencies	40,015,054	17,934,544	44.8	386,180

Source: The departments and agencies concerned, and Jacques LaRivière, "La traduction dans la fonction publique."

Table A-16. Language of Internal Forms

Percentage distribution of internal forms used in various federal departments and agencies, by language—Canada, 1965

	Language of forms					Total	
	English only	French only	French and English on separate forms	Bilingual (one form only)	English and bilingual <sup>1</sup>	%	Number
Agriculture	91.7	0.5	5.1	2.7	0.0	100	1,750
Air Canada	82.3	0.6	0.3	16.8	0.0	100	1,553
Air Transport Board	6						6
Atlantic Development Board	87.5	0.0	0.0	12.5	0.0	100	40
Atomic Energy of Canada	99.7	0.0	0.0	0.3	0.0	100	1,454
Auditor General's Office	3						3
Bank of Canada	95.7	0.0	3.1	0.9	0.3	100	810
Board of Transport Commissioners	84.7	0.0	0.0	15.3	0.0	100	72
Canadian Arsenal Limited	92.5	5.8	0.6	1.1	0.0	100	970
CBC	60.9	0.4	17.5	19.2	2.0	100	468
CNR	95.0	0.4	0.6	3.0	1.0	100	2,092
Canadian Penitentiary Service	86.3	0.0	12.5	1.2	0.0	100	1,600
Canadian Pension Commission	100.0	0.0	0.0	0.0	0.0	100	125
CMHC	97.0	0.0	1.2	1.8	0.0	100	330
Citizenship and Immigration							
—Administration	93.5	0.0	0.0	6.5	0.0	100	77
—Citizenship Branch	60.0	1.0	8.0	31.0	0.0	100	100
—Citizenship Registration	1						1
—Immigration	100.0	0.0	0.0	0.0	0.0	100	132
—Indian Affairs	83.4	0.4	14.8	1.4	0.0	100	445
Civil Service Commission	74.3	0.0	12.2	13.5	0.0	100	74
Comptroller of the Treasury	63.8	2.4	0.0	33.8	0.0	100	826
Crown Assets Disposal Corporation	85.2	0.0	0.0	14.8	0.0	100	27
Defence Construction Limited	90.1	0.0	2.0	7.9	0.0	100	152
Defence Production	98.3	0.0	0.0	1.7	0.0	100	478
DBS	89.5	0.3	5.1	5.1	0.0	100	1,625
Emergency Measures Organization	0.0	0.0	93.7	6.3	0.0	100	32
Export Credits Insurance Corporation	3						3
External Affairs	95.9	0.8	2.5	0.8	0.0	100	1,205
Farm Credit Corporation	85.0	7.1	3.6	4.3	0.0	100	140
Finance	5						5
Fisheries	96.2	0.0	0.0	3.8	0.0	100	210
Fisheries Research Board	100.0	0.0	0.0	0.0	0.0	100	20
Forestry	89.9	0.0	0.4	9.7	0.0	100	298
House of Commons	2		3	5			10
Industry	88.6	0.0	0.0	11.4	0.0	100	70
Labour	89.2	0.0	6.8	4.0	0.0	100	528
Mines and Technical Surveys	16.7	0.0	50.0	33.3	0.0	100	600
National Capital Commission	86.4	0.0	9.1	4.5	0.0	100	22

Table A-16. (cont'd.)

	Language of forms					Total	
	English only	French only	French and English on separate forms	Bilingual (one form only)	English and bilingual <sup>1</sup>	%	Number
National Defence	95.9	0.0	1.6	2.5	0.0	100	6,063
National Employment Service	15.9	0.0	25.6	58.5	0.0	100	82
National Energy Board	100.0	0.0	0.0	0.0	0.0	100	42
NFB	57.1	0.3	8.5	34.1	0.0	100	305
National Gallery	4						4
National Health and Welfare	86.9	7.6	4.9	0.6	0.0	100	799
National Library	78.8	0.0	5.2	16.0	0.0	100	212
NRC	96.5	0.0	2.2	1.3	0.0	100	227
National Revenue							
— Customs and Excise	84.8	0.0	8.7	6.5	0.0	100	310
— Taxation	51.7	7.1	3.5	37.7	0.0	100	714
Northern Affairs and National Resources	91.1	0.0	0.8	8.1	0.0	100	1,240
Office of the Chief Electoral Officer	0.0	0.0	63.9	0.0	36.1	100	72
Post Office	27.5	1.2	2.9	68.4	0.0	100	861
Privy Council Office	1			1			2
Public Printing and Stationery	16.7	3.3	0.0	80.0	0.0	100	30
Public Works	83.0	0.8	9.1	7.1	0.0	100	758
Royal Canadian Mint	4			2			6
RCMP	91.5	0.0	4.9	3.6	0.0	100	471
St. Lawrence Seaway Authority	86.6	1.9	0.0	9.5	0.0	100	525
Secretary of State	3.6	3.6	92.8	0.0	0.0	100	700
Senate	6		6				12
Tax Appeal Board	1			9			10
Trade and Commerce	90.7	0.0	0.4	8.9	0.0	100	236
Treasury Board	95.3	0.0	4.7	0.0	0.0	100	43
Transport	84.0	0.7	3.8	11.2	0.3	100	3,364
Unemployment Insurance Commission	53.6	0.0	2.3	44.1	0.0	100	345
Veterans' Affairs	97.3	0.0	1.6	1.1	0.0	100	707
All departments and agencies	83.8	0.9	6.1	9.0	0.2	100	36,493

Source: The departments and agencies concerned, and La Rivière, "La traduction dans la fonction publique."

<sup>1</sup> Bilingual form for Quebec and English form for the rest of Canada.



Table A-17. Language of Manuals and Circulars

Percentage distribution of manuals used in various federal departments and agencies, by language—Canada, 1965

	Language of manuals		Total	
	English only	French and English	%	Number
Agriculture	74.2	25.8	100	31
Air Canada	100.0	0.0	100	200
Air Transport Board		2		2
Atomic Energy of Canada	7			7
Auditor General's Office	1			1
Bank of Canada	1			1
Board of Transport Commissioners	1			1
Canadian Arsenal Limited	5	4		11
CBC	7	6		11
CNR	64.9	35.1	100	74
Canadian Penitentiary Service		1		1
Canadian Pension Commission	2			2
CMHC	2	3		5
Citizenship and Immigration				
—Administration	2			2
—Citizenship Branch	1			1
—Immigration	9			9
—Indian Affairs	3			3
Civil Service Commission	1			1
Comptroller of the Treasury	5	2		7
Crown Assets Disposal Corporation	1	1		3
Defence Construction Limited	2	2		3
Defence Production	4	2		6
DBS	55.6	44.4	100	18
Emergency Measures Organization	0.0	100.0	100	16
External Affairs	90.0	10.0	100	20
Farm Credit Corporation		5		5
Fisheries	1	1		2
Forestry	1			1
House of Commons		1		1
International Joint Commission	1			1
Labour	4			4
Mines and Technical Surveys	6			6
National Capital Commission	2			2
National Defence	99.8	0.2	100	24,497
National Employment Service	9	3		12
National Energy Board	2			2
NFB	1	1		1
National Health and Welfare	60.7	39.3	100	28
National Library	3			3
NRC	1			1

Table A-17. (cont'd.)

	Language of manuals		Total	
	English only	French and English	%	Number
National Revenue				
— Customs and Excise	6	3		9
— Taxation	43.7	56.3	100	16
Northern Affairs and National Resources	100.0	0.0	100	17
Office of the Chief Electoral Officer		8		8
Post Office	2	8		10
Public Works	6			6
RCMP	90.9	9.1	100	22
St. Lawrence Seaway Authority	5	5		10
Secretary of State		4		4
Tariff Board	1			1
Trade and Commerce	6			6
Treasury Board	2			2
Transport	87.0	13.0	100	46
Unemployment Insurance Commission	1	7		8
Veterans' Affairs	1	3		4
<b>All departments and agencies</b>	<b>99.15</b>	<b>0.85</b>	<b>100</b>	<b>25,172</b>

Source: The departments and agencies concerned, and LaRivière, "La traduction dans la fonction publique."

**Table A-18. Translation into English of French-Language Documents and the Language Used in File Indices**  
 Frequency of translation into English of French-language documents in various federal departments and agencies; language of file indices—Canada, 1965

	Translation into English of French-language documents				Language of File Indices					
					In Ottawa			In Quebec		
	Usually	Rarely	Never		English only	French only	English and French	English only	French only	English and French
Agriculture	X				X					
Air Canada	X				X			X		
Air Transport Board	X				X					
Atlantic Development Board			X		X					
Atomic Energy of Canada		X			X					
Auditor General's Office			X		X					
Bank of Canada	X									X
Board of Transport Commissioners	X				X			X		
Canadian Arsenals Limited		X			X			X		
CBC		X					X			
CNR				X	X					X
Canadian Penitentiary Service		X			X				X	
Canadian Pension Commission			X		X				X	
Centennial Commission			X		X					
CMHC	X				X			X		
Citizenship and Immigration					X					
—Administration		X			X			X		
—Citizenship Branch		X			X			X		X
—Citizenship Registration		X			X			X		X
—Immigration	X				X			X		
—Indian Affairs	X				X			X		
Civil Service Commission			X		X			X		
Comptroller of the Treasury	X				X					X
Crown Assets Disposal Corporation					X					
Defence Construction Limited	X				X			X		
Defence Production	X				X			X		
DBS							X			
Emergency Measures Organization	X				X					X

Table A-18. (cont'd.)

	Translation into English of French-language documents				Language of File Indices					
					In Ottawa			In Quebec		
	Usually	Rarely	Never	English only	French only	English and French	English only	French only	English and French	
Export Credits Insurance Corporation	X			X			X			
External Affairs			X	X						
Farm Credit Corporation			X	X				X		
Finance	X			X			X			
Fisheries		X		X						
Fisheries Research Board				X			X			
Forestry		X		X						
House of Commons		X		X						
Industry	X			X						
Insurance		X		X						
International Joint Commission	X			X						
Justice		X		X						
Labour	X					X				
Library of Parliament		X				X				
Mines and Technical Surveys	X			X				X		
National Capital Commission	X			X						
National Defence				X			X			
National Employment Service	X			X				X		
National Energy Board	X			X						
NFB		X				X			X	
National Gallery		X		X						
National Health and Welfare	X			X				X		
National Library			X	X						
NRC		X		X						
National Revenue				X						
—Customs and Excise	X			X			X			
—Taxation		X		X					X	
Northern Affairs and National Resources	X			X						

Office of the Chief Electoral Officer																					
Post Office	X																				X
Privy Council Office	X	X																			X
Public Printing and Stationery		X																			
Public Works		X																			X
Royal Canadian Mint			X																		X
RCMP			X																		X
St. Lawrence Seaway Authority			X																		X
Secretary of State			X																		X
Senate		X																			
Tariff Board		X																			
Tax Appeal Board		X																			
Trade and Commerce					X																X
Transport																					X
Treasury Board		X																			X
Unemployment Insurance Commission		X																			X
Veterans' Affairs					X																X
<b>Total</b>	<b>30</b>	<b>26</b>	<b>12</b>	<b>8</b>	<b>60</b>	<b>0</b>	<b>8</b>	<b>19</b>	<b>8</b>	<b>11</b>											

Source: The departments and agencies concerned, and La Rivière, "La traduction dans la fonction publique."

Table A-19. Optimum Working Language and Language Use at Work

Percentage<sup>1</sup> of federal departmental public servants who use French and English at work, by optimum working language—Canada, 1965

Optimum working language	Sample	Language used at work	Use				
			Exclusive	Dominant	About half the time	Frequent	Occasional
French	456	French	29.4	73.7	86.6	93.9	97.6
		English	1.5	9.8	22.4	47.0	82.3
English	7,719	French	0.3	0.5	1.4	2.8	15.6
		English	86.0	97.0	97.8	98.1	98.5
French and English	977	French	3.1	26.2	56.3	76.4	93.6
		English	8.8	48.3	75.4	90.5	98.7

Source: Johnstone, Klein, and Ledoux, "Public Service Survey."

<sup>1</sup> The percentages are cumulative.

Table A-20. Language Required in First Employment and Location of Posting

Percentage distribution of federal departmental public servants, classed according to location of first posting, by language required in first federal employment—Canada, 1965

Location of posting	Sample	Language required				Total
		French	English	French and English	Other	
Atlantic provinces	938	0.2	97.4	2.4	0.0	100
Newfoundland	126	0.0	98.9	1.1	0.0	100
Prince Edward Island	50	0.0	97.3	2.7	0.0	100
Nova Scotia	497	0.0	99.5	0.5	0.0	100
New Brunswick	265	0.6	92.4	7.0	0.0	100
Ottawa-Hull	3,466	0.8	81.3	17.7	0.2	100
Quebec (excluding Hull)	1,056	26.9	15.9	57.2	0.0	100
Ontario (excluding Ottawa)	1,572	0.2	98.1	1.6	0.1	100
Western provinces	1,955	0.2	99.4	0.3	0.1	100
Manitoba	432	0.0	99.6	0.4	0.0	100
Saskatchewan	314	0.0	99.5	0.5	0.0	100
Alberta	507	0.0	99.4	0.6	0.0	100
British Columbia	702	0.4	99.4	0.0	0.2	100
Yukon and N.W.T.	66	0.0	89.5	0.3	10.2	100
Foreign posts	106	0.0	74.4	13.6	12.0	100
All locations	9,159	4.2	82.3	13.3	0.2	100

Source: Johnstone, Klein, and Ledoux, "Public Service Survey."

Table A-21. Language Required in First Employment and Mother Tongue

Percentage distribution of federal departmental public servants, classed according to mother tongue and optimum working language on entry to the Public Service, by language required in first employment in the Public Service—Canada, 1965

Mother tongue	Optimum working language on entry	Sample	Language required in first employment in the Public Service				Total	%*
			French	English	French and English	Other		
French	French	864	31.0	18.0	50.8	0.2	100	43.7
	English	144	3.9	61.7	34.4	0.0	100	
	French and English	481	5.4	34.0	60.6	0.0	100	
English or other	French	27	19.1	32.9	38.6	9.4	100	97.1
	English	7,511	0.1	98.2	1.6	0.1	100	
	French and English	127	1.5	48.8	48.1	1.6	100	

Source: Johnstone, Klein, and Ledoux, "Public Service Survey."

\* Percentage of public servants whose optimum working language on entry to the Public Service corresponded to the language required in their first employment.

Table A-22. Period of Recruitment and Use of French Required in First Employment

Percentage of federal departmental public servants who were required to use French in their first employment, by location of posting and period of recruitment—Canada, 1965

Location of posting	Period of recruitment					
	1950 or earlier		1951-1960		1961 or later	
	Sample	%	Sample	%	Sample	%
Atlantic provinces	410	2.1	373	3.4	152	0.8
Ottawa-Hull	1,456	16.7	1,253	17.9	749	21.9
Quebec (excluding Hull)	454	83.1	427	83.0	166	87.6
Ontario (excluding Ottawa)	646	2.3	622	1.1	335	2.3
Western provinces	818	0.3	763	0.7	365	0.3
Elsewhere	63	4.2	71	7.4	35	7.8
All locations	3,847	18.5	3,509	16.8	1,802	16.9

Source: Johnstone, Klein, and Ledoux, "Public Service Survey."

Table A-23. Foreign Service Officers in the Department of External Affairs

Percentage distribution of Foreign Service Officers in the Department of External Affairs, classed according to hierarchical position, by language group—Canada, 1949, 1952, 1953, 1955, 1960, and 1965

	All officers	Central administration and upper level	Middle level	Lower level
<b>December 27, 1949</b>				
Anglophones	78.6	73.5	74.3	82.1
Francophones	21.4	26.5	25.7	17.9
<b>Total</b>	<b>100.0</b>	<b>100.0</b>	<b>100.0</b>	<b>100.0</b>
<b>Number</b>	<b>201</b>	<b>49</b>	<b>35</b>	<b>117</b>
<b>September 1, 1952</b>				
Anglophones	79.3	75.9	71.4	83.5
Francophones	20.7	24.1	28.6	16.5
<b>Total</b>	<b>100.0</b>	<b>100.0</b>	<b>100.0</b>	<b>100.0</b>
<b>Number</b>	<b>227</b>	<b>58</b>	<b>42</b>	<b>127</b>
<b>April 1, 1953</b>				
Anglophones	80.3	75.4	73.8	84.3
Francophones	19.7	24.6	26.2	15.7
<b>Total</b>	<b>100.0</b>	<b>100.0</b>	<b>100.0</b>	<b>100.0</b>
<b>Number</b>	<b>233</b>	<b>57</b>	<b>42</b>	<b>134</b>
<b>July 1, 1955</b>				
Anglophones	78.2	77.3	79.6	78.1
Francophones	21.8	22.7	20.4	21.9
<b>Total</b>	<b>100.0</b>	<b>100.0</b>	<b>100.0</b>	<b>100.0</b>
<b>Number</b>	<b>257</b>	<b>66</b>	<b>54</b>	<b>137</b>
<b>July 1, 1960</b>				
Anglophones	76.5	79.8	81.7	71.6
Francophones	23.5	20.2	18.3	28.4
<b>Total</b>	<b>100.0</b>	<b>100.0</b>	<b>100.0</b>	<b>100.0</b>
<b>Number</b>	<b>324</b>	<b>94</b>	<b>82</b>	<b>148</b>
<b>July 1, 1965</b>				
Anglophones	78.7	82.9	76.1	77.4
Francophones	21.3	17.1	23.9	22.6
<b>Total</b>	<b>100.0</b>	<b>100.0</b>	<b>100.0</b>	<b>100.0</b>
<b>Number</b>	<b>395</b>	<b>123</b>	<b>117</b>	<b>155</b>

Source: Lalande, "Le ministère des Affaires extérieures."



Table A-24. Students Enrolled in Language Courses

Distribution (in numbers and percentages) of students in three levels of the French and English courses of the Civil Service Commission, by type of programme—Canada, 1967

Level of course		Type of programme				Total
		Full-time	Half-time	One hour per day	Evening	
<b>Basic</b>						
French	N	35	75	941	372	1,423
	%	2.5	5.3	66.1	26.1	100.0
English	N	0	0	10	0	10
	%	0.0	0.0	100.0	0.0	100.0
Total	N	35	75	951	372	1,433
	%	2.4	5.2	66.4	26.0	100.0
<b>Intermediate</b>						
French	N	17	16	264	77	374
	%	4.5	4.3	70.6	20.6	100.0
English	N	0	23	78	35	136
	%	0.0	16.9	57.4	25.7	100.0
Total	N	17	39	342	112	510
	%	3.3	7.6	67.1	22.0	100.0
<b>Advanced</b>						
French	N	7	11	47	31	96
	%	7.3	11.4	49.0	32.3	100.0
English	N	0	9	58	12	79
	%	0.0	11.4	73.4	15.2	100.0
Total	N	7	20	105	43	175
	%	4.0	11.4	60.0	24.6	100.0
<b>All levels</b>						
French	N	59	102	1,252	480	1,893
	%	3.1	5.4	66.1	25.4	100.0
English	N	0	32	146	47	225
	%	0.0	14.2	64.9	20.9	100.0
Total	N	59	134	1,398	527	2,118
	%	2.8	6.3	66.0	24.9	100.0

Source: Civil Service Commission.

**Table A-25. Anglophone Public Servants and French Lessons**

Percentage distribution of middle-level Anglophone public servants in four federal departments, by their plans to take French lessons—Canada, 1965

	Agriculture	Finance	National Revenue— Taxation	Public Works	The four departments
Taking or has taken Civil Service					
Commission French course	10.8	25.0	9.1	18.7	13.7
Taking or has taken other French course	16.2	7.1	9.1	6.3	11.5
Will definitely take Civil Service					
Commission course in the future	24.3	32.2	27.3	31.2	27.5
Already bilingual	0.0	17.9	3.0	6.3	3.8
May take course in the future	29.8	7.1	42.4	28.1	30.5
No plans to take course	18.9	10.7	9.1	9.4	13.0
<b>Total</b>	<b>100.0</b>	<b>100.0</b>	<b>100.0</b>	<b>100.0</b>	<b>100.0</b>
<i>Sample</i>	<i>37</i>	<i>28</i>	<i>33</i>	<i>32</i>	<i>130</i>

Source: Beattie, Désy, and Longstaff, "Bureaucratic Careers."

**Table A-26. Anglophone Public Servants and Use of French**

Percentage distribution of middle-level Anglophone public servants in four departments, by opportunity to use French—Canada, 1965

Opportunities to use French at work	Agriculture	Finance	National Revenue— Taxation	Public Works	The four departments
Many	2.7	21.4	27.3	6.3	10.7
Frequent	16.2	17.9	12.1	21.9	16.8
Few	37.8	35.7	39.4	43.7	39.7
None	43.3	25.0	21.2	28.1	32.8
<b>Total</b>	<b>100.0</b>	<b>100.0</b>	<b>100.0</b>	<b>100.0</b>	<b>100.0</b>
<i>Sample</i>	<i>37</i>	<i>28</i>	<i>33</i>	<i>32</i>	<i>130</i>

Source: Beattie, Désy, and Longstaff, "Bureaucratic Carrers."

Table A-27. Anglophone Public Servants and Their Reasons for Learning French

Percentage distribution of middle-level Anglophone public servants in four federal departments, by their personal reasons for learning French—Canada, 1965

Reason for learning French	National Revenue—				
	Agriculture	Finance	Taxation	Public Works	The four departments
Increase in salary	20.0	13.0	51.9	24.1	28.4
Useful in work	23.3	26.1	18.5	13.8	19.3
Personal improvement	50.0	56.5	25.9	58.7	47.7
Patriotism	6.7	4.4	3.7	3.4	4.6
<b>Total</b>	<b>100.0</b>	<b>100.0</b>	<b>100.0</b>	<b>100.0</b>	<b>100.0</b>
<i>Sample</i>	<i>30</i>	<i>23</i>	<i>27</i>	<i>29</i>	<i>109</i>

Source: Beattie, Désy, and Longstaff, "Bureaucratic Careers."

Table A-28. Interest in a Career in the Federal Public Service

Percentage distribution within language groups of applicants to the JEO-FSO and SR programmes, by interest in a career in the federal Public Service—Canada, 1965

Interest in a career in the Public Service	Language group	
	Francophones	Anglophones
Strong	27.7	28.7
Moderate	55.4	51.3
Slight	11.8	17.6
None	2.0	2.2
No reply	3.1	0.2
<b>Total</b>	<b>100.0</b>	<b>100.0</b>
<i>Sample</i>	<i>302</i>	<i>1,080</i>

Source: Jeannotte and Taylor, "Survey of Applicants."

Table A-29. Attraction of the Federal Public Service

Percentage distribution within language groups of applicants to the JEO-FSO and ST programmes, by principal factor of attraction to the Public Service—Canada, 1965

Factor of attraction	Language group	
	Francophone	Anglophone
Work factors	47.6	64.2
Personal benefit factors	46.3	32.5
Attitude undetermined	6.1	3.3
Total	100.0	100.0
<i>Sample</i>	302	1,080

Source: Jeannotte and Taylor, "Survey of Applicants."

Table A-30. Cultural Adaptation of the Civil Service Commission's Publicity Material

Percentage distribution within mother-tongue groups<sup>1</sup> of applicants to the JEO-FSO and ST programmes, by their evaluation of the cultural adaptation of the Civil Service Commission's publicity material—Canada, 1965

Cultural adaptation of publicity	Mother tongue	
	French	English
Very well adapted	10.5	32.6
Moderately well adapted	43.2	43.6
Not very well adapted	16.6	7.4
Not at all adapted	7.4	2.0
Opinion undetermined	21.3	14.4
Total	100.0	100.0
<i>Sample</i>	269	864

Source: Jeannotte and Taylor, "Survey of Applicants."

<sup>1</sup> Applicants of French mother tongue reported on the adaptation of material to "French Canadian" culture, and applicants of English mother tongue reported on the same to "English Canadian" culture.

Table A-31. Geographic Origin and Mother Tongue

Percentage distribution within mother-tongue groups of federal departmental public servants (1965) and the Canadian population (1961), by geographic origin<sup>1</sup>

Geographic origin	Mother tongue of public servants			Mother tongue of population		
	French	English	All public servants	French	English	Total population
Atlantic provinces	3.7	21.1	15.6	5.6	16.3	11.2
Quebec	70.0	4.6	18.3	83.2	5.4	27.0
Ontario	22.4	36.2	31.4	7.1	38.2	25.7
Western provinces	3.1	29.4	26.0	2.4	28.0	21.1
Foreign countries	0.7	8.7	8.7	1.7	12.1	15.0
<b>Total</b>	<b>100.0</b>	<b>100.0</b>	<b>100.0</b>	<b>100.0</b>	<b>100.0</b>	<b>100.0</b>
<i>Sample</i>	<i>1,963</i>	<i>6,338</i>	<i>9,132</i>			

Source: Johnstone, Klein, and Ledoux, "Public Service Survey," for public servants; Census of Canada, 1961, for the total population.

<sup>1</sup> For public servants, "geographic origin" is defined as place of secondary schooling; for the Canadian population it is defined as place of birth.

Table A-32. Place of Work and Mother Tongue

Percentage distribution of federal departmental public servants, classed according to place of work (1965), and of the Canadian population (1961), by mother tongue

	<i>Sample</i>	Mother tongue			Total
		French	English	Other	
Atlantic provinces	853	7.9	90.2	1.9	100
Ottawa-Hull	3,779	31.1	63.4	5.5	100
Quebec (excluding Hull)	942	80.9	16.5	2.6	100
Ontario (excluding Ottawa)	1,515	5.0	84.4	10.6	100
Western provinces	1,709	2.2	79.4	18.4	100
Yukon and N.W.T.	62	0.2	80.4	19.4	100
Foreign posts	272	16.1	75.1	8.8	100
<b>All regions</b>	<b>9,137</b>	<b>21.5</b>	<b>69.4</b>	<b>9.1</b>	<b>100</b>
Population of Canada (1961)		28.1	58.5	13.4	100

Source: Johnstone, Klein, and Ledoux, "Public Service Survey," for public servants; Census of Canada, 1961, for the population.

Table A-33. Salary of Public Servants of French Mother Tongue

Percentage of public servants of French mother tongue in various federal departments who earned more or less than \$10,000 per annum—Canada, 1965

	Earning \$10,000 or more per annum		Earning less than \$10,000 per annum	
	<i>Sample</i>	<i>%</i>	<i>Sample</i>	<i>%</i>
Agriculture	468	6.0	241	12.9
Citizenship and Immigration	101	12.9	81	21.0
Defence Production	282	5.0	44	22.7
Dominion Bureau of Statistics	137	7.3	58	34.5
External Affairs	208	18.8	40	25.0
Finance	187	8.6	165	26.1
Fisheries	47	2.1	41	12.2
Forestry	80	6.3	21	*
Industry	167	13.8	7	*
Labour	57	14.5	15	*
Mines and Technical Surveys	382	2.6	66	15.2
National Defense	244	12.7	738	21.8
National Health and Welfare	329	12.5	89	24.7
National Revenue	340	16.7	436	24.4
Northern Affairs and National Resources	72	5.6	34	11.8
Post Office	57	26.3	969	28.8
Public Works	145	9.7	135	27.4
Secretary of State	58	44.8	25	*
Trade and Commerce	158	5.1	26	*
Transport	410	6.8	295	16.3
Unemployment Insurance Commission	166	12.8	39	6.0
Veterans Affairs	260	16.7	300	26.3
Above departments and agencies	4,631	10.8	3,970	21.9

Source: Johnstone, Klein, and Ledoux, "Public Service Survey."

\* No statistical value.

Table A-34. Period of Recruitment and Initial Salary

Percentage of federal departmental public servants whose initial salary was at least \$5,000, by mother tongue and period of recruitment—Canada, 1965

Period of recruitment	Mother tongue					
	French		English		Other	
	<i>Sample</i>	%	<i>Sample</i>	%	<i>Sample</i>	%
1950 or earlier	589	0.1	3,018	1.0	207	0.3
1951-4	228	2.1	995	1.8	122	0.7
1955-60	335	3.2	1,524	6.0	270	6.0
1961-5	319	7.5	1,248	14.1	213	11.6
All periods	1,471	3.0	6,787	5.3	812	5.7

Source: Johnstone, Klein, and Ledoux, "Public Service Survey."

Table A-35. Annual Salary Increment and Length of Service

Annual median salary and annual median increment of federal departmental public servants, by years of service and mother tongue—Canada, 1965

Years of service	Annual median salary by mother tongue				Annual median increment by mother tongue		Differential B-A
	French		English or other		French A	English or other B	
	<i>Sample</i>	\$	<i>Sample</i>	\$			
0-2	190	3,515	895	3,664	\$ 501	\$ 452	\$-49
3-4	129	3,832	571	4,065	331	274	-47
5-6	108	4,085	616	4,376	265	275	+10
7-10	230	4,384	1,178	4,696	229	243	+14
11-14	226	4,851	1,124	4,933	207	207	0
15-18	160	5,004	1,101	5,388	195	216	+21
19-22	214	4,948	993	5,390	163	182	+19
23-26	106	5,273	579	5,388	151	156	+5
27-30	47	5,360	287	5,923	134	153	+19
31 or more	65	5,472	273	5,953	121	135	+14

Source: Johnstone, Klein, and Ledoux, "Public Service Survey."

Table A-36. Annual Salary Increment

Mean annual salary increment<sup>1</sup> of federal departmental public servants, by initial salary and mother tongue—Canada, 1965

Initial salary	Mother tongue					
	French		English		Other	
	<i>Sample</i>	Mean increment \$	<i>Sample</i>	Mean increment \$	<i>Sample</i>	Mean increment \$
Less than \$ 2,000	566	192	2,227	208	174	193
\$ 2,000–2,999	444	204	1,795	228	205	223
\$ 3,000–3,999	217	211	1,002	248	150	308
\$ 4,000–4,999	88	265	544	293	87	327
\$ 5,000–5,999	47	356	308	308	54	490
\$ 6,000–7,999	45	678	393	367	76	598
\$ 8,000 or more	64	366	519	398	67	457

Source: Johnstone, Klein, and Ledoux, "Public Service Survey."

<sup>1</sup> After standardization of years of service.

Table A-37. Annual Salary and Level of Schooling

Median annual salary—actual and standardized for years of service—of federal departmental public servants, by level of schooling and mother tongue—Canada, 1965

Level of schooling <sup>1</sup>	Actual median annual salary, by mother tongue						Median annual salary standardized for years of service, by mother tongue		
	French		English		Other		French	English	Other
	<i>Sample</i>	\$	<i>Sample</i>	\$	<i>Sample</i>	\$	\$	\$	\$
10 years or less	524	4,291	1,265	4,330	196	3,805	4,276	4,313	3,908
11–12 years	386	4,415	1,569	4,747	130	4,712	4,690	4,666	4,691
Some university but no degree	104	4,880	856	5,331	133	5,330	4,987	5,304	5,460
Degree holders	473	6,763	3,162	8,840	360	7,432	6,980	8,704	7,675

Source: Johnstone, Klein, and Ledoux, "Public Service Survey."

<sup>1</sup> The categories "11–12 years" and "some university but no degree" are not mutually exclusive.



Table A-38. Median Years of Schooling and Age

Median years of schooling of male federal departmental public servants, by age and mother tongue—Canada, 1965

Age	Mother tongue						Differential	
	French		English		Other		B-A	C-A
	Sample	Median years of schooling A	Sample	Median years of schooling B	Sample	Median years of schooling C		
Under 25	80	11.2	142	11.6	19	10.9	+0.4	-0.3
25-44	533	10.5	2,369	11.4	369	11.5	+0.9	+1.0
45 or older	574	9.8	3,269	10.8	310	10.4	+1.0	+0.6
All age groups <sup>1</sup>	1,487	10.1	6,852	10.8	819	10.6	+0.7	+0.2

Source: Johnstone, Klein, and Ledoux, "Public Service Survey."

<sup>1</sup> Includes men and women.

Table A-39. Mobility and Salary

Percentage of male federal departmental public servants who have experienced mobility,<sup>1</sup> by salary and mother tongue—Canada, 1965

Salary	Mother tongue	Had held at least three positions		Had worked in more than one department		Had worked in more than one city	
		Sample	%	Sample	%	Sample	%
Less than \$10,000 per annum	French	652	31.1	644	23.7	653	32.6
	English or other	2,210	29.4	2,200	27.8	2,198	34.7
At least \$10,000 per annum	French	456	52.4	458	35.5	458	47.2
	English or other	3,868	45.1	3,866	30.8	3,863	48.5

Source: Johnstone, Klein, and Ledoux, "Public Service Survey."

<sup>1</sup> After standardization for years of service.

Table A-40. Age and Mother Tongue

Percentage distribution within age groups of federal departmental public servants, by mother tongue—Canada, 1965

	<i>Sample</i>	Mother tongue			Total
		French	English	Other	
Under 20	109	25.0	68.5	6.5	100
20-4	371	37.7	57.0	5.3	100
25-9	469	25.3	63.7	11.0	100
30-4	688	26.3	60.8	12.9	100
35-9	991	24.4	65.2	10.4	100
40-4	1,672	19.4	70.3	10.3	100
45-9	1,658	17.7	74.2	8.2	100
50-4	1,458	16.0	76.1	7.9	100
55-9	1,018	18.1	74.6	7.3	100
60 and over	648	17.9	73.2	8.9	100
All age groups	9,082	21.5	69.4	9.1	100

Source: Johnstone, Klein, and Ledoux. "Public Service Survey."

Table A-41. Employment Experience outside the Federal Public Service

Percentage<sup>1</sup> of federal departmental public servants who had worked outside the federal Public Service, by number of years of experience outside the service and by mother tongue—Canada, 1965

	Mother tongue		
	French	English	Other
At least 15 years	14.5	23.1	23.0
At least 11 years	21.1	33.1	34.0
At least 7 years	33.7	47.6	49.7
At least 3 years	50.7	65.6	68.3
Less than 3 years	66.2	77.1	79.9
<i>Sample</i>	1,487	6,852	819

Source: Johnstone, Klein, and Ledoux, "Public Service Survey."

<sup>1</sup> The percentages are cumulative.

Table A-42. Length of Service and Mother Tongue

Percentage distribution within mother-tongue groups of federal departmental public servants, by number of years of service—Canada, 1965

	Mother tongue		
	French	English	Other
2 years or less	13.8	13.6	17.3
3-4 years	10.4	8.8	10.7
5-6 years	7.9	8.7	14.6
7-10 years	17.8	17.3	22.8
11-14 years	16.6	16.5	16.5
15-18 years	9.8	11.7	8.3
19-22 years	13.0	13.7	3.9
23 or more	10.7	9.7	5.9
<b>Total</b>	<b>100.0</b>	<b>100.0</b>	<b>100.0</b>
<i>Sample</i>	<i>1,487</i>	<i>6,852</i>	<i>819</i>
Median years of service	10.5	10.9	7.8

Source: Johnstone, Klein, and Ledoux, "Public Service Survey."

Table A-43. Country of Origin

Percentage distribution of middle-level Francophone and Anglophone public servants in five federal departments—Canada, 1965

	<i>Sample</i>	Country of origin				Total
		Canada	United Kingdom	France	Other	
Francophones	<i>128</i>	93.0	0.0	5.5	1.5	100
Anglophones	<i>168</i>	74.5	10.7	0.0	14.8	100

Source: Beattie, Désy, and Longstaff, "Bureaucratic Careers."

**Table A-44. Mother Tongue and Language Group**

Percentage distribution of middle-level Francophone and Anglophone public servants in five federal departments—Canada, 1965

	<i>Sample</i>	Mother tongue				Total
		French	English	Other European	Non-European	
Francophones	128	93.7	4.7	1.6	0.0	100
Anglophones	168	0.6	86.3	10.1	3.0	100

Source: Beattie, Désy, and Longstaff, "Bureaucratic Careers."

**Table A-45. Ethnic Origin and Language Group**

Percentage distribution of middle-level Francophone and Anglophone public servants in five federal departments, by ethnic origin—Canada, 1965

	<i>Sample</i>	Ethnic origin						No response	Total
		British	French	Germanic	Slavic	Jewish	Other		
Francophones	128	0.8	96.9	0.0	0.0	0.0	0.8	1.5	100
Anglophones	168	73.4	2.4	10.0	5.9	2.4	5.9	0.0	100

Source: Beattie, Désy, and Longstaff, "Bureaucratic Careers."

Table A-46. Geographic Origin and Language Group

Percentage distribution of middle-level Francophone and Anglophone public servants in five federal departments, by geographic origin<sup>1</sup>—Canada, 1965

	<i>Sample</i>	Geographic origin <sup>1</sup>						Total	
		Atlantic prov- inces	Ottawa- Hull	Quebec (exclud- ing Hull)	Ontario (exclud- ing Ottawa)	Western prov- inces	United Kingdom		Other country
<b>Francophones</b>									
Agriculture	28	0.0	32.2	50.0	7.1	3.6	0.0	7.1	100
Finance	6	*	*	*	*	*	*	*	*
National Revenue—									
Taxation	33	0.0	57.5	27.3	15.2	0.0	0.0	0.0	100
Secretary of State	33	9.1	30.3	39.4	3.0	3.0	0.0	15.2	100
Public Works	28	7.1	60.7	25.0	3.6	3.6	0.0	0.0	100
<b>Anglophones</b>									
Agriculture	37	2.7	21.6	5.4	21.6	27.1	8.1	13.5	100
Finance	28	3.6	25.0	7.2	7.1	39.2	14.3	3.6	100
National Revenue—									
Taxation	33	12.1	24.2	3.0	27.4	24.2	9.1	0.0	100
Secretary of State	38	13.2	7.9	0.0	28.9	26.3	7.9	15.8	100
Public Works	32	12.5	12.5	12.5	21.9	9.4	15.6	15.6	100

Source: Beattie, Désy, and Longstaff, "Bureaucratic Careers."

\* No statistical value.

<sup>1</sup> "Geographic origin" is defined as the region or country of secondary schooling.

Table A-47. Geographic Origin and Occupation

Percentage distribution within occupations of middle-level Francophone and Anglophone public servants in five federal departments, by geographic origin<sup>1</sup>—Canada, 1965

	<i>Sample</i>	Geographic origin <sup>1</sup>					Total	
		Atlantic provinces	Ottawa-Hull	Quebec (excluding Hull)	Ontario (excluding Ottawa)	Western provinces		Foreign country
<b>Francophones</b>								
Professionals and scientists	43	4.7	20.9	58.2	9.2	2.3	4.7	100
Technicians and semi-professionals	54	5.6	48.1	27.8	7.4	1.9	9.2	100
Administrative personnel	31	0.0	64.5	22.5	6.5	6.5	0.0	100
<b>Anglophones</b>								
Professionals and scientists	84	14.3	8.3	4.8	21.4	22.6	28.6	100
Technicians and semi-professionals	42	0.0	28.6	7.2	21.0	16.6	16.6	100
Administrative personnel	42	7.1	26.2	4.8	14.3	38.1	9.5	100

Source: Beattie, Désy, and Longstaff, "Bureaucratic Careers."

<sup>1</sup> "Geographic origin" is defined as the region or country of secondary schooling.

Table A-48. Opinion of Cultural Activities and Educational Facilities in Ottawa

Percentage of middle-level Francophone and Anglophone public servants in five federal departments who expressed an unfavourable opinion of cultural activities and educational facilities in Ottawa—Canada, 1965

	<i>Sample</i>	Had an unfavourable opinion of	
		cultural activities	educational facilities
Francophones	128	30.5	21.9
Anglophones	168	19.6	8.3

Source: Beattie, Désy, and Longstaff, "Bureaucratic Careers."

Table A-49. Opinion of Francophones towards Ottawa-Hull

Percentage distribution of middle-level Francophone public servants, classed according to geographic origin,<sup>1</sup> in five federal departments, by opinion of Ottawa-Hull as a place to live—Canada, 1965

Opinion	Geographic origin <sup>1</sup>	
	Quebec (excluding Hull)	Ottawa-Hull
Very favourable	15.2	30.9
Moderately favourable	47.8	47.3
Unfavourable	17.4	14.5
Unenthusiastic or bitter	17.4	5.5
Undetermined	2.2	1.8
<b>Total</b>	<b>100.0</b>	<b>100.0</b>
<i>Sample</i>	<i>47</i>	<i>55</i>

Source: Beattie, Désy, and Longstaff, "Bureaucratic Careers."

<sup>1</sup> "Geographic origin" is defined as city or region of secondary schooling.

Table A-50. Commitment of Francophones to the Federal Public Service

Percentage distribution of middle-level Francophone public servants, classed according to geographic origin,<sup>1</sup> in five federal departments, by degree of commitment to the federal Public Service—Canada, 1965

	Geographic origin <sup>1</sup>		
	Quebec (excluding Hull)	Ottawa-Hull	Elsewhere in Canada or abroad
Unconditionally committed	34.0	44.4	48.0
Conditionally committed or undecided	25.6	35.2	28.0
Uncommitted or plan to leave	40.0	20.4	24.0
<b>Total</b>	<b>100.0</b>	<b>100.0</b>	<b>100.0</b>
<i>Sample</i>	<i>47</i>	<i>55</i>	<i>26</i>

Source: Beattie, Désy, and Longstaff, "Bureaucratic Careers."

<sup>1</sup> "Geographic origin" is defined as city or region of secondary schooling.

**Table A-51. Commitment to the Federal Public Service and Bilingualism**

Percentage distribution of middle-level Francophone and Anglophone public servants, classed according to their ability to speak the other official language, by degree of commitment to the federal Public Service—Canada, 1965

Ability to speak the other official language	<i>Sample</i>	Degree of commitment to the Public Service		
		Unconditionally or conditionally committed	Undecided, uncommitted or plan to leave	Total
<b>Francophones</b>				
Fair, weak, or none	40	45.0	55.0	100
Considerable	88	65.9	34.1	100
<b>Anglophones</b>				
Weak or none	131	65.6	34.4	100
Fair or considerable	37	78.4	21.6	100

Source: Beattie, Désy, and Longstaff, "Bureaucratic Careers."

**Table A-52. Interdepartmental Mobility**

Percentage distribution of middle-level Francophone and Anglophone public servants in five federal departments, by number of interdepartmental moves—Canada, 1965

	<i>Sample</i>	Number of interdepartmental moves				Total
		None	One	Two	Three or more	
Francophones	128	68.0	17.2	10.2	4.6	100
Anglophones	168	83.9	11.3	3.6	1.2	100

Source: Beattie, Désy, and Longstaff, "Bureaucratic Careers."



Table A-53. Language of Education and Level of Schooling

Percentage distribution of public servants in all federal departments and of middle-level public servants in five departments, classed according to level of schooling, by language of education—Canada, 1965

Level of schooling	Sample	Language of education			Total
		French	English	French and English	
All departments					
Elementary	1,406	83.1	5.4	11.5	100
Secondary	1,273	66.3	15.5	18.2	100
University	756	68.6	13.6	17.8	100
Five departments					
Elementary	128	77.3	3.9	18.8	100
Secondary	126	57.9	10.4	31.7	100
University					
Undergraduate	126	44.1	24.5	31.4	100
Postgraduate	38	39.5	42.1	18.4	100

Source: Johnstone, Klein, and Ledoux, "Public Service Survey," for all departments; Beattie, Déry, and Longstaff, "Bureaucratic Careers," for middle-level public servants in five departments.

Table A-54. Francophones with Weak Ability in English

Percentage of middle-level Francophone public servants with weak ability in English, by geographic origin<sup>1</sup>—Canada, 1965

Geographic origin <sup>1</sup>	Sample <sup>2</sup>	Weak ability in	
		spoken English	written English
Quebec (excluding Hull)	39	48.7	33.3
Elsewhere in Canada or abroad	66	21.2	16.7
All geographic origins	105	31.4	21.9

Source: Beattie, Déry, and Longstaff, "Bureaucratic Careers."

<sup>1</sup> "Geographic origin," is defined as region or country of secondary schooling.

<sup>2</sup> Translators are excluded.

**Table A-55. Rank and Ethno-linguistic Group of Military Personnel**

Percentage distribution of military personnel, by rank and ethno-linguistic group—Canada, 1966 (Sample: 8,324)

	Francophones	Anglophones	Total
<b>Officers</b>	<b>1.5</b>	<b>13.5</b>	<b>15.0</b>
Colonel	0.03	0.4	0.4
Lieutenant-colonel	0.06	0.9	1.0
Major	0.3	3.0	3.3
Captain	0.6	5.8	6.4
Lieutenant	0.4	3.0	3.4
Second-Lieutenant	0.1	0.4	0.5
<b>Men</b>	<b>14.5</b>	<b>70.5</b>	<b>85.0</b>
Chief Warrant Officer	0.06	0.9	1.0
Master Warrant Officer	0.2	2.8	3.0
Warrant Officer	0.5	4.9	5.4
Sergeant	1.7	10.0	11.7
Corporal	2.9	17.1	20.0
Soldier 1	3.9	18.7	22.6
Soldier	5.2	16.1	21.3
<b>All military personnel</b>	<b>16.0</b>	<b>84.0</b>	<b>100.0</b>

Source: Coulombe, "Carrière militaire."

**Table A-56. Ethno-linguistic Group of Military Personnel**

Percentage distribution of military personnel within ranks, by ethno-linguistic group—Canada, 1966

	Sample	Francophones			Anglophones	Total
		F 1	F 2	Total A	B	A+B
<b>Officers</b>	<b>3,074</b>	<b>8.3</b>	<b>2.0</b>	<b>10.3</b>	<b>89.7</b>	<b>100</b>
Colonel	336	4.7	1.6	6.3	93.7	100
Lieutenant-colonel	779	4.5	1.8	6.3	93.7	100
Major	447	6.0	1.9	7.9	92.1	100
Captain	891	7.8	2.1	9.9	90.1	100
Lieutenant	544	11.2	1.9	13.1	86.9	100
Second-Lieutenant	77	18.3	3.1	21.4	78.6	100
<b>Men</b>	<b>5,250</b>	<b>12.6</b>	<b>4.4</b>	<b>17.0</b>	<b>83.0</b>	<b>100</b>
Chief Warrant Officer	114	4.6	1.1	5.7	94.3	100
Master Warrant Officer	359	5.3	2.7	8.0	92.0	100
Warrant Officer	709	6.4	3.1	9.5	90.5	100
Sergeant	1,536	9.6	4.6	14.2	85.8	100
Corporal	774	10.0	4.4	14.4	85.6	100
Soldier 1	956	12.9	4.2	17.1	82.9	100
Soldier	802	19.5	5.1	24.6	75.4	100
<b>All military personnel</b>	<b>8,324</b>	<b>12.0</b>	<b>4.0</b>	<b>16.0</b>	<b>84.0</b>	<b>100</b>

Source: Coulombe, "Carrière militaire."

Table A-57. Linguistic Ability of Military Personnel

Percentage of officers and men who claim fair or considerable proficiency in the oral and written skills of French and English, by service and ethno-linguistic group—Canada, 1966

Rank and Service	Ethno-linguistic group	Sample	Oral skills		Written skills	
			French	English	French	English
<b>Officers</b>						
Army	Francophones	390	98.6	98.8	96.0	93.1
	F 1	326	100.0	98.5	98.5	92.0
	F 2	64	92.2	100.0	83.9	98.5
	Anglophones	809	7.5	99.5	3.6	99.5
Air force	Francophones	334	99.8	100.0	90.4	98.7
	F 1	266	100.0	100.0	95.6	98.5
	F 2	68	99.0	100.0	70.0	100.0
	Anglophones	850	6.9	99.5	3.4	100.0
Navy	Francophones	88	100.0	97.3	91.1	99.3
	F 1	63	100.0	96.0	97.3	96.0
	F 2	25	100.0	100.0	78.3	100.0
	Anglophones	603	7.8	99.4	5.4	99.7
<b>Men</b>						
Army	Francophones	819	92.9	81.5	82.3	64.8
	F 1	599	98.1	75.7	93.2	55.9
	F 2	220	78.9	97.5	52.6	89.2
	Anglophones	1,136	4.9	98.7	2.6	97.6
Air force	Francophones	895	96.5	96.7	87.7	90.5
	F 1	736	99.7	95.8	96.1	87.7
	F 2	159	85.0	100.0	58.3	100.0
	Anglophones	895	5.5	99.1	2.6	98.9
Navy	Francophones	573	93.2	97.3	77.2	84.1
	F 1	409	98.4	96.0	95.5	78.9
	F 2	164	84.2	99.5	45.4	94.8
	Anglophones	932	3.4	99.3	1.9	99.3

Source: Coulombe, "Carrière militaire."

Table A-58. Bilingualism of Military Personnel

Percentage of military personnel who claim bilingual proficiency in oral and written French and English, ethno-linguistic group—Canada, 1966

	<i>Sample</i>	Oral skills	Written skills
Francophones	3,099	85.6	66.1
F1	2,399	86.8	70.2
F2	700	82.1	53.8
Anglophones	5,255	5.1	2.5
All military personnel	8,324	17.9	12.6

Source: Coulombe, "Carrière militaire."

Table A-59. Rank and Ability in English of Francophone Military Personnel

Percentage of Francophone military personnel who claim fair or considerable ability in oral and written French, by service, stratum, and ethno-linguistic group—Canada, 1966

Stratum <sup>1</sup>	Oral skills						Written skills			
	F1		F2		All Francophones		F1	F2	All Francophones	
	<i>Sample</i>	%	<i>Sample</i>	%	<i>Sample</i>	%				
Army	A	35	100.0	13	100.0	48	100.0	100.0	100.0	100.0
	B	291	98.3	51	100.0	342	98.7	91.4	98.3	92.5
	C	303	93.7	130	98.9	433	95.6	81.6	97.8	87.4
	D	296	72.4	90	97.0	386	78.5	51.0	86.4	59.8
Air force	A	9	100.0	6	100.0	15	100.0	100.0	100.0	100.0
	B	257	100.0	62	100.0	319	100.0	98.6	100.0	98.8
	C	340	99.8	97	100.0	437	99.8	97.5	100.0	98.1
	D	396	95.2	62	100.0	458	96.2	86.0	99.9	89.2
Navy	A	8	100.0	1	100.0	9	100.0	100.0	100.0	100.0
	B	55	95.5	24	100.0	79	97.1	95.6	100.0	97.1
	C	187	99.5	72	100.0	259	99.7	98.5	100.0	99.1
	D	222	99.5	92	99.2	314	96.2	70.1	92.4	78.1

Source: Coulombe, "Carrière militaire."

<sup>1</sup> Stratum A includes the ranks of lieutenant-colonel and above; stratum B the ranks of major down through second-lieutenant; stratum C the ranks of chief warrant officer down through sergeant; and stratum D the ranks of corporal, soldier 1, and soldier.

Table A-60. Bilingualism of Officers and Men

Percentage of officers and men who claim bilingual proficiency,<sup>1</sup> by service and ethno-linguistic group—Canada, 1966

	Francophones								Anglophones
	F1		F2		All Francophones				
	Sample	%	Sample	%	Sample	%	Sample	%	
<b>Officers</b>									
Army	326	97.9	64	88.3	390	96.3	809	6.1	
Air force	266	99.5	68	96.1	334	98.8	850	6.4	
Navy	63	97.3	25	91.8	88	95.5	603	7.8	
<b>Men</b>									
Army	599	63.7	220	61.3	819	63.0	1,136	3.3	
Air force	736	94.3	159	76.1	895	90.2	895	4.0	
Navy	409	89.8	164	69.0	573	82.2	932	2.9	

Source: Coulombe, "Carrière militaire."

<sup>1</sup> Those who claim fair or considerable skill in oral and written skills of French and English.

Table A-61. Optimum Working Language of Francophone Military Personnel

Percentage of Francophone military personnel whose optimum working language on entry included both French and English, by ethno-linguistic group; percentage distribution of Francophone military personnel, by optimum working language in 1966—Canada, 1966

	French and English optimum working language on entry		Optimum working language in 1966				
	Sample	%	Sample	French and English		Total	
				French	English		
F1	2,399	23.4	625	3.0	24.8	72.2	100
F2	700	48.1	411	0.8	30.1	69.1	100
All Francophone personnel	3,099	29.6	1,036	2.1	27.0	70.9	100

Source: Coulombe, "Carrière militaire."

Table A-62. Optimum Working Language of F1 Military Personnel

Percentage distribution of F1 military personnel<sup>1</sup> within services and strata, by optimum working language—Canada, 1966

	Stratum <sup>2</sup>	Sample		Optimum working language			Total
				French	English	French and English	
Army	A	35	On entry	60.0	—	40.0	100
			In 1966	2.9	8.6	88.5	100
	B	291	On entry	67.6	3.1	29.3	100
			In 1966	15.4	12.0	72.6	100
	C	303	On entry	63.6	7.4	29.0	100
			In 1966	14.4	17.9	67.7	100
	D	296	On entry	72.7	5.9	21.4	100
			In 1966	33.9	10.1	56.0	100
Air force	A	9	On entry	55.6	—	44.4	100
			In 1966	—	33.3	66.7	100
	B	257	On entry	66.1	8.2	25.7	100
			In 1966	11.7	22.4	65.9	100
	C	340	On entry	60.9	5.8	33.3	100
			In 1966	0.5	34.5	65.0	100
	D	396	On entry	75.7	4.0	20.3	100
			In 1966	6.8	25.5	67.7	100
Navy	A	8	On entry	23.1	15.4	61.5	100
			In 1966	—	23.1	76.9	100
	B	55	On entry	68.6	4.5	26.9	100
			In 1966	12.0	12.0	76.0	100
	C	187	On entry	65.9	7.4	26.7	100
			In 1966	0.5	30.0	69.5	100
	D	222	On entry	67.0	5.5	27.5	100
			In 1966	11.0	20.8	68.2	100

Source: Coulombe, "Carrière militaire."

<sup>1</sup> Only F1s are included here because, as shown in Table 60, they are virtually the only military personnel claiming their optimum working language on entry to be French and English.

<sup>2</sup> Stratum A includes the ranks of lieutenant-colonel and above; stratum B the ranks of major down through second-lieutenant; stratum C the ranks of chief warrant officer down through sergeant; and stratum D the ranks of corporal, soldier 1, and soldier.

Table A-63. Francophone Military Personnel Married to Anglophones

Percentage of Francophone military personnel who are married to Anglophones, by service, stratum, and ethno-linguistic group—Canada, 1966

	Stratum <sup>1</sup>	F1		F2		All Francophones	
		Sample	%	Sample	%	Sample	%
Army	A	32	21.9	13	77.0	45	37.7
	B	207	24.1	41	67.8	248	32.2
	C	282	23.2	122	63.7	404	37.9
	D	146	26.2	49	60.2	195	35.7
Air force	A	6	50.0	6	84.0	12	67.4
	B	198	48.2	52	60.7	250	51.0
	C	324	39.4	94	59.7	418	44.2
	D	224	34.8	50	50.5	274	39.2
Navy	A	7	60.8	1	100.0	8	65.4
	B	35	39.6	18	84.5	53	55.4
	C	172	63.2	66	91.6	238	73.9
	D	77	59.2	42	64.5	119	61.3

Source: Coulombe, "Carrière militaire."

<sup>1</sup> Stratum A includes the ranks of lieutenant-colonel and above; stratum B the ranks of major down through second-lieutenant; stratum C the ranks of chief warrant officer down through sergeant; and stratum D the ranks of corporal, soldier 1, and soldier.

We selected seven federal agencies for study: the National Film Board, the Canadian Broadcasting Corporation, Air Canada, the Central Mortgage and Housing Corporation, the Bank of Canada, the National Research Council, and the uniformed staff of the RCMP. All of these play distinctive and important roles in Canadian life. The NFB and the CBC exercise cultural functions designed explicitly to serve both French- and English-speaking Canada, and parts of their organizations are divided according to language. Air Canada is a commercial Crown corporation operating competitively in a vital modern area of national policy. CMHC is closely involved with urbanization, one of the major areas of change in the modern world. Decisions taken in the Bank of Canada affect the economy of the whole country, while the NRC is Canada's most important scientific research body and employs many of her most competent scientists. Finally, the RCMP is the country's federal police and security force.

The largest Crown corporation, Canadian National, was not included in this study.<sup>2</sup> At the time of our main research activities, this corporation was further advanced than most government institutions in coping with the issues of bilingualism and biculturalism, and was itself engaged in large-scale surveys and adaptations involving many employees.

These institutions are capable of greater adaptability and flexibility than the departmental Public

Service, since they are not subject to the same degree of centralized control. But, at the same time, they are not as subject to the adaptation required and enforced by central agencies of government. Generally, they are more closely and directly in touch with society. Finally some of these agencies have head offices located outside Ottawa (for example, those of Air Canada and the NFB, which are in Montreal). Nevertheless, with the exceptions of the Bank of Canada and NRC, these agencies display both centralized and regionalized characteristics similar to those of the departmental Public Service.

We examined these institutions in much the same way as we examined the departmental Public Service. We wanted to discover whether there were significant differences between these institutions and the departments and whether their functions and locations affected the participation of Anglophones and Francophones.

#### *A. Distribution*

##### *1. In the seven agencies*

As in the departmental Public Service, participation by members of the various mother-tongue groups varied among the seven agencies (Table A-64). In all of them, those of English mother tongue were in the majority, ranging from 53 per

<sup>1</sup> Based on J. W. Johnstone, W. Klein, and D. Ledoux, "Public Service Survey," a research report prepared for the R.C. B.&B. In this study the language groups are defined by mother tongue.

<sup>2</sup> Language use in the CN is discussed in Chapter XIV, along with that in other major enterprises with head offices in Quebec.



cent in the CBC to 81 per cent in the RCMP. Neither percentage reached the extremes recorded for the Public Service; in four agencies (the Bank of Canada, NFB, CBC, and CMHC) the proportion of employees of English mother tongue was below the average for the Public Service, and the proportion of those of French mother tongue was above the average.

Among all seven agencies, the proportion of employees of French mother tongue ranged from

10 per cent in the RCMP to 38 per cent in the CBC, again within the extremes recorded for the Public Service. The reason for the low proportion of those of French mother tongue in the RCMP may lie partly in the fact that, although this agency has a Quebec division, it exercises in Quebec only a few of the functions it performs elsewhere, particularly in the western provinces, where it acts as the provincial police force and even occasionally as a municipal police force.

Table A-64. Mother Tongue of Public Servants in Seven Federal Agencies

Percentage distribution of public servants in seven federal agencies and in the departmental Public Service, by mother tongue—Canada, 1965

Agency	Number	Sample	Mother tongue			Total
			French	English	Other	
	33,863	7,956	20.6	67.5	11.9	100
Air Canada	12,058	2,419	14.3	70.4	15.3	100
CBC	8,133	1,675	38.0	52.3	9.7	100
RCMP (uniformed staff)	7,431	1,950	9.8	81.2	9.0	100
NRC	2,552 <sup>1</sup>	676	16.9	68.5	14.6	100
CMHC	2,055	780	27.1	62.2	10.7	100
NFB	851	278	31.2	60.0	8.8	100
Bank of Canada	783	178	26.2	66.0	7.8	100
Departmental Public Service	137,292	9,159	21.5	69.4	9.1	100

Source: Johnstone, Klein, and Ledoux, "Public Service Survey."

<sup>1</sup> Excludes post-doctoral fellows.

In four agencies the proportion of those of other mother tongues exceeded the Public Service average of just over 9 per cent. In NRC and Air Canada, which employ a great many scientists and technicians, their proportion was 15 per cent.

## 2. Geographic distribution

We did not examine the Bank of Canada and NRC in terms of geographic distribution because their operations are concentrated in Ottawa. Among the others we distinguished two groups:

the RCMP, CMHC, and CBC, whose headquarters are in Ottawa but whose principal administrative divisions are regional, and NFB and Air Canada, whose headquarters are in Montreal (Table A-65).

In the first group, those of French mother tongue formed a majority of at least 75 per cent in the Quebec division,<sup>1</sup> a minority of from 11 to 30 per cent in Ottawa headquarters and a distinctly smaller minority in all other regions (in 1965 there were none in the CBC's British Columbia and Newfoundland regions). But the CBC had the greatest proportion of employees

<sup>1</sup> In the case of the CBC, the Quebec division is an administrative unit different from the International Service and the Technical Services which are attached to the Montreal headquarters; in these services, employees of French mother tongue formed a minority of 19 and 29 per cent, respectively.

of French mother tongue in the Ottawa zone and, of the three agencies in this group, it also had the highest proportion of total personnel in Quebec—39 per cent compared with 22 per cent for the CMHC and 8 per cent for the RCMP.

Air Canada and the NFB were quite different in the extent of their decentralization and in their functions, but both had recently moved their headquarters to Montreal. About a third of their employees in Quebec were of French mother tongue (29 per cent in Air Canada and 35 per cent in the NFB) and, in both, those of English mother tongue formed a clear majority of at least 78 per cent in regions outside Quebec. The overall participation of the French mother-tongue group was significantly higher in the NFB than at Air Canada (31 per cent, compared with

14 per cent), because of the much larger proportion of total personnel in Quebec (84 per cent, compared with 43 per cent).

### 3. Salary

In all the agencies studied, those of English mother tongue received higher average annual salaries (Table A-66). The participation of those of French mother tongue was greater in the lower salary levels and tended to decrease as salary level increased. There were more of this group earning less than \$10,000 than earning more than \$10,000—except in the NFB and RCMP, where their participation in the two salary groups was about the same.

Table A-65. Place of Work and Mother Tongue

Percentage distribution of public servants in five federal agencies, grouped according to geographic or administrative division, by mother tongue—Canada, 1965

	Sample	Mother tongue			Total
		French	English	Other	
Air Canada	2,419	14.3	70.4	15.3	100
Atlantic provinces	107	2.9	94.0	3.1	100
Quebec (excluding Hull)	1,159	28.6	53.9	17.5	100
Ontario (excluding Ottawa)	511	4.0	80.2	15.8	100
Ottawa and Hull	27	17.0	83.0	0.0	100
Western provinces	580	2.4	82.7	14.9	100
Abroad	35	8.3	78.7	13.0	100
CBC	1,675	38.0	52.3	9.7	100
Newfoundland Region	46	0.0	99.5	0.5	100
Maritime Region	96	15.4	82.6	2.0	100
Quebec Division	399	90.4	7.4	2.2	100
Technical Services	116	29.4	53.1	17.5	100
International Service	44	18.7	38.4	42.9	100
Ontario Division	378	1.6	77.5	20.9	100
Headquarters	204	30.1	67.4	2.5	100
Ottawa Zone	90	36.8	61.0	2.2	100
Prairie Region	171	5.1	82.7	12.2	100
British Columbia Region	91	0.0	92.7	7.3	100
Northern Services and Canadian Forces	29	10.9	84.8	4.3	100
Abroad	11	*	*	*	*

Table A-65. (cont.)

	Sample	Mother tongue			Total
		French	English	Other	
RCMP (uniformed staff)	1,945	9.8	81.2	9.0	100
Atlantic provinces	335	3.7	95.4	0.9	100
Quebec (excluding Hull)	154	75.2	20.8	4.0	100
Ontario (excluding Ottawa)	139	2.9	85.4	11.7	100
Ottawa and Hull	305	10.7	83.0	6.3	100
Western provinces	943	2.4	85.7	11.9	100
Yukon and N.W.T.	55	2.5	69.9	27.6	100
Abroad	14	*	*	*	*
CMHC	777	27.1	62.2	10.7	100
Atlantic Region	38	8.3	88.9	2.8	100
Quebec	160	87.7	6.6	5.7	100
Ontario	195	4.1	84.8	11.1	100
Ottawa (headquarters)	228	24.7	66.1	9.2	100
Prairies	112	0.9	76.1	23.0	100
British Columbia	44	4.8	85.7	9.5	100
NFB	278	31.2	60.0	8.8	100
Quebec (excluding Hull)	238	34.7	54.7	10.6	100
Elsewhere	40	13.0	87.0	0.0	100

Source: Johnstone, Klein, and Ledoux, "Public Service Survey."

\* Statistically insignificant.

The phenomenon of parachuting, observed in our data on the departmental Public Service, did not appear to have occurred in most of the agencies studied, except the CBC and the NFB, where the proportion of employees of French mother tongue earning the highest salaries was greater than might have been deduced from their proportion in the salary levels immediately below.

The relative earnings of those of other mother tongues varied among the agencies: they ranked highest at the NRC and lowest at the CBC. But, in general, their pattern resembled that of the French mother-tongue group more closely than it did that of the English mother-tongue group. Except at the NRC, they earned less than the employees of English mother tongue.

The effect on current salary of initial salary, rate of advancement, and length of service at the time of our study was quite different in the

non-departmental agencies and the departments of the Public Service. In the agencies studied, the generally shorter period of service of those of French and other mother tongues probably explains a large part of the difference between their salaries and those of the English mother-tongue group.

On the other hand, those of French mother tongue had entered several of the agencies—the RCMP, Air Canada, the NFB, and the CMHC—at salaries higher than those of Anglophones. This difference appeared in every period of recruitment. Moreover, in every agency except the NFB and CBC, those of other mother tongues also received higher initial salaries than those of English mother tongue in every period of recruitment. However, this difference may partly result from the fact that they had had more working experience than the English mother-

tongue group before joining these agencies; they may also have been older.<sup>1</sup> In general, the salary disadvantage of those of French and other mother tongues in comparison to those of English mother tongue was not due to lower initial salaries.

At Air Canada, the Bank of Canada, the NFB, and the CMHC, the lower current salaries of those of French mother tongue appeared to result from

smaller annual increments, as well as from shorter length of service. At the Bank of Canada a very small part of their disadvantage might be attributed as well to lower initial salaries.

At the NRC and CBC, however, the disadvantage of those of French mother tongue could not be imputed to fewer years of service but rather to lower initial salaries and annual increases. At the NRC the latter was the most important cause, but

Table A-66. Annual Salary Increment

Average annual salary on entry and in 1965, average number of years of service, and average annual salary increment of employees of seven federal agencies and of the departmental Public Service, classed according to mother tongue—Canada, 1965

	<i>Sample</i>	Average salary		Average number of years of service	Average annual increment
		On entry \$	In 1965 \$		
<b>Air Canada</b>					
French	261	3,086	5,619	9.26	274
English	1,850	2,886	7,059	12.23	341
Other	302	3,318	5,783	9.50	259
<b>CBC</b>					
French	507	2,973	6,115	9.40	334
English	1,024	3,208	6,461	9.04	360
Other	144	3,207	5,409	8.15	270
<b>RCMP (uniformed staff)</b>					
French	191	2,862	5,999	9.25	339
English	1,588	2,778	6,207	10.81	317
Other	171	2,893	5,824	9.73	301
<b>NRC</b>					
French	80	3,029	5,991	12.87	230
English	490	3,179	7,753	12.60	363
Other	1,106	4,634	8,215	8.14	440
<b>CMHC</b>					
French	198	2,817	4,910	8.06	260
English	499	2,803	5,786	9.85	303
Other	83	3,046	5,292	7.39	304

At the NRC this advantage also results from a higher level of education. In recent years this agency seems to have intensified its recruitment of European-trained scientists and to have given them important positions.

Table A-66. (cont.)

	<i>Sample</i>	Average salary		Average number of years of service	Average annual increment \$
		On entry \$	In 1965 \$		
<b>NFB</b>					
French	85	3,605	6,516	9.34	312
English	168	3,078	7,003	12.30	319
Other	24	3,437	6,608	8.68	365
<b>Bank of Canada</b>					
French	38	2,374	3,895	8.46	180
English	126	2,545	5,984	12.99	265
Other	11	*	*	*	*
<b>Departmental Public Service</b>					
French	1,487	2,434	4,771	11.82	198
English	6,852	2,620	5,281	11.88	224
Other	820	2,844	4,890	9.13	224

Source: Johnstone, Klein, and Ledoux, "Public Service Survey."

\* Statistically insignificant.

the opposite was true of the CBC. There, the major cause of salary disadvantage of those of French mother tongue in 1965 was lower initial salaries, and the effect of these was slightly increased by lower annual increments.

In the RCMP, those of French mother tongue were recruited at higher salaries and received larger increments than those of English mother tongue. Their slight current salary disadvantage was therefore due solely to their period of service.

The salary disadvantage of those of mother tongues other than French or English, in comparison with those of English mother tongue appeared to result solely from their shorter length of service at the NFB and CMHC, and from this factor combined with lower annual increments in the RCMP, Air Canada, and the CBC. However, at the NRC they had received such large salary increments that their current salaries surpassed those of the English mother-tongue group.

In concentrating on only three factors contributing to current salary positions, the preceding discussion has to some extent taken place in a vacuum. However, the next section will show that

the current salary positions are a good reflection of occupational status. We shall also see later that part of the explanation for quality of participation lies in employees' backgrounds.

#### 4. Occupation

The range and kind of occupations varied among the non-departmental agencies, but the distribution of the mother-tongue groups among them was generally the same as in the departmental Public Service: a higher proportion of those of English mother tongue at the managerial and professional levels; a relative absence of those of French mother tongue from the same levels, coupled with their high proportion at the lower levels; and the concentration of those of other mother tongues among the professionals and scientists on the one hand and at the lowest level on the other (Tables A-67 to A-73). This description applies particularly to the NRC (Table A-67), Air Canada (Table A-68), and the CMHC (Table A-69).

**Table A-67. National Research Council—Occupation and Mother Tongue**  
 Percentage distribution of employees of NRC classed according to mother-tongue groups, by occupation—Canada, 1965

	Mother tongue		
	French	English	Other
Executives	0.0	1.1	0.8
Administrators	1.7	3.0	1.6
Scientists and professionals	8.0	26.9	46.2
Technicians	44.7	42.4	34.0
Clerical workers	20.9	16.2	14.6
Manual workers	24.7	10.4	2.8
<b>Total</b>	<b>100.0</b>	<b>100.0</b>	<b>100.0</b>
<i>Sample</i>	<i>80</i>	<i>487</i>	<i>106</i>

Source: Johnstone, Klein, and Ledoux, "Public Service Survey."

**Table A-68. Air Canada—Occupation and Mother Tongue**  
 Percentage distribution of employees of Air Canada classed according to mother-tongue groups, by occupation—Canada, 1965

	Mother tongue		
	French	English	Other
Administrators	1.9	4.2	0.9
Professionals, scientists, and technicians	5.4	13.7	6.7
Flight personnel	0.3	6.6	1.0
Supervisors	2.3	6.6	2.0
Clerical workers	10.5	14.0	9.4
Skilled workers	25.9	15.2	27.9
Semi-skilled workers	34.3	27.9	38.2
Labourers	19.3	11.8	13.9
<b>Total</b>	<b>100.0</b>	<b>100.0</b>	<b>100.0</b>
<i>Sample</i>	<i>262</i>	<i>1,846</i>	<i>299</i>

Source: Johnstone, Klein, and Ledoux, "Public Service Survey."

Table A-69. Central Mortgage and Housing Corporation—Occupation and Mother Tongue

Percentage distribution of employees of CMHC classed according to mother-tongue groups, by occupation—Canada, 1965

	Mother Tongue		
	French	English	Other
Administrators	14.2	20.1	9.9
Scientists and professionals	3.4	6.6	20.4
Technicians	20.1	24.4	14.5
Clerical workers	45.4	45.3	37.4
Labourers and maintenance workers	16.9	3.6	17.8
Total	100.0	100.0	100.0
Sample	198	499	83

Source: Johnstone, Klein, and Ledoux, "Public Service Survey."

In the CBC, the distribution of those of French mother tongue was closer to that of the English mother-tongue group. However, at the upper level, the participation of those of French mother tongue was weaker, especially among the scientists and professionals (Table A-70). Their weaker participation at the managerial level may also have been related to the fact that the administrative centre of the CBC is in Ottawa.

At the NFB, the distribution of those of English and French mother tongue was just about the same, with the latter participating slightly more at the upper level; the chief difference was that they had a higher proportion of clerical workers and the former had a higher proportion of technicians. Those of other mother tongues were found only among the clerical workers, film makers, and technicians (Table A-71).

At the Bank of Canada those of other mother tongues were virtually absent. Those of French mother tongue were quite well represented at the managerial level, but their participation among the professionals was weak (Table A-72).

The RCMP's occupational structure makes it difficult to compare with the other agencies. Those of French mother tongue participated less in the administrative and technical positions, but because general police duties are exercised in Quebec by the provincial police force, officers of French mother tongue were promoted to carry out spe-

cialist functions in connection with the federal law—for example, criminal investigations and security (Table A-73).

### 5. Summary

In most of the agencies studied there was a close correspondence between the salary and the occupational status of those of French mother tongue. As in the rest of the federal Public Service, their concentration in the lower salary levels and their smaller annual increments paralleled their concentration in the lower occupational levels. This was particularly true at Air Canada, the Bank of Canada, the CBC, the CMHC, and the NRC.

In general, the participation of those of French mother tongue was not as high as that of the English mother-tongue group among those with more years of service and among the administrators and professionals. The NFB and, to a lesser extent, the RCMP were exceptions, however, in that participation of the former more closely resembled that of the latter.

### B. Contributing Factors

#### 1. Education

In most of the agencies studied, the educational level was lowest among those of French mother tongue (Table A-74). The difference was par-

**Table A-70. Canadian Broadcasting Corporation—Occupation and Mother Tongue**  
 Percentage distribution of employees of CBC classed according to mother-tongue groups, by occupation—Canada, 1965

	Mother tongue		
	French	English	Other
Administrative and professional staff	15.8	23.8	12.9
Creative personnel	20.4	17.2	13.9
Technicians	21.3	21.4	11.3
Clerical workers	29.1	31.9	33.6
Labourers and maintenance workers	13.4	5.7	28.3
<b>Total</b>	<b>100.0</b>	<b>100.0</b>	<b>100.0</b>
<i>Sample</i>	<i>507</i>	<i>1,024</i>	<i>144</i>

Source: Johnstone, Klein, and Ledoux, "Public Service Survey."

**Table A-71. National Film Board—Occupation and Mother Tongue**  
 Percentage distribution of employees of NFB classed according to mother-tongue groups, by occupation—Canada, 1965

	Mother tongue		
	French	English	Other
Executives	1.9	1.4	0.0
Scientists and professionals	2.6	2.0	0.0
Administrators	26.1	25.1	0.0
Film makers	20.0	22.0	30.5
Technicians	13.1	25.7	46.3
Clerical workers	29.7	19.1	23.2
Labourers and maintenance workers	6.6	4.7	0.0
<b>Total</b>	<b>100.0</b>	<b>100.0</b>	<b>100.0</b>
<i>Sample</i>	<i>85</i>	<i>168</i>	<i>25</i>

Source: Johnstone, Klein, and Ledoux, "Public Service Survey."



Table A-72. Bank of Canada—Occupation and Mother Tongue

Percentage distribution of employees of the Bank of Canada classed according to mother-tongue groups, by occupation—Canada, 1965

	Mother tongue		
	French	English	Other
Administrators	4.1	5.1	*
Professionals and technicians	3.4	8.2	*
Supervisors	5.4	5.1	*
Clerical workers	81.7	72.3	*
Specialized maintenance workers	2.7	6.2	*
Unspecialized maintenance workers	2.7	3.1	*
<b>Total</b>	<b>100.0</b>	<b>100.0</b>	<b>100.0</b>
<i>Sample</i>	<i>39</i>	<i>128</i>	<i>11</i>

Source: Johnstone, Klein, and Ledoux, "Public Service Survey."

\* Statistically insignificant.

Table A-73. Royal Canadian Mounted Police—Occupation and Mother Tongue

Percentage distribution of employees of the RCMP classed according to mother-tongue groups, by occupation—Canada, 1965

	Mother tongue		
	French	English	Other
Administrators	4.2	8.5	3.2
Technicians	3.5	6.3	1.8
Clerical workers	14.9	13.5	9.6
Investigation, security, intelligence	44.4	15.2	20.6
General police work: patrol, traffic, and guard duties	27.5	52.3	64.2
Recruits	5.5	4.2	0.6
<b>Total</b>	<b>100.0</b>	<b>100.0</b>	<b>100.0</b>
<i>Sample</i>	<i>190</i>	<i>1,578</i>	<i>172</i>

Source: Johnstone, Klein, and Ledoux, "Public Service Survey."

Table A-74. Education and Mother Tongue

Percentage of university-educated employees of seven federal agencies and of the departmental Public Service, by mother tongue—Canada, 1965

	<i>Sample</i>	Median number of years of schooling	Level of education		
			Percentage having attended university	Percentage with university degree	Percentage with postgraduate degree
<b>Air Canada</b>					
French	255	11.3	25.4	6.0	0.1
English	1,833	11.7	27.6	4.0	0.5
Other	295	11.5	30.2	6.0	0.7
<b>CBC</b>					
French	497	12.4	37.5	22.7	4.4
English	1,012	12.5	38.7	14.5	2.0
Other	139	12.3	46.9	26.4	6.6
<b>RCMP (uniformed staff)</b>					
French	188	11.1	28.9	2.4	0.0
English	1,575	11.3	24.1	2.3	0.3
Other	171	11.2	22.7	4.4	0.6
<b>NRC</b>					
French	79	11.1	25.1	11.3	4.9
English	479	12.9	51.9	33.3	16.7
Other	104	16.2	72.3	55.8	38.8
<b>CMHC</b>					
French	193	11.5	21.1	15.2	3.1
English	485	12.0	27.6	15.9	0.9
Other	82	11.9	30.8	24.3	9.6
<b>NFB</b>					
French	83	12.9	42.0	32.9	9.2
English	163	12.4	51.6	21.0	1.6
Other	25	12.2	47.4	11.9	6.0

Table A-74. (cont.)

	<i>Sample</i>	Median number of years of schooling	Level of education		
			Percentage having attended university	Percentage with university degree	Percentage with postgraduate degree
<b>Bank of Canada</b>					
French	37	11.4	12.9	6.5	3.6
English	124	11.5	36.4	12.0	4.3
Other	10	*	*	*	*
<b>Departmental Public Service</b>					
French	1,473	10.1	17.5	10.1	3.2
English	6,829	10.8	19.0	12.0	3.8
Other	814	10.6	25.4	16.8	5.0

Source: Johnstone, Klein, and Ledoux, "Public Service Survey."

\* Statistically insignificant.

ticularly marked at the NRC, CMHC, and Bank of Canada, less in the RCMP and Air Canada, and almost absent in the CBC. At the NFB, where the French mother-tongue group had most years of schooling, the situation was reversed. Although the average differences in years of schooling may seem rather small, this group contained a much larger proportion of employees who had had fewer than 10 years of schooling.

At the NRC, those of other mother tongues had by far the most education; in several agencies—even when their average years of schooling were fewer than those of the other two groups—they had the largest proportion of university graduates. This was particularly striking in the RCMP, Air Canada, the CBC, and the CMHC, and paralleled their strong participation at the scientific and professional levels of these agencies and indeed of the departmental Public Service in general.

The differences in education among the language groups were smaller among recent recruits than among employees of long standing. As in the departmental Public Service, this probably reveals a narrowing of the gap between the educational backgrounds of those of English and French mother tongue.

Differences in schooling should not be given too great an importance in determining income

and occupational status. Certainly their effects are often obvious—for example, at the NRC and the Bank of Canada—but these effects are less clear in such agencies as Air Canada and the NFB, where those of French mother tongue—although as well or better educated than their colleagues of English mother tongue—received smaller increments. However, their concentration in the lower salary and occupational levels seems to result from the fact that a large number of them had fewer than 10 years' schooling. This appeared to be the situation at Air Canada, the Bank of Canada, the CBC, the CMHC, and the NRC. On the other hand, even though at first sight it appeared that, among those of equal education, those of English mother tongue generally received higher salaries than those of French and other mother tongues, a closer examination showed that the disparity was due to their greater seniority. The situation was reversed when those of French mother tongue had equal seniority.

## 2. Mobility

In the seven agencies, as in the departmental Public Service, those of French mother tongue had as high a rate of occupational mobility as those of the other two groups (Table A-75).

**Table A-75. Mobility of Public Servants and Number of Years of Service**  
Occupational, interdepartmental, and geographic mobility of male employees<sup>1</sup> of seven federal agencies and of the departmental Public Service, by mother tongue and number of years of service

	Percentage who had worked in more than 2 positions in the Public Service						Percentage who had worked in more than one department						Percentage who had worked in more than one location						
	French		English		Other		French		English		Other		French		English		Other		
	S <sup>2</sup>	%	S <sup>2</sup>	%	S <sup>2</sup>	%	S <sup>2</sup>	%	S <sup>2</sup>	%	S <sup>2</sup>	%	S <sup>2</sup>	%	S <sup>2</sup>	%	S <sup>2</sup>	%	
Air Canada																			
10 years or less	97	18.4	449	18.3	115	16.4	93	19.4	450	24.5	115	29.6	97	36.1	450	31.0	114	23.5	
11 years or more	95	35.2	1,109	43.6	123	40.2	90	16.0	1,105	35.5	122	43.2	95	35.3	1,109	62.8	122	49.4	
CBC																			
All employees	487	33.9	1,003	32.9	131	23.1	487	16.2	1,003	34.1	131	28.3	487	18.9	1,003	29.2	131	15.8	
RCMP (uniformed staff)																			
10 year or less	97	14.4	743	11.6	84	14.6	95	5.3	739	12.4	81	7.6	98	90.0	750	93.2	83	81.5	
11 years or more	68	27.4	751	33.8	77	26.9	68	9.5	751	12.0	78	14.6	68	88.9	755	95.9	78	96.0	
NRC																			
10 years or less	23	15.8	141	3.4	53	2.7	23	15.8	141	13.5	53	3.4	22	0.0	140	8.0	53	2.7	
11 years or more	43	22.8	286	28.2	37	10.7	44	20.5	284	30.2	38	25.0	43	11.4	286	25.0	37	26.8	
CMHC																			
All employees	188	28.4	493	38.9	83	15.8	186	22.0	493	35.8	82	20.7	187	40.3	485	48.4	82	29.3	

NFB																					
10 years or less	30	24.4	59	20.6	9	*	30	5.9	58	25.8	9	*	30	18.2	57	53.5	9	*			
11 years or more	26	43.1	72	66.0	5	*	26	36.5	72	32.1	5	*	26	89.9	72	95.3	5	*			
Bank of Canada																					
10 years or less	3	*	27	36.8	3	*	3	*	25	40.5	4	*	4	*	25	44.3	3	*			
11 years or more	5	*	49	63.5	2	*	6	*	50	49.5	2	*	5	*	51	54.5	2	*			
Departmental Public Servants <sup>3</sup>	1,197	30.9	5,795	29.9	699	27.6	1,186	24.0	5,780	28.6	698	25.7	1,199	32.6	5,777	34.2	701	33.9			

Source: Johnstone, Klein, and Ledoux, "Public Service Survey."

\*Statistically insignificant.

<sup>1</sup> At CBC and CMHC, the sample includes both sexes.

<sup>2</sup> Sample.

<sup>3</sup> Standardized for years of service.

However, while those of French mother tongue who were older had been less mobile than those of English mother tongue of the same age, the younger members of the French group were more mobile. This represents a striking difference between the language groups, though its proper interpretation is not altogether clear; it may reflect either changes over time in promotion policies or traditional characteristics of their respective career patterns. For example, one possible explanation could be that in recent years the Crown corporations have either found it easier to recruit promising young employees of French mother tongue—or have at least sought consciously to upgrade the more promising ones already in their employ. An alternative interpretation could be that there has been no real change in the mobility patterns of either group in the federal Public Service during the past decade, but that it has traditionally been characteristic of public servants of French mother tongue to be more mobile than those of English mother tongue early in their careers and to arrive more quickly at the peak of their possible advancement. In the long run, those of English mother tongue are the more mobile and are eventually promoted into the higher echelons of management. Perhaps recognizing this, public servants of French mother tongue who have accumulated tenure also tend more frequently to leave the Public Service for other employment.

The nature of the data does not permit us to accept one of these interpretations over the other, but the results are at least not inconsistent with an interpretation that the fortunes of public servants of French mother tongue may be improving. Interdepartmental and geographic mobility, on the other hand, was slightly less for this group.

3. Working experience

Again, the non-departmental agencies resembled the rest of the Public Service in their employees' working experience both inside and outside the Service, the group with most members with longest experience in the Public Service being those of English mother tongue, followed by those of French and other mother tongues in that order. However, the difference in length of service between the first two groups was more marked than in the departments. Participation of those of French mother tongue tended to decrease inversely with the number of years' service in the RCMP, Air Canada, the Bank of Canada, the NFB, and the CMHC.

Those of French mother tongue were more likely than those of either English or other mother tongues to have been recruited directly to the Public Service without prior employment in other sectors of the work world, possibly because of limited opportunities for employment in those sectors (Table A-76).

Table A-76. The Public Service as First Employer

Percentage of employees in seven federal agencies and in the departmental Public Service whose first employer was the Public Service, by mother tongue—Canada, 1965

	<i>Sample</i>	Percentage whose first employer was the Public Service
<b>Air Canada</b>		
French	245	34.3
English	1,830	27.2
Other	285	28.3
<b>CBC</b>		
French	490	37.5
English	1,012	31.6
Other	136	22.1

Table A-76. (cont'd.)

	<i>Sample</i>	Percentage whose first employer was the Public Service
<b>RCMP (uniformed staff)</b>		
French	189	55.4
English	1,567	43.3
Other	168	46.7
<b>NRC</b>		
French	77	59.9
English	487	45.8
Other	103	47.7
<b>CMHC</b>		
French	191	44.9
English	493	26.2
Other	84	28.6
<b>NFB</b>		
French	84	29.3
English	164	24.2
Other	22	20.0
<b>Bank of Canada</b>		
French	38	70.6
English	125	63.1
Other	10	*
<b>Departmental Public Service</b>		
French	1,487	50.8
English	6,852	29.2
Other	819	33.2

Source: Johnstone, Klein, and Ledoux, "Public Service Survey."

\* Statistically insignificant.

### C. Summary

Although the agencies studied represent a variety of functions, structures, and language-group mixtures, a few general tendencies can be observed with regard to participation. In terms of

salary, occupation, and years of service, those of English mother tongue were in a much more solid position than those of French mother tongue, even at the NFB and CBC. However, much of this could be explained by differences in the two

groups' levels of schooling, amount of working experience before joining the Public Service, and rate of interdepartmental and geographic mobility within the Public Service. In fact, in these seven agencies, those of French mother tongue who were employed seemed to have had as much success as those of English mother tongue with equal qualifications.

However, fewer members of the French mother-

tongue group were being recruited and those who did join the Service apparently left it at an earlier point in their career. Thus the problem of their participation in these agencies seems not so much one of their opportunity for relative success within them but rather one of recruitment and retention, aspects which may be influenced by the language-use practices described in Chapter VII.



In 1965, managerial personnel accounted for more than 10 per cent of the employees of the federal departmental Public Service, and professional staff accounted for more than 14 per cent; about 25 per cent of all public servants were in these two categories (Table A-77). The occupational distribution of those of French mother tongue was different; only 19 per cent of them were managers or professionals. The deficiency is chiefly in professional staff: the proportion of

Francophones who held managerial posts was only slightly less than the average (9.5 per cent compared to 10.4 per cent), but the proportion who were professionals was much lower (9.5 per cent compared to 14.4 per cent). This difference is largely explained by their underrepresentation among the scientists and engineers (2.6 per cent compared with 4.9 per cent).

Anglophone senior staff, in general, were close to the average distribution of specialization for

Table A-77. Managers, Professionals, and Technicians

Percentage of employees in the departmental Public Service who are managers or professionals, by mother tongue—Canada, 1965

	Mother tongue			All linguistic groups
	French	English	Other	
Managers	9.5	11.3	5.8	10.4
Professionals	9.5	15.5	17.4	14.4
Engineers and scientists	2.6	5.1	8.4	4.9
Physicians, etc.	1.1	2.2	2.1	2.0
Lawyers	0.3	0.1	0.3	0.2
Social scientists	1.4	1.3	1.2	1.3
Others	4.1	6.8	5.4	6.0
<i>Sample</i>	<i>1,487</i>	<i>6,853</i>	<i>819</i>	<i>9,159</i>

Source: Johnstone, Klein, and Ledoux, "Public Service Survey."

<sup>1</sup> Based on J. W. Johnstone, W. Klein, and D. Ledoux, "Public Service Survey." In this study the language groups are defined by mother tongue.

the total Public Service; they exceeded the average slightly but consistently, with almost 27 per cent of their total number occupying positions in the top 25 per cent of the Service. Public servants of mother tongues other than French and English held slightly less than the average percentage of the top posts, with their distribution concentrated mainly among the engineers and physical scientists. They were close to the average in the other professional categories, but significantly below it among the managerial group.

*A. Managers*

There was no significant difference in the education of managers of French and English mother tongue; the medians for years of schooling were 11.4 and 11.5 respectively for the two groups; the proportions with university qualifications were just about the same: 18.4 per cent compared to 17.6 per cent (Table A-78). The most noticeable variation, however, was in staff of other mother tongues. While relatively few occupied managerial

posts, they were the best educated; only 38 per cent had not attended university, compared with 71 and 73 per cent of those of English and French mother tongue respectively.

Given these facts, one might have expected those of French mother tongue to earn about the same as their colleagues of English mother tongue. On first inspection this does not appear to be so (Table A-79). Among the three groups, the highest actual salaries were paid to those of English mother tongue, but this figure is affected by the incumbents' varying lengths of service. When the statistics are adjusted to allow for this, the median salary of the French mother-tongue group is the highest by a slight amount. In contrast, managers of other mother tongues—the best-educated—drew the smallest salaries, 8 per cent lower than their colleagues.

*B. Professionals*

*1. Engineers and scientists*

Engineers and physical, chemical, and biological scientists are generally in short supply in French-

Table A-78. Education of Managers and Professionals

Percentage distribution of managers and professionals in the departmental Public Service, by level of education and mother tongue—Canada, 1965

	Managers			Engineers and scientists <sup>1</sup>			Non-scientific professionals <sup>2</sup>		
	French	English	Other	French	English	Other	French	English	Other
No university education	73.3	71.4	38.4	48.6	24.9	17.2	53.4	61.5	33.7
Some university	8.3	11.0	24.5	4.2	4.7	2.9	8.8	10.8	11.3
Bachelor's degree <sup>3</sup>	8.2	11.1	24.3	20.2	35.8	43.5	12.1	12.3	25.9
Higher degrees	10.2	6.5	12.8	27.0	34.6	36.4	25.7	15.4	29.1
Total	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0
Sample	264	1,521	91	95	1,230	197	200	1,041	168
Median years of schooling	11.4	11.5	12.4	12.6	15.7	16.2	12.1	12.2	14.7

Source: Johnstone, Klein, and Ledoux, "Public Service Survey."

<sup>1</sup> Includes technicians in these disciplines.

<sup>2</sup> Includes lawyers, social scientists, physicians, and various other professional occupations.

<sup>3</sup> Includes *baccalauréats ès arts*.

speaking Canada. Government nowadays employs large numbers of such personnel, and, as we have seen, in 1965 disproportionately few scientists in the federal Public Service were of French mother tongue. Moreover, their formal qualifications were significantly inferior to those of their colleagues, with a median of 12.6 years of schooling compared to medians of almost 15.7 years and 16.2 years for those of English and other mother tongues (Table A-78). Nearly half of the scientists of French mother tongue had never attended university, compared with 25 and 17 per cent of those of English and other mother tongues respectively. At the other end of the educational scale, 27 per cent had advanced degrees, significantly lower than the 35 and 36 per cent recorded for the other two groups.

The salaries of scientists of French mother tongue were smaller than those of their better-qualified colleagues and about the same as those of managers of French mother tongue. In contrast, the scientists of English and other mother tongues respectively earned 22 per cent and 27 per cent more (Table A-79). This distribution of income, with the best-qualified earning the most, contrasts sharply with that of the managers, where the other mother-tongue group—proportionately the smallest but with the highest level of education—received the smallest salaries.

## 2. Professionals other than engineers and scientists

This is a residual group which includes lawyers, physicians, social scientists, and a variety of other professional and quasi-professional occupations—accountants, social workers, nurses, computer programmers, draftsmen, etc. The educational background of this group was similar to that for managers. Those of French and English mother tongue in this group both had a median of about 12 years of schooling. The one significant difference is that almost 26 per cent of those of French mother tongue had higher degrees, compared with only 15 per cent of those of English mother tongue. At the other end of the scale, only 53 per cent of the former had never attended university, compared with 62 per cent of the latter. As in the other two occupational categories, the educational level of those of other mother tongues was the highest: they had a median of 14.7 years of schooling compared to medians of just over 12 years for the other two. Only 34 per cent had no university training, while 55 per cent had degrees (Table A-78). Here superior education was again reflected in salary levels, with those of other mother tongues earning a salary that averaged \$474 per annum higher than that for those of French mother tongue and nearly \$750 higher than that for those of English mother tongue (Table A-79).

Table A-79. Median Annual Salary

Median annual salary—actual and standardized for years of service—of employees in the departmental Public Service, by occupational category and mother tongue—Canada, 1965

	Median annual salary					
	Actual			Standardized		
	French	English	Other	French	English	Other
Managers	\$5,956	\$6,197	\$5,830	\$6,244	\$6,227	\$5,734
Professionals						
Engineers and scientists <sup>1</sup>	5,764	8,056	7,647	6,373	7,803	8,134
Non-scientific professions <sup>2</sup>	6,000	5,694	6,495	5,896	5,624	6,370
Clerical workers	4,079	4,160	4,443	3,997	4,045	4,354
All other occupations	4,474	4,671	4,108	4,495	4,671	4,387

Source: Johnstone, Klein, and Ledoux, "Public Service Survey."

<sup>1</sup> Includes technicians in these disciplines.

<sup>2</sup> Includes lawyers, social scientists, physicians, and various other professional occupations.

### A. The Canadian Provinces

The consequences to a bilingual society of its public service operating for the most part in a single language will become clearer if we look at the experience of some other administrations. In Canada, besides the federal Public Service, three other major public services—those of New Brunswick, Ontario, and Quebec—provide a fair measure of two-language service to populations containing substantial official-language minorities. Yet their internal operations are largely unilingual. A glance at these administrations reveals two striking characteristics.

In the first place, the minority group is under-represented in the provincial public service in comparison with its position in the provincial population. The 1961 census showed that in Ontario 10 per cent of the population, but only 5 per cent of the public service, was of French origin; for New Brunswick the figures were about 39 and 21 per cent respectively. In Quebec, the population of British origin accounted for 11 per cent of the total, but public servants of British origin formed only 4 per cent of the provincial administration. Clearly, employment in the pro-

vincial public service is not as attractive to members of the minority group as it is to the majority.

Members of the minority group tend to cluster at the lower end of the salary scale and to be absent from the middle levels. For instance, in Quebec, 34 per cent of the male provincial public servants of English mother tongue and only 26 per cent of those of French mother tongue earned less than \$4,000 in 1965. At the middle level (incomes from \$4,000 to \$7,999) were 42 per cent of the former but 54 per cent of the latter. Members of the minority-language group followed the same pattern of income distribution in the Ontario administration, and for the most part in that of New Brunswick as well.

Those in the minority group at the low end of the salary spectrum have either unskilled labour positions or clerical positions where their language skills are a factor in their employment. Their chances of rising in the administration are poor, especially where, as in Ontario, their lack of education forms a barrier to advancement. While members of the minority are relatively poorly represented at the middle levels, this is not necessarily the case at more senior levels. In the Ontario administration, for example, 8 per cent of

<sup>1</sup> This appendix is based in the following research reports prepared for the R.C.B.&B.: Nancy Bryan, "Ethnic Participation and Language Use in the Public Service of Ontario"; G. Lapointe, "La fonction publique québécoise"; H. G. Thorburn, "Ethnic Participation and Language Use in the Public Service of New Brunswick"; J. Brazeau, "Essai sur la question linguistique en Belgique"; Centre de recherche et d'information socio-politiques, "Le bilinguisme et le biculturalisme en Belgique"; J. J. N. Cloete, "Bilingualism in the Public Sector in South Africa"; J. Meynaud, "Le problème des langues dans l'administration fédérale helvétique"; T. Miljan, "Bilingualism in Finland." Information on Ireland is based on material supplied by the government of Ireland.

the Anglophones earned salaries of over \$10,000 a year in 1965, but so did 6 per cent of the Francophones. However, high-salaried representatives of the minority occupy specialized positions; either their knowledge of languages is important, or their professional qualifications are not readily available elsewhere. They are not general-purpose administrators with prospects of moving from department to department as opportunity and challenge are presented. As a group they are quite distinct from those other members of the minority group at the lower levels.

There are four broad groups of employees in any public service. The great bulk of employees, solidly entrenched in jobs with average salaries, have little prospect of horizontal or vertical mobility. The upper-level generalists, who can move easily from one post to another and who can fill a wide variety of positions, occupy co-ordinating and directing roles in the services. Low-level manual and clerical employees (many female) tend to work for short periods in the service, to leave, and to re-enter. Specialized professionals at the upper levels have training and technical qualifications—rather than directing and co-ordinating abilities—that permit them to occupy senior positions.

On the basis of this four-group classification, the position of the minority ethnic and language groups in the provincial public services becomes clear. They tend to fill positions in the last two groups rather than in the first two: they occupy specialist rather than generalist positions. They are, in other words, out of the mainstream of normal public service career systems.

Up to this point, we have been talking in very general terms, and have thus done violence to several particularities of the provinces, especially those of New Brunswick. In this province's public service, for example, the proportion of the minority group in the administration is relatively large and there are greater opportunities for members of the minority to work in their own language. These two reasons are in fact interrelated: clearly, the more people in an institution able to speak a given language, the more it can be used. But also, the existence of predominantly Francophone populations in four of New Brunswick's 15 counties has meant that employees in the offices in these areas can operate in French except when communicating with Fredericton. Further, there is one small department which uses the minority

language more or less exclusively in its internal operations, thus permitting a Francophone to enter the lower levels of the department with the prospect of rising through the ranks while working only in his own language.

But the situations in Ontario and Quebec show that when a minority in the administration is small and has few chances to work in its own language, its members will be outside the mainstream of public service employment. At the same time, if members of a minority group are unable to work in their own language, they will not be attracted to public service careers in sufficient numbers to affect the internal unilingualism. A vicious circle is thus created—but one not peculiar to Canada. Other countries have been faced with it, but in two at least—Belgium and Ireland—the government has stepped in to break its operation by stipulating administrative areas in which the minority language is to be the obligatory language of work.

### *B. Belgium*

In considering Canadian administrations, we have talked in terms of majority and minority. But in other countries, simple numerical strength, either in the population or the public service alone does not necessarily accord with the actual strength of a particular language—that is, the pressures favouring its use. A host of factors reflecting the psychological, social, historical, political, and economic positions of the language groups may work against the use of the majority language, instead of reinforcing its use, as in Canada. In Belgium, for example, there is a long tradition favouring the use of French in public service circles, despite the fact that the Francophone population is numerically smaller than the Dutch-speaking population. Bilingualism came to be associated with one group only—those speaking Dutch. The growing dissatisfaction with this situation resulted in the 1963 Civil Service Act (*Loi sur l'emploi des langues en matière administrative*), which seeks primarily to structure the public service so as to assure each language group of areas in which their mother tongue will be the language of work.

Except for members of a small bilingual section at the upper levels, each recruit enters the Belgian public service as a member of either the

French- or the Dutch-speaking personnel. The choice is determined, not by the individual's personal wishes, but by the language in which he pursued his studies. Personnel of the two language groups form, in effect, two distinct services: admission depends on the vacancies in the applicant's own group, and promotion is only within its ranks.

Where possible, an administrative unit is divided into two offices, one staffed by Dutch-speaking personnel using Dutch as their language of work, and the other by French-speaking personnel using French. This duplication can be applied at all levels, from the smallest of administrative units or to whole departments (such as the department of education and cultural affairs).

The regulations stipulating the number of positions to be filled from the French- and Dutch-speaking personnel in each agency are required by the law to take into account the relative importance of an agency—and all levels within it—to the French- and Dutch-speaking parts of the country. However, the 1,200 positions at or above the level of director must be divided equally between members of the two language groups.

These legislative measures, going to the very heart of the administrative structure, were designed to assure the equal use of the two languages. Even if one language had possessed greater actual strength, this was balanced, with the advent of universal suffrage, by the smaller number in the population having it as mother tongue.

### C. Ireland

In Ireland, the disparity between the actual strength of the country's two languages—English and Gaelic—is far greater. The Irish government, in fact, had to start almost from nothing in its mission to develop the use of Gaelic within the public service. In 1963, the Commission on the Restoration of the Irish Language reported that 14 per cent of public servants were fluently bilingual in Gaelic and English, while a further 50 per cent were functionally so. However, while

it found some units where the main working language was Gaelic, less than one-half of 1 per cent of public servants were employed in them. As a means of promoting the use of Gaelic in the public service, the Commission viewed these unilingual units with favour and recommended that their number be increased from year to year. They believed that such a policy of gradual development would obviate most of the practical difficulties, and could result in Gaelic becoming the internal language of the service within a few years.

The policy of concentrating Gaelic-speaking public servants in Gaelic-language sections was accepted by the government and is already in full operation in some departments. In others a start has been made, usually by introducing a pilot section in the Establishment branch. Government directions to the departments emphasized that where possible the sections chosen for a change-over to Gaelic should be engaged in important and interesting work and should be so located as to provide an example to the rest of the department. In practice the nature of the work and the officers' interest in the Irish language were also taken into consideration.

### D. Finland, Switzerland, and South Africa

In Finland, Switzerland, and South Africa, members of the official-language groups are fully integrated with the public service. Every position is theoretically open to all, and no attempt is made on the part of the authorities to concentrate the speakers of one language into particular divisions. Finland, however, has legislative provisions regulating the internal official language of governmental agencies.<sup>1</sup> In broadest terms, these require the use of the language of the district as the internal language in districts officially designated unilingual, and the language of the majority of the district when it is officially bilingual or contains communes of differing languages.

Although no regulations govern internal language use, public servants in Switzerland—at least, those of German and French mother tongue—and in South Africa have the opportunity to

<sup>1</sup> "The internal official language is the language used in the correspondence between different authorities, in accountancy and in the records and other documents that are not given to any private parties." V. Merikoski, "The Realization of the Equality of the National Languages in Finland," *Democracy in Finland* (Helsinki, 1960).

work in their own language. Some departments in South Africa have an informal practice of alternating each month between the use of Afrikaans and of English as their language of work; others finish work in the language in which it was originated. In both these countries, a large proportion of public servants are functionally bilingual and, as well, those of the minority language groups form a fairly substantial proportion (roughly 30 per cent) of the public service. However, as in Ireland, both these factors, even in combination, will not necessarily produce a situation in which the weaker language becomes a viable language of work.

Two stages of development may be discerned in the efforts of those governments who have sought to enable public servants of different

languages to work in their own language. First comes an attempt to extend the knowledge of the weaker language by means of language-training schemes, deliberate recruitment of bilingual personnel, or personnel from the weaker language group, and the like. But the traditional unilingualism of the public service works against the actual employment of the weaker language in the work situation: disuse threatens to undermine the newly developed language skills of the service. This leads to the second stage; the government steps in to require the use of the weaker language. Unilingual units (Ireland), division of functions into two unilingual work areas (Belgium), and internal official-language regulations based on language districting (Finland) have all been employed to this end.

**Beattie, C., Désy, J., and Longstaff, S. A.,** BUREAUCRATIC CAREERS: ANGLOPHONES AND FRANCOPHONES IN THE CANADIAN PUBLIC SERVICE. This is a study of the career patterns, the social background, and reactions to the recent emphasis on bilingualism and biculturalism among Anglophones and Francophones at mid-career in the middle levels of the federal Public Service. Data were provided by 296 long interviews conducted in 1965 in five departments, a representative cross-section of different types of departments: Secretary of State, Finance, Agriculture, Public Works, and National Revenue—Taxation division. Criteria established to select persons for interviewing were position (below the rank of deputy minister), age (between 25 and 45), salary (\$6,200 or higher), and location of employment (the national capital area). From all those eligible according to these criteria, 128 Francophones and 168 Anglophones were interviewed. The Anglophones were selected at random from each of the five departments according to different sampling rates; they were not all of English mother tongue or British origin but were regarded as members of the Anglo-Canadian community. Because of the low number of eligible Francophones, all had to be interviewed in four of the five departments; only in the department of the Secretary of State were there enough Francophone personnel to make a random selection necessary. Several months later, most of the original Anglophone respondents in four of the five departments were interviewed again by telephone and asked to answer questions about taking French courses.

The study reports on the structure of the federal administration, personal characteristics of the middle-level personnel (age, education, salary and social and geographic origins), work outside the Public Service, careers in the federal administration, and the individuals' responses and reactions to the "bilingual crisis" of the mid-1960's. The results were weighted according to the different sampling rates.

**Benoit, H., Collin, M., Desjardins, C., and Lyman, P.,** LANGUAGE TRAINING—HULL. This study deals with the Anglophone officials who completed the first French course at the Public Service language-training centre in Hull in 1964. The goals of the study were to evaluate the course in terms of how effectively the trainees could communicate in French, to determine the extent to which what they learned in the course was useful in their work, and to record the opinions and assess the attitudes of trainees to the course and to language use in the federal Public Service. A questionnaire was prepared after consultation with the school directors, and all but one of the 32 trainees were interviewed. The questionnaire recorded each trainee's personal characteristics including age, province of origin, level of education, Public Service position, ethnic origin, and relations with Francophones; his marks in the course, ability after the course, the evaluation of the interviewer, use of French at work, and methods available to the individual for improving and maintaining his French (additional courses, radio, newspapers, etc.); and each trainee's reac-



tions, opinions, and attitudes towards the course and towards bilingualism in the federal administration.

**Buchanan, J., and Collin, M.,** ANALYSE DU QUESTIONNAIRE AUX ÉTUDIANTS DE L'ÉCOLE DE LANGUES DE HULL. This study presents the results of a survey of 87 Anglophone officials who started learning French at the Public Service language-training school in Hull in September 1965. Three months after the conclusion of the 12-week, half-time course, 58 of the group took a test of their command of French (the other 29 had either taken assignments overseas or were continuing French classes at the school); at the same time they completed the questionnaire which is the basis of this study. Topics covered include formal criteria of selection of candidates and personal motivations for wanting language training, evaluation of the training received, attitudes towards learning French, the practical use of French at work, and attitudes towards bilingualism in the federal Public Service.

**Chevalier, M.,** THE DYNAMICS OF ADAPTATION IN THE FEDERAL PUBLIC SERVICE. The purpose of this study was to examine the decision-making process of the Public Service in action and to assess the actual and potential ability of the Service to respond and adapt to the growing demands of "bilingualism and biculturalism." The data were collected by means of a series of discussions, group sessions, interviews, and other relations with 17 selected government departments and agencies in 1965-6. For periods of weeks or months, the Commission researchers examined the reactions of senior officials of various departments and agencies to the growing emphasis on language policies and equal participation; they also actively encouraged the higher officials to develop and pursue certain policies and then evaluated the outcome.

The study discusses the fundamental concept of bureaucracy, the central position of efficiency in government operations, and the processes involved in changing federal organizations to meet new problems.

Special aspects of administrative adaptation are considered in a series of appendices: an overall programme for change, the strategy of interest-based planning in public administration, and a new approach to bureaucratic change.

**Coulombe, P., with the collaboration of Courcelles, L.,** CARRIÈRE MILITAIRE ET DYNAMIQUE CULTURELLE. This study examines the participation of Francophones and Anglophones in the Canadian Forces according to rank, career path, service, and linguistic, cultural, and social characteristics at the time of entry. Data came from a questionnaire administered in June 1966 to 10,383 male members of the Forces. From each of the 24 categories established, subjects were chosen at random, except for very small categories which were retained in their entirety. The rate of response was 87 per cent. The results were weighted to account for the different sampling rates.

**Forbell, H., and Gallant, B.,** ARMED FORCES HISTORIES. This study deals in turn with the Royal Canadian Navy, the Canadian Army, and the Royal Canadian Air Force. The history of each service up to the early 1950's is examined in terms of ethnic representation, language use, and cultural milieu. The sections on ethnic origin form the major part of the study and include for each service a general sketch of their historical development, particularly with regard to policies on recruitment and promotion.

**Franks, C. E. S.,** BILINGUALISM AND BICULTURALISM IN THE FEDERAL TREASURY BOARD. The Treasury Board became a department in October 1966 under the Government Organization Act, 1966, but its essential functions are unchanged since completion of this study, which deals with the presence of Francophone and Anglophone officials in the Treasury Board in 1965 and their knowledge and actual use of French and English. (An official was considered a Francophone if two of the three following criteria were French: mother tongue, language of pre-university schooling, and language of home life.) Data were provided from more than 40 informal interviews with senior officials of the Treasury Board's Secretariat, and with other senior public servants.

The study aims to describe how the Treasury Board affects the cultural character and linguistic practices of the federal Public Service; it offers reasons why the Treasury Board operates in the way it does, and evaluates those possible avenues of reform throughout the Public Service which lend themselves to centralized direction, particularly in those departments or groups of agencies that are typical of the administration.

The study deals with the organization, functions, and personnel policies of the Treasury Board; the place of the two languages within the Treasury Board and in its communications with all other agencies of government; language training and translation problems; the extent of Francophone participation in the largely Anglophone "inner circle" of the Public Service; and, finally, the general problems of bilingualism and equal status for the two cultures in the Public Service.

**Heward, J., HISTORY OF BILINGUALISM AND BICULTURALISM IN THE CANADIAN PUBLIC SERVICE.** This study outlines the historical conflict between traditional ideas of efficiency and merit and the necessity of having equal representation of Francophones in the federal administration. It examines in particular the action taken by Ernest Lapointe, minister of Justice in the King government, and the work of the "Committee of Five" and the Jean Committee.

**Jeannotte, A., and Taylor, H., SURVEY OF APPLICANTS TO THE 1964-65 UNIVERSITY PROGRAMMES OF THE CIVIL SERVICE COMMISSION,** prepared under the direction of Lloyd Stanford. This study examines the recruitment of university graduates to the federal Public Service. In 1964-5, the Civil Service Commission recruited graduates of Canadian universities through one central programme for Junior Executive and Foreign Service Officers (JEO-FSO programme) and three separate channels for the biological and physical sciences, the applied sciences, and the sociological and economic sciences (ST programmes). The study deals with the results of a survey questionnaire sent to a sample of 2,101 of the 3,343 applicants to the 1964-5 university recruitment programmes. The sample was drawn according to two criteria: the language used in the application form, which identified the Francophone and Anglophone applicants; and the stage reached in the programme. The sample included all 420 applicants who used the French-language form; among those who applied on the English-language form it included the 439 who ultimately accepted appointments through the Civil Service Commission and half of the other 2,484 applicants. The rates of response were 69.8 for Francophones and 63.9 for Anglophones. The study reports on the characteristics of applicants classed

according to mother tongue or linguistic group: their educational background, previous work experience, language ability, their interest in and reasons for applying for positions in the federal Public Service, their views of different methods of publicity, their experiences at the various stages of recruitment process—the objective test, the interview, the offer of employment—their reasons for accepting or refusing the offers. The results were weighted to account for the different sampling rates.

**Johnstone, J. W. C., Klein, W., and Ledoux, D., PUBLIC SERVICE SURVEY.** This large questionnaire survey of the federal Public Service reports on the participation of the French, English, and other mother-tongue groups, by department, geographic location, age, years of service, status, and function (education, occupational category, and salary). Socio-economic characteristics are compared in the light of occupational and educational levels, seniority, and geographic and job mobility. Language capacity and language use of each group are studied in themselves and in relation to other characteristics. The surveys of the departmental Public Service and the non-departmental agencies were conducted separately, although the results of the two studies may be readily compared.

The sample for the questionnaire survey of the departmental Public Service was drawn from a listing of 192,972 positions provided by the Civil Service Commission in September 1964; all those positions in the salary range with a maximum of \$10,000 or more were retained in the sample; the others were grouped according to department, income, and occupational classification, and for each group a sample of 1 in 26 was drawn. Of 11,814 questionnaires, 9,159 were returned for a response rate of 77.6 per cent. The results were weighted to account for the different sampling rates.

The non-departmental agencies or Crown corporations surveyed were the National Research Council, the RCMP (uniformed staff), Air Canada, the Bank of Canada, the National Film Board, the CBC, and the Central Mortgage and Housing Corporation. The samples were drawn from listings of positions provided by these agencies: all those positions in a salary range with a maximum of \$10,000 or more were retained in every sample; the others were grouped according to various

criteria (geographic location, occupation, or union affiliation) and between 10 and 25 per cent were included in one sample or the other. The real samples were 10,704 questionnaires sent and 7,956 usable questionnaires returned; the response rates varied between agencies, from 62.6 to 84.0 per cent.

**Kelly, L. G.,** LANGUAGE TRAINING IN THE CIVIL SERVICE. This study evaluates the language-training system, after it had settled down to normal operation in 1965, from the point of view of an expert in linguistics. Data was provided by the Language Training Service of the Civil Service Commission. The study considers the strengths, weaknesses, motivations, and methods of the federal public servant as a language learner; the teachers, their qualifications, skills, experience and special training; the courses, selection, gradation, presentation, and repetition of material; the school organization, the sections for French and English courses, teachers' duties, working conditions, and maintenance of standards; and the place of language schools in a bilingual public service, with general considerations about language policy, working conditions, and leisure time in the federal Service, and retention of languages.

**King, A. J. C., and Angi, C. E.,** by arrangement with the Ontario Institute for Studies in Education, LANGUAGE AND SECONDARY SCHOOL SUCCESS. This study analyzes the relation between the main language spoken in the home and withdrawal from school for 82,500 Ontario students enrolled in Grade IX in 1959. The students' home environments were classified as English-speaking, French-speaking, or "Other" (87, 6, and 7 per cent respectively). The data were drawn from the Carnegie Study Data Bank on the Identification and Utilization of Talent in High School and College, and included father's occupation, extent of parents' education, number of children in family, size and location of the municipality in which the child entered Grade IX, future educational plans of students, and teacher ratings, together with an extensive battery of aptitude and achievement tests. Six years of school-withdrawal information provided comparative retention figures, and five phases (corresponding to five school years) of multiple discriminant analysis were used to detect differential retention patterns among the three language groups.

**Lalande, G.,** THE DEPARTMENT OF EXTERNAL AFFAIRS AND BICULTURALISM: DIPLOMATIC PERSONNEL AND LANGUAGE USE. This study examines the roles played by representatives of the two languages and cultures in the department of External Affairs. The first part examines the ethnic origin, language, and culture of Foreign Service Officers from 1945 to 1965, and the department's recruiting policy and its results. The training, functions, and promotion of Foreign Service Officers are discussed, and there is an examination of departmental élites from 1945 to 1965. The second part of the study measures the oral and written use of French in the department in Ottawa and at overseas missions, particularly the embassy in Paris. Documentary sources included the department's non-confidential papers, selected working papers of the Royal Commission on Government Organization, and the Public Archives of Canada, and were complemented by personal interviews with a sample of 24 Foreign Service Officers—about 25 per cent of the FSOs—in September 1965.

**LaRivière, J.,** LA TRADUCTION DANS LA FONCTION PUBLIQUE. This study examines the importance accorded to French and English in the federal Public Service, and the quality of the translation services supplied by the Translation Bureau.

The first part of the study was based on a questionnaire sent in 1965 to about 70 federal departments and agencies, including some Crown corporations. Each was asked to report on the relative importance of French and English in all the written and printed documents used to communicate within the department or agency, with other agencies of government, and with the public. The language ability of those public servants who deal directly with members of the public was assessed ("bilingual" was taken to mean having the ability to perform work in both languages), and information was sought on the language policies of different departments and agencies.

Interviews were the main source of data on the organization and function of the Translation Bureau. The chiefs of about 10 departmental divisions of the Bureau were questioned on the nature and volume of their work, recruitment of staff, dispatch of documents for translation, delays in translation, methods of evaluating the output and quality of the work, and the duties of translators. The study concludes with a survey of

translation services outside the Canadian federal government, particularly in Quebec and in the public services of bilingual countries.

**Longstaff, F.,** STATISTICAL ANALYSIS OF THE APPLICANTS AND THEIR EXPERIENCE WITH RECRUITING, a study prepared under the direction of Lloyd Stanford. This study summarizes in numerical terms the Civil Service Commission's recruitment programmes from 1962 to 1965. Applicants were grouped into three categories: university graduates who applied to the Junior Executive Officers-Foreign Service Officers (JEO-FSO) programme and those who applied to the scientific and technical classes (ST) programmes (described above in the Jeannotte-Taylor Study); and applicants with outside working experience after graduation (for this last category of recruits, the survey covered only the period from 1963 to 1965). All the data came from files and application forms of the Civil Service Commission. The sample for each programme included all Francophone applicants plus a quarter of the non-Francophones chosen at random. The main criterion for designating an applicant as Francophone or non-Francophone was the language of the application form and tests, but other criteria, such as residence, place of secondary education, and surname were taken into account.

JEO-FSO applicants were categorized only as Francophone or non-Francophone; recruits from the ST programmes and those from the work world were classified as Francophone, Anglophone, or "Other." The JEO-FSO sample was 733 Francophones and 1,173 non-Francophones; the ST sample was 354 Francophones and 596 Anglophones; the "Others" were redistributed in the Francophone or Anglophone groups according to the language of their university and their command of either English or French. The work world sample was 2,038 Francophones, 2,548 Anglophones, and 1,463 Other candidates.

The analysis indicates attrition rates for each type of candidate at four stages of the recruiting process: test, interview, offer of employment, and acceptance; and it presents details of the work experience, university background, and language abilities of the applicants. The results were weighted according to the different sampling rates.

**Moscovitch, M., and Steiner, H.,** ATTITUDES AND INFLUENCE OF UNIVERSITY PERSONNEL ON CIVIL

SERVICE RECRUITING, prepared under the direction of Lloyd Stanford. This study, undertaken in 1966, describes the recruitment process at one major point of contact—the university campus. University staff members on 10 campuses were interviewed about their views on student attitudes towards the Public Service and its recruiting methods, and on a variety of other subjects. Opinions were canvassed from 34 arts professors, 26 science professors, and 16 placement or administrative officers; 47 were Anglophones and 29 were Francophones. The interviews probed attitudes towards "the B. and B. crisis" and examined the general relations between universities and the Public Service in French-speaking Canada and in the rest of the country.

**Pichette, P., Moscovitch, M., and Pillarella, F.,** LES PROGRAMMES D'EMPLOIS D'ÉTÉ POUR ÉTUDIANTS UNIVERSITAIRES DANS LA FONCTION PUBLIQUE FÉDÉRALE, prepared under the direction of Lloyd Stanford. This study, undertaken in 1966, deals with two special systems under the joint jurisdiction of the Civil Service Commission and various departments in Ottawa: the General Programme and the Special Programme. This report evaluates their role and their effectiveness as incentives to permanent recruitment into the Public Service.

The General Programme of summer employment had been in operation for several years before the survey. This report presents and evaluates the directives under which Civil Service Commission officials administered it, and the information available to students about jobs and to the officials about suitable positions in government departments. Interviews were conducted with the official in charge of the programme and with 18 students employed under it, seven of these being Francophones.

The Special Programme was created in 1964 in order to increase the recruitment of Francophone graduates and, in its second year, attracted 150 applicants for 45 positions. The report is based on interviews with the programme's administrators and Civil Service Commission documents concerning the evaluation of the programme by students who have held jobs under it.

For both the Special and the General Programmes the study presents the nature, size, and general aims of the programme; recruiting methods and efficiency; and the views of both

students and Ottawa officials. For purposes of comparison the study also gives a brief account of the summer job programme of the Canadian Institute of Public Administration.

**Pitsiladis, P.**, BILINGUALISM AND BICULTURALISM IN THE DEPARTMENT OF NATIONAL REVENUE (TAXATION DIVISION). This study examines the organization of and participation in the department of National Revenue—Taxation division according to ethnic origin of its personnel, and career development within the division. The data were provided first by a review of published and unpublished material about the division; semi-structured interviews were conducted with 10 senior departmental officials in Ottawa and 5 in Montreal in 1966.

The history of the department and the division, their structure, and personnel management policies and programmes are described. A separate section evaluates questions of language and culture, such as the proportion of Francophones at various levels in the department, policies and practices on the language of work within the department, the language of service to the public, and the attitudes and perceptions of the senior officials. A third section discusses prospects for future bilingual and bicultural adjustments within the division in terms of structural changes, manpower requirements, recruitment and career development programmes, remuneration, and the organization of change.

**Porter, J. and Pineo, P. C.**, FRENCH-ENGLISH DIFFERENCES IN THE EVALUATION OF OCCUPATIONS, INDUSTRIES, ETHNICITIES, AND RELIGIONS IN THE MONTREAL METROPOLITAN AREA. The main aim of this study was to discover the differences in how Francophones and Anglophones in Montreal view the occupational world and how they rate the prestige of a large number of different jobs and professions. Francophones and Anglophones in a sample of Montrealers were compared with each other and with a national sample of the Canadian adult population. The study draws on a large opinion survey made in 1965 by Canadian Facts Ltd.

In the national sample, there were 793 respondents, of which 89 were Montreal cases; to this number was added a special Montreal oversample of 107 to make up a Montreal subsample of 196. That corresponded to a comple-

tion rate of 64 per cent of the cases originally contacted.

The ranking of occupations followed rules already tested at the University of Chicago's National Opinion Research Center. Respondents were asked to sort 204 occupational titles or job descriptions, 72 industries and corporations, 36 ethnic groups, and 21 religious affiliations in order of social standing. This was done by sorting cards, one for each name or description, onto a scale of nine classifications, from highest to lowest.

No classification of respondents as Francophone or Anglophone was made in advance of the interviews; instead, all respondents were allowed to classify themselves by choosing the language in which they preferred to be interviewed. All interviewers in Montreal and all interview materials (including, for example, the cards sorted by respondents) were bilingual; 142 interviews were conducted in French and 54 in English. Questions within the survey elicited other information, such as mother tongue, language used at home, language of best friends, preferred television channel, and so on. The study's classification of respondents as Francophone or Anglophone was quite consistent with these other alternative classifications.

**Raynauld, A.**, LA PROPRIÉTÉ DES ENTREPRISES AU QUÉBEC (preliminary version, 1967). The aim of this study was to examine private enterprises operating in Quebec according to the origin of their owners. For this purpose the owners were classified in three categories: Canadian Francophones, Canadian Anglophones, and foreigners. Then, 1961 census data was used to establish indices dividing the whole labour force of the private sector into three categories according to large industrial groups. Further data was obtained for the manufacturing sector on production, value added, number of employees (male and female), wages and salaries, and exports to other provinces and countries.

*A. Sectors included in the study.* The Standard Industrial Classifications (sic) of the Dominion Bureau of Statistics divides all sectors of activity into 12 large divisions. The study uses these divisions but excludes forestry; fisheries; hunting and fishing; and industry unspecified or undefined. The public administration division was treated

separately. In 1961, the divisions excluded from the study employed 5.3 per cent of the working force. The divisions included were subdivided into 56 industries (without taking subgroupings into account).

*B. Identification of enterprises.* Enterprises were classified according to ultimate ownership; i.e. the ownership of the parent company, in the case of associated companies. However, the data relate only to the establishments of those enterprises situated in Quebec.

The origin of ownership was established in two stages. First, the enterprises were classed as Canadian- or foreign-owned. They were considered foreign-owned if 50 per cent or more of the shares were held by people resident in other countries. Second, the Canadian-owned enterprises were classified as Francophone or Anglophone. To do this, the names of the members of boards of directors were examined; thus, an enterprise was considered Francophone if the majority of the names sounded French, and vice versa.

The agricultural and service sectors were treated differently; the owners of enterprises in these two sectors were classed only as Francophone or Anglophone. In the agricultural sector, farms were classed as Francophone if the "head of the farm" was of French origin; all others were classed as Anglophone. In the service sector, establishments were classed as Francophone if they used the French form for the annual DBS questionnaire, and as Anglophone if they used the English form.

*C. Samples.* In principle the study used a sample for each of the 56 industries. However, in 11 cases, it used a direct estimate of the number of employees in Francophone, Anglophone, and foreign-owned industries without resorting to the use of a sample, as the following table shows. The samples were not applied as such to all industries, because of their heterogeneity, and because of their bias in favour of the largest industries. Several hypotheses were considered, but the only one retained was that used in Chapter IV of this Book.

## Number of Establishments in the Samples and Indices

Number of samples	Industry	Number of establishments in the final sample	Final sample of the number of establishments in the industry (%)	Output of establishments in the sample as a percentage of the establishment in each industry
1	Agriculture	912	0.95	1.02 <sup>1</sup>
1	Mines	106	15.8	87.22
24	Manufacturing	1,993	17.8	79.5 <sup>3</sup>
2	Construction	322		20.84
<i>Transport and Communications</i>				
1	Air Transport	direct estimate		
1	Water transport	27	30.0	21.1 <sup>5</sup>
1	Rail transport	direct estimate		
1	Truck transport	29	2.9	43.8 <sup>5</sup>
1	Other transport	direct estimate		
1	Warehousing	10	47.6	33.9 <sup>5</sup>
1	Radio and television	53	100.0	100.0 <sup>5</sup>
1	Telephone and telegraph	direct estimate		
1	Postal service	direct estimate		
1	Other public services	direct estimate		
1	Wholesale trade	956	13.4	41.9 <sup>6</sup>
1	Retail trade	1,112	2.4	26.4 <sup>6</sup>
<i>Finance, Insurance, and Real Estate</i>				
1	Insurance	56 <sup>8</sup>		69.47
1	Banks and credit unions	3,013 <sup>9</sup>	100.0	100.0 <sup>10</sup>
1	Trust Companies	28 <sup>8</sup>	100.0	100.0 <sup>11</sup>
3	Other financial institutions	1,727		
1	Recreation services	264	20.0	33.9 <sup>5</sup>
1	Commercial services	154	20.1	20.5 <sup>5</sup>
1	Personal services	1,797	20.0	17.8 <sup>5</sup>
1	Hotels and restaurants	2,124	20.0	20.6 <sup>5</sup>
1	Other services	424	20.0	12.7 <sup>5</sup>
1	Teaching	direct estimate		
1	Health services	direct estimate		
1	Religious services	direct estimate		
1	Domestic services	direct estimate		
1	Public administration	direct estimate		
56	Total	15,107		

<sup>1</sup> Value of products sold.<sup>2</sup> Value added.<sup>3</sup> Value of exports.<sup>4</sup> Value of work done.<sup>5</sup> Number of employees.<sup>6</sup> Value of sales.<sup>7</sup> Premiums collected in Quebec.<sup>8</sup> Number of enterprises.<sup>9</sup> Number of credit unions and *caisses populaires*, plus the number of branches of banks in Quebec.<sup>10</sup> For the banks, assets attributable to operations in Quebec.<sup>11</sup> Gross income attributable to operations in Quebec.

*D. Sources.* The identification of enterprises according to the origin of their owners was established from the following sources:

1. Public sources, such as the publications of the *Financial Post—Directory of Directors; Survey of Industrials; Survey of Mines*; other well-known directories such as *Poor, Scott, Dunn and Bradstreet, The Canadian Trade Index, Who's Who in Canada*.

2. Individual files of CALURA—i.e. annual reports on the application of the law on the declarations of corporations and trade unions.

3. DBS data on Quebec establishments, except for that relating to exports to other provinces and countries, which was obtained from the Quebec Bureau of Statistics.

**Raynauld A., Marion, G., and Béland, R., LA RÉPARTITION DES REVENUS SELON LES GROUPES ETHNIQUES AU CANADA** (preliminary version, 1967). This study examines the income disparities between Canadians of different ethnic origins and considers several explanations that can be drawn from the available data.

The study is based on published and unpublished material drawn from the 1961 census; a 1 per cent sample of the labour force of each province was studied in detail as well as a 20 per cent sample of the labour forces (that is, complete census data on labour income) of the metropolitan census areas of Montreal, Ottawa, and Toronto. For purposes of analysis, the study considers only the non-agricultural labour force, but it provides certain information on agricultural incomes.

The descriptive part of the study examines total income (except from agriculture), labour income, and investment income. However, labour income is examined in greatest detail. The six separate categories of ethnic origin included in this part (British, French, German, Italian, Ukrainian, and Jewish) make up 86.1 per cent of the male non-agricultural labour force; Canadians of all other origins are grouped into a single category—"Other." Statistics are broken down by province and by metropolitan census area. For certain data (investment income, for example), only three ethnic groups are considered: British, French, and Other.

The examination of the causes of the disparities was conducted in two distinct stages. The first

step was a detailed analysis according to occupation, industry, education, and age by ethnic category and by province and metropolitan census area. For this purpose, the average labour income of the male non-agricultural labour force was used. The method involved the appropriate classification of individuals according to each of the factors retained.

The second step consisted of systematic statistical analyses—the most important being a multiple regression analysis relating only to the Montreal metropolitan census area (in order to obtain a large enough number of observations). The analysis dealt with more than 100,000 male wage- and salary-earners and the operative variable was labour income (the "wage and salary" census category). Many explanatory variables were retained; the most important for this study was ethnic origin. Wage- and salary-earners were divided into nine groups—those of English-Scottish, French, Irish, German, Italian, Jewish, Northern European, Eastern European, and Other origins. The other variables used were under-employment (unemployment and rate of participation in the labour force), age, education, occupation, industry, period of immigration, and bilingualism.

The techniques employed allowed for the measurement of the relative importance of the various factors in the explanation of labour income disparities, both for the population as a whole and for each of the seven ethnic groups.

There were two other approaches to the explanation of income disparities: one of these measured the theoretical average income of a group when certain factors were standardized; there was also a multiple regression analysis with the operative variable being the average labour income in 57 Canadian cities.

The study concludes with the verification of a model establishing the importance of the mobility of capital and labour on income.

**Stanford, L., RECRUITING IN THE FEDERAL PUBLIC SERVICE.** This study, dealing with various aspects of the recruitment policy of the federal Public Service, is made up of a number of papers prepared by research teams working under the direction of Lloyd Stanford. Those which were used as reference material for this Book are listed in this appendix in alphabetical order under the name of the first author: **Jeannotte, A. and**



**Taylor, H.**, SURVEY OF APPLICANTS TO THE 1964-1965 UNIVERSITY PROGRAMMES OF THE CIVIL SERVICE COMMISSION; **Longstaff, F.**, STATISTICAL ANALYSIS OF THE APPLICANTS AND THEIR EXPERIENCE WITH RECRUITING; **Moscovitch M. and Steiner, H.**, ATTITUDES AND INFLUENCE OF UNIVERSITY PERSONNEL ON CIVIL SERVICE RECRUITING; **Pichette, P., Moscovitch, M., and Pillarella, F.**, LES PROGRAMMES D'EMPLOIS D'ÉTÉ POUR ÉTUDIANTS UNIVERSITAIRES DANS LA FONCTION PUBLIQUE FÉDÉRALE; **Steiner, H. and Taylor, H.**, BILINGUAL POSTS AND THEIR INCUMBENTS; **Tétreau, B. and Steiner, H.**, THE ENTRANCE TEST AND SELECTION.

**Steiner, H. and Taylor, H.**, BILINGUAL POSTS AND THEIR INCUMBENTS, prepared under the direction of Lloyd Stanford. This is a study of positions in the federal Public Service that came under the Civil Service Act at the time of the study and that were considered by the various departments and agencies in which they were located, or by the Civil Service Commission, to require a bilingual incumbent. At the beginning of 1966, questionnaires were distributed to 40 departments and agencies asking them to describe the bilingual posts under their control. The study dealt with nearly 16,000 bilingual posts or 8.9 per cent of the posts in the departments and agencies studied (excluding uniformed RCMP officers). The results were weighted to account for the different sampling rates. A sample was assembled consisting of all information forms on bilingual posts in departments or agencies that had returned 200 or fewer forms and of a random sample of 200 such forms where the number returned was more than 200.

The study reported on the distribution of bilingual posts in the federal Public Service and the characteristics of incumbents of these posts: their cultural background, language ability, education, occupation, seniority, place of work, and job mobility.

**Taylor, H.**, THE OUTPUT OF CANADIAN UNIVERSITIES AND COLLEGES, 1962-65. This study enumerates all degrees and diplomas earned between 1962 and 1965 at 37 Canadian universities (and their affiliated colleges)—31 teaching only in English, four only in French, and two in both English and French—and eight types of small non-affiliated colleges. The data came from unpublished documents and tables prepared by the

Higher Education Section of the Dominion Bureau of Statistics and provided no information about the number of Francophone students enrolled in English-language universities, and vice versa. Attainments were classified in four categories—diploma, bachelor's or first degree, master's degree or licence, and doctorate—and in 10 academic specializations—arts, social sciences, commerce, natural sciences, political science, history, economics, mathematics, languages, and others.

**Tétreau, B. and Steiner, H.**, THE ENTRANCE TEST AND SELECTION, prepared under the direction of Lloyd Stanford. University graduates applying for the posts of Junior Executive Officer or Foreign Service Officer in the federal Public Service all write a standard general intelligence test. This study investigates two main questions: whether the tests and other selection procedures of the recruiting service take adequate account of the linguistic and cultural composition of the Canadian population; and on what cultural assumptions the test and selection procedures are verifiably based.

Initial data, gathered in 1966, were drawn from a variety of documents on the subject, the Civil Service Commission's own manuals, and the test itself. Hypotheses about the cultural assumptions implicit in the selection procedure were tested during semi-structured interviews with officials of the Civil Service Commission.

**Thibault, A.**, L'ÉLITE UNIVERSITAIRE CANADIENNE-FRANÇAISE ET LA FONCTION PUBLIQUE FÉDÉRALE. This study presents the climate of opinion within which members of the Quebec Francophone university élite choose careers, and particularly their attitudes towards careers in the federal Public Service. In 1965, general discussions about careers were held by groups of Francophone final-year students at three universities—Montreal, Laval, and McGill—in a variety of specializations. For each discussion, the dean of the faculty convened students chosen according to academic excellence or participation in group activities; faculty intervention was avoided as much as possible once the topic had been launched in a very general way. There were five such discussion groups, with students in commerce and administration, the liberal professions (such as law), the pure sciences, the applied sciences, and

the social sciences; a total of 92 students participated: 34 from Laval, 44 from Montreal, and 14 from McGill. Besides these, two conferences were held among diversified groups of professors from the two large French-language universities, Montreal and Laval. Finally, for purposes of comparison, two discussions were held at the University of Toronto among arts and science students and among those in professional faculties such as law and medicine; 11 Anglophone students participated.

The first topic of the study is attitudes towards the idea of work in the federal Public Service. Then the study attempts to sum up the rationalizations and value-systems that affect plans for the future: the rewards of work, the ideal conception of work, comparisons of the federal and

Quebec public services, and all aspects of ethnicity in Canada.

**Valliquet, L.-P., LANGUAGE TRAINING IN THE FEDERAL PUBLIC SERVICE.** Data presented in this study include the types of methods of teaching and planning courses; selection of trainees; types of tests for measuring achievement and placing students; teachers' qualifications and experimental approaches in teaching; the role of research to improve teaching methods and the planning of new courses; and future problems to be solved. Information was obtained from the language training co-ordinator of the Civil Service Commission, by testing trainees, and by observing classes at work and examining the books and equipment used.