

**Book V            The Federal Capital**

**Chapter I            Introduction    3**

- A The Significance of Capital Cities    3**
  - The role of the capital    3
  - Symbol of the whole country    3
  - Legislative and administrative centre    4
  - Location    4
  - Political difficulties in choosing a capital    4
  - Methods of resolution    4
  
- B Our Concern with the Capital    5**
  - Public concern    5
  - Effect of the capital's Anglophone image    6
  
- C Capitals in Bilingual States    7**
  - Brussels    7
  - Helsinki    9
  - Bern    10
  - Pretoria and Cape Town    11
  
- D The Canadian Experience    12**
  - Union of the two Canadas    12
  - Ottawa as capital of the United Province    13
  - Ottawa as federal capital    14
  - Jurisdictional change    15
  - Importance of the capital's geographic location    15

**Chapter II            Federal, Provincial, and Local Interests in the Federal Capital    17**

- A Defining the Capital Area    17**
  - The juridical and constitutional capital    17
  - The metropolitan census area    18
  - The National Capital Region    18
  
- B Federal Jurisdiction and Federal Interest in the Capital Area    19**
  - Federal jurisdiction    19
  - Federal interest    20
  - Difference between jurisdiction and interest    20
  - History of federal interest    22

- C Relations among Federal, Provincial, and Local Interests 22
  - Predominance of the provincial-municipal perspective 23
  - Provincial linguistic policies 23
  - Municipal linguistic practices 24
  - Other areas of interest 25
  - Effect on local attitudes 25
  - Summary 27

### **Chapter III      The Principle of Equal Partnership    29**

- A Introduction 29
  - Effect of different settings 29
  - The general principle 29
  - Linguistic régimes 30
    - At the federal level 30
    - At the provincial level 30
    - At the local level 30
  - The reality: some continuing inconveniences 30
  - The federal capital a special case 31
- B The Linguistic Patterns of the Capital Area 32
  - Language characteristics of the capital area 32
  - Socio-economic factors 33
  - Residential patterns 34
  - Bilingualism 35
  - Linguistic patterns and equal partnership 36
- C Equal Partnership in the Capital Area 36
  - Discomfort of Francophones in the capital 36
  - Services and facilities 36
  - Ottawa's competitive position 39
  - Place of individual bilingualism 40
  - Role of the public sector 40
  - Recommendation 1 41

### **Chapter IV      The Role of the Federal Government    43**

- A Channels for the Expression of Federal Interest 43
  - The National Capital Commission 43
  - Drawbacks in fostering equal partnership 44
  - Department of Public Works 45
  - Shortcomings of linguistic policy 46
  - Location of federal buildings 46

The federal government as "taxpayer"	47
Imbalance between Quebec and Ontario sectors	48
Lack of federal representation	49
Location of federal cultural agencies	49
Other federal agencies	50
Transport facilities	50
RCMP	50
Summary	50

<b>B</b>	<b>A More Positive Federal Policy</b>	<b>51</b>
	Breadth of viewpoint	51
	Jurisdiction	52
	Need for change in symbolism	52
	Power of example	53
	Alternative of twin capital unacceptable	53
	Residential distribution	54
	Need for federal participation	54
	Place of provincial and local interests	54
	Recommendation 2	55

## **Chapter V**      **Proposals for the Capital Area**      **57**

<b>A</b>	<b>Introduction</b>	<b>57</b>
	Need for change in attitudes and institutions	58
	First steps	58
	A Capital Territory	58
	A Tripartite Agency	59
<b>B</b>	<b>A Programme for the Capital Area</b>	<b>59</b>
<b>1</b>	<b>Government services</b>	<b>59</b>
	a) <b>The federal image in the capital</b>	<b>59</b>
	Provision of services	59
	Signs	60
	Recommendation 3	60
	Elevator operators and commissionaires	60
	Telephone facilities	61
	Leased buildings	61
	Recommendation 4	61
	Grants for public works	62
	Recommendation 5	62
	Priority for institutions of high public visibility	62
	Recommendation 6	63

- b) Provincial administration 63
    - Recommendation 7 63
  - c) Municipal and regional government 65
    - Municipal government 65
    - Need for linguistic equality in municipal services 65
    - Importance of Ottawa's role 66
    - Suggested first steps towards bilingual services 66
    - Second stage 67
    - Third stage 67
    - Recommendation 8 68
    - Regional government 68
    - Recommendation 9 69
    - Municipal councils 70
  - d) The courts 70
    - Recommendation 10 71
- 2 Education 71
- Provincial developments 71
  - Remaining problems 72
  - The local level 72
  - Ontario sector 72
  - Financial resources of Ottawa school boards 73
  - Facilities 76
  - Certification level of teachers 76
  - Need to equalize school board revenues 77
  - Secondary schools 77
  - Quebec sector 78
  - Financing 78
  - Role of federal government 78
  - Representation 79
  - Recommendations 11 and 12 8
  - Language and confessionality 82
  - Recommendation 13 83
  - Post-secondary education 83
- 3 Mass media, cultural activities, economic life, and professional services 83
- Recommendation 14 84
  - Cultural activities 84
  - Economic life 85
  - Predominance of English 85
  - Suggested changes 85
- 4 Economic disparities in the capital area 86
- Differences in average income 86

	Transportation and communications	87
	Recommendation 15	88
	Government buildings	88
	Recommendation 16	89
	Federal grants and taxes	89
	Conclusion	90
<b>C</b>	<b>Co-ordinating the Programme: A Tripartite Agency</b>	<b>90</b>
	Recommendation 17	90
	Jurisdiction of the Tripartite Agency	90
	Geographic boundaries	91
	Representation	91
	Financing	93
	Functions	93
	Powers and responsibilities	94
	An evolutionary process	94
	Other aspects	95
<b>D</b>	<b>Conclusion</b>	<b>95</b>
	<b>Recommendations</b>	<b>96</b>
<b>Appendix I</b>	<b>Terms of Reference</b>	<b>103</b>
<b>Appendix II</b>	<b>A Note on Public Attitudes</b>	<b>105</b>
<b>Appendix III</b>	<b>Institutional Arrangements for a Capital Territory</b>	<b>109</b>
<b>A</b>	<b>Geographic Boundaries and the Territorial Integrity of Ontario and Quebec</b>	<b>112</b>
<b>B</b>	<b>Governmental Institutions for a Capital Territory</b>	<b>113</b>
<b>C</b>	<b>Guarantees for Fundamental Rights</b>	<b>115</b>
<b>D</b>	<b>Regional Development</b>	<b>116</b>
<b>E</b>	<b>Appropriate Financial Arrangements</b>	<b>117</b>
<b>F</b>	<b>Education</b>	<b>118</b>
<b>G</b>	<b>Legal Systems and the Administration of Justice</b>	<b>120</b>
<b>H</b>	<b>Conclusion</b>	<b>121</b>

---

**Book VI**      **Voluntary Associations**

---

**Introduction 125**

- Field of our study 126
- Sources of our information 126
- Ethnic associations not included 127
- Conclusions generally valid 127
- Equal partnership in associations 128
- Description and analysis 129

**Chapter I**      **Voluntary Associations in the Context of Canadian Dualism 131**

- A** Types of Associations and the Roles of the Two Groups 131
  - Interrelation of the two objectives 131
  - Harmony or equality 131
  - What we mean by voluntary associations 132
  
- B** The Role of Voluntary Associations in Society 133
  - Membership in voluntary associations 133
  - Extent of participation and influence 134
  - The situation in Canada 134
  - Voluntary associations in contemporary society 135
  - What associations do for their members 135
  - Voluntary associations and the community 136
  - Public opinion 136
  - Resolving conflicts 137
  - Political influence 137
  
- C** Voluntary Associations and Relations between Linguistic Groups 138
  - External aspects 138
  - Internal aspects 139
  
- D** The Response to the Existence of Two Linguistic Communities 139
  - Equal partnership and institutional survival 139
  - Effects of inequality 140
  - Results of an inferior position 140
  - Different needs of individuals and groups 141
  - Summary 141
  
- E** Obstacles and Opportunities 141
  - General focus 141

- The numerical proportion 142
- The North American setting 142
- The origins and history of the association 142
- Political conditions in the country 143
- Benefits and costs of membership 143
- The objectives of an association 144
- The aspects of our research 144

**Chapter II****Objectives 147**

- A A Classification of Associations 147**
  - Focus of association efforts 147
  - Member-oriented associations 147
  - A multiplicity of aims 148
- B Chances for Equal Opportunities in Different Kinds of Associations 148**
  - Recreational associations 148
  - Utilitarian associations 149
  - Projective associations 149
  - Education-oriented associations 149
- C Divergent Aims 150**
  - Anglophone and Francophone views of association aims 150
  - Examples 150
  - Disparities in aims may go unnoticed 151
- D Differences in the Ranking of Objectives 152**
- E The Danger of Stereotypes 153**
  - Idealizations and caricatures 153
- F Objectives in Associations with External Links 154**
  - Objectives linked to conceptions of society and the country 154
- G Canadian Unity as a Goal 155**
  - Danger of irrelevant objectives 156
  - Current adjustments reflect prevailing views of Canadian society 156

**Chapter III****Activities 157**

- A The Commission's Perspective 157**
  - 1 Two foci of attention: the individual and the association 157**

- 2 General activities 157
  - Explanation of activities 157
- 3 Obstacles to equal participation 158
  - The language obstacle 158
  - The feeling of strangeness and being a minority 159
- B Participation and the Major Categories of Activity 159**
  - 1 Participation and the dissemination of information 159
    - Production of information 160
    - Language as a vehicle for culture 160
  - 2 Participation and training 161
    - Prohibitive costs 162
    - Consequences of geography and economic inequality 163
  - 3 Meetings and conventions 164
    - Consequences of "the game of numbers" 164
  - 4 Resolutions 165
    - Resolutions peripheral to the association's purpose 165
  - 5 Exchanges 166
  - 6 Social events 166
  - 7 Participation and the administration of associations 167
  - 8 Particular activities 167
- C The Importance of Co-ordination 167**
  - The cost-benefit approach is useful 168
  - The need for joint planning 168
  - Who initiates programmes? 168
  - Co-ordination related to communication 169
  - Summary 169

## **Chapter IV Structure 171**

- A Organizational Forms 171**
  - 1 General 171
    - Formal and informal arrangements 171
    - Association constitutions 171
    - Parallels between associations and Canada's constitution 172
  - 2 Two basic types: common and parallel 173
    - A criterion for assessing each organizational form 174



- B Common Associations 175**
  - 1 Advantages 175
    - Common associations and utilitarian objectives 176
  - 2 Drawbacks 176
    - Underrepresentation of Francophone interests 177
    - Expenditure of funds 177
  - 3 Some means of coping with the drawbacks 178
    - A modification of the unitary form 178
    - Associations composed of provincial organizations 179
    - The two official-language minorities 179
    - The parish or diocese as a base 180
    - Another "game of numbers" 180
    - Do Quebec leaders speak for all Francophones? 181
    - A parallel with the political world 182
    - Internal differences in the response to change 182
    - The need to recognize internal change 182
    - The region as a base 183
- C Parallel Associations 184**
  - 1 Advantages 184
  - 2 Drawbacks 185
    - Resentment against trying to create common associations 186
    - Some problems for Francophones in parallel associations 187
    - Backlash 187
    - Both groups strive for survival 188
    - Structure is related to objectives 189
    - The costs of segregation 189
  - 3 Methods of coping with the drawbacks 189
    - The two types of parallel associations: linked and separated 189
      - a) The linked model 190
        - Joint committees 190
        - Contacts among permanent officials 191
      - b) The separated model 192
        - The "peaceful" evolution of the separated model is possible 192
        - Unity and uniformity are not the same thing 193
        - The split as a useful device 193
- D Representation 194**
  - 1 Representation of the official-language minority group 194
    - Two areas of disagreement 194

- Who or what is to be represented? 194
- How should representatives be chosen? 195
- Representation in associations and the nature of Canada 195
- Representation on the basis of five regions 195
- Representation on the basis of two communities 195
- The double majority 196
- The "Quebec spokesman" 196
- Consequences of the "acculturation" of the "Quebec spokesman" 197
- Successful accommodation may be costly and painful 198
- Short-cuts may be harmful 198
- Regional representation 198
- Representation of the two official-language minorities 199
- 2 Representation outside Canada 199
  - Two manifestations of the problem 199
  - Problems of representing associations are linked to views of the nature of Canada 199
  - Similarities and differences between the political and the associational world 200

## Chapter V

### Communications 201

- A The Importance Adequate Communications 201
- B The Cost-Benefit Balance 202
  - 1 The prevalence of the English language 202
  - 2 Psychological costs 202
  - 3 The penalties for acting as translators 203
  - 4 Respect for language and culture 204
    - The consequence of seeing one's language mangled 204
    - Problems inherent in translation 205
    - The language used affects the message it conveys 205
    - "Why bother translating into French: everybody understands English here!" 205
- C Methods of Coping with the Problem 206
  - 1 A realistic assessment of the costs of bilingualism 206
  - 2 The need for frankness 207
    - Conditions under which conflict may be useful 207
  - 3 The importance of well-established officials and leaders 207

4	Passive bilingualism	208
5	Simultaneous interpretation	209
	Repeating statements in the other language	210
6	Special meetings, conferences, and committees	210
	Special committees	210
	The dangers of special committees	211
	The short life-span of some committees	211
7	The exchange of executive members and delegates	212
8	Bilingualism among the staff	212
9	Joint headquarters and personnel	212
10	Conclusion	213
	The importance of concerned individuals	213
<b>Chapter VI</b>	<b>Conclusions</b>	<b>215</b>
	The interrelations of the four aspects	215
	Variations in flexibility: a ranking	215
	Advantages of variations	216
	Dangers of partial reforms	216
	Costs of separation	216
	Interaction between groups is enriching	217
	The dangers of widespread segregation	217
<b>Appendix I</b>	<b>The Terms of Reference</b>	<b>225</b>
<b>Appendix II</b>	<b>A Case History</b>	<b>226</b>
<b>Appendix III</b>	<b>The French Commission: Canadian Welfare Council</b>	<b>229</b>
<b>Appendix IV</b>	<b>Quotations Originally in French, Translated into English in the Text</b>	<b>233</b>