

APPENDIX

**TRANSLATION OF REMARKS OF MR. ARMAND VIAU
ON PAGE 11**

Mr. Chairman, distinguished guests, it is a great honour for me this morning to welcome you on behalf of the City of Quebec. I understand that this is your first conference and I am convinced that it will be a fruitful one, and on behalf of His Worship the Mayor and the members of the Municipal Council of this City, once more I welcome you and assure you that the services of the City are at your disposal and are going to be useful to you.

**TRANSLATION OF REMARKS OF JEAN-MARIE MARTIN
ON PAGE 34**

Mr. Chairman, dear colleagues, gentlemen. Two excerpts, taken from the important document outlining the rights, powers and objects of our Society and containing its by-laws, have greatly inspired me in the preparation of this paper, which our very distinguished president, Dr. Walters, has asked me to present to you this morning.

I do not need to tell you how honoured I was to receive from Dr. Walters, in the friendly and kindly manner which characterizes all his requests, the very courteous invitation to present to you, gentlemen, a study which, as well as being pleasant to me, may contribute, in some way, to the success of our discussions. I am most appreciative of this honour for several reasons: is not today, indeed, the first public and official manifestation of the existence of our Institute, which I am sure, is called upon to exercise a great and beneficial influence on the various civil services of our country and to develop with the similar services of other countries, friendly relations of such a nature as to foster an intelligent understanding of the main national and international problems of public administration? Furthermore, have I not grounds to be proud that a member of the professional body of the oldest French university

in America and one of the oldest universities of our young country, should be asked to speak before such a distinguished assembly? Finally, and this is not the least of the reasons for the feelings which move me at this time, am I not a citizen of the oldest city in Canada, chosen by you, Mr. Chairman and members of the council, with great tact, as the place of our first annual conference.

I have said, that two quotations will inspire me during the few minutes that I have at my disposal to consider the important question of "Education for Public Service in French Canada". The first is to be found in the second paragraph on page three of the "Rights, Powers, Purposes and Objects of the Institute of Public Administration of Canada". I quote it, as I do the second, in the original, lest I misinterpret it through a poor translation. (I beg your indulgence, however, for my poor English pronunciation. I will confess, indeed, that I feel much more at home in the handling of my mother tongue, despite the respect I have for the poetical and savoury language of Shakespeare.) The first of these quotations reads as follows: "To promote and develop the status of a recognized profession for the members of the federal, provincial and municipal public services of Canada." The second, which is drawn from the first article of the by-laws of our Institute, defines the term "Public Service" as follows: "The term 'Public Service' shall include the Civil Services of the Dominion of Canada and of each Province of Canada; the local administrative services of any agency or emanation of the Dominion of Canada and of any Province of Canada; the local administrative services of any municipal corporation in Canada; the local administrative services of any agency or emanation of any municipal corporation in Canada; and the faculties of any incorporated university in Canada."

What I wish to remember from these quotations, is that the one who engages in a career in the civil service is assuming a profession, and also that this profession, of a special nature, is to be exercised in the realm of the federal, provincial and municipal services. (I deliberately exclude, for the purposes of this study, the university field).

The general question one may then ask oneself is nothing else than the subject of this talk and is this: "In French-Canada, what training is received by those who wish to assume the profession represented by a career in public administration, practiced

within the field of the federal, provincial and municipal services?" Before answering that question, certain definitions of terminology are necessary, certain delimitations must be imposed.

First of all, with what type of profession must one associate the career of a public administrator? The very fact of placing that question before you, gentlemen, is to answer it. We must consider a way of life, which requires a solid intellectual training based on very advanced studies. And it is important, at this point not to misunderstand me. That is why I have used with a purpose the words "public administrator". Indeed these considerations do not deal with civil servants in general, which can include an elevator operator or night watchman, as well as a deputy minister or the chairman of the National Research Council. No, what I have in mind is the civil servant to whom befalls a greater or lesser share of public administration and who, consequently must assume, thereby, a greater or lesser responsibility. The task of this public servant, of this civil servant, an accurate and beautiful English expression, is related to a type of liberal profession; no doubt, it can be argued with reason that it does not include two important elements in the definition of "liberal profession", that of sovereignty, of pecuniary and hierarchical independence; but is that really, today, the essential element of the definition? Could it not be rather one of an "intellectual order", that is to say, a profession is a liberal one, first and foremost, because it is on an intellectual level.

And then in considering this type of profession, the requirements which it entails and the activity which it exercises in the supremely important field of public administration, what is being done in French Canada to train as excellently as possible prospective candidates to enter it?

Let us say immediately that we can give, and do give him, in fact, a university education, which is the only adequate education except perhaps in certain exceptional cases, to afford the future public administrator the knowledge and the indispensable competence for the fulfilment of his future duties. We will therefore deal specifically this morning with university education.

In order to understand the nature and the quality of the training we afford our university students, whatever may be their future

careers (indeed, I must immediately confess that we do not train differently than anywhere else, any student particularly for the public service, it is important, in my mind, to outline for you the teaching system of French Canada. This system has no parallel comparison with the system of our English Canadian universities. However, one must avoid in this case, confusion between parallelism and equivalence; the absence of strict parallelism does not exclude in any way the condition that there can exist and in fact does exist, equivalence in many teaching programmes between faculties of our French Canadian and English Canadian universities.

As you all know, admission to our university faculties requires, and this is an essential condition, that the prospective candidate, be in possession of a university diploma of Bachelor of Arts, that is to say, that each student who wishes to enter one or other of our faculties be *mutatis mutandis* already "a graduate student", as he would be designated in an Anglo-Canadian or American University. The only faculty in which a previous university diploma is not required for admission is the Faculty of Arts, since it is precisely that faculty which grants a Bachelor of Arts degree. For some years, however, there have been accepted in certain faculties, especially the faculties of Physical Sciences, Chemistry or Engineering, in the faculties of Commerce and Social Sciences, students who have diplomas granted at the end of a course of study known as "cours secondaire moderne". This course, although it does not correspond exactly to a course in the Faculty of Arts, is considered, to all intents and purposes, by the faculties which recognize it, as the equivalent of the so-called "cours classique".

One can see, therefore, that there is a notable difference in respect of admission to the various faculties, between English Canadian and French Canadian universities. It would be no doubt instructive to trace the historical origin of these differences and it might perhaps help us to understand better the structure of the two university teaching systems, but we have not time for that this morning. It is sufficient to note that the two concepts are certainly the expressions of two different cultures, without one thus being inferior to the other.

We can now ask ourselves how one comes by the diploma of Bachelor of Arts, that is to say, what are the studies required to obtain this diploma, which, stress, gentlemen, is almost always a

very difficult assignment. Three fairly lengthy stages must be covered before presenting oneself for the Bachelor of Arts examinations; the first is the primary course up to the sixth year in institutions which prepare students specially for the "cours classique" and up to the seventh year in others. It would be superfluous to comment on the curriculum followed by students during this first stage.

The second stage is one of introduction to the actual course of the Faculty of Arts; already at this stage, an approach to the studies of the humanities is introduced; study is made of the fundamental elements of the old languages which are at the origin not only of French but also, to a large extent, of the English language; one also finds at this stage a study of universal history describing the great political and military upheavals of past ages as well as the evolution of civilizations; the study of French, English and mathematics is continued; the four years of this introductory course to the Faculty of Arts end with the examinations which grant the successful candidate the matriculation diploma and which allow him entrance into the course of the Faculty of Arts.

If we were to establish, in order better to understand through an analogy, the value of the course of study which I have just described very briefly, if we were to establish, I repeat, a comparison between the studies made in our French institutions and those made in our English institutions, using as terms of comparison, the duration of the studies undertaken, the Matriculation diploma obtained at the end of the second stage would correspond to the diploma of "Junior Matriculation" granted in the High Schools of the Province of Quebec.

In the fifth year of the course known as "le cours classique" the third stage of studies leading to the B.A. degree begins. This third stage is that of the Faculty of Arts proper or if one describes it in terms comparable to English Canadian universities, it is the "College" course. But here, and it is very often a source of confusion to English speaking Canadians, the "College" is not on the Campus, it is not centralized; on the contrary, it is strongly decentralized geographically since the "College" is situated in each of the secondary teaching institutions affiliated with the university.

Laval University of which I can speak more pertinently since I am better acquainted with it than the other French institutions

in the country, includes for its part twenty-nine such institutions. In spite of this geographical decentralization the administration of the Faculty of Arts has its seat, nonetheless, at the University itself, having at its head a resident dean and a faculty council.

The four years of the Faculty of Arts course lead after a long and stiff examination, known as the "baccalauréat" examination, to the granting of a diploma of Bachelor of Arts.

Here again, if we attempt a comparison with the "College" course of our English Canadian universities, using still as terms of comparison the duration of studies, we discover that whereas there is not total similarity in the structure and nature of the courses, there is however, similarity in duration, at least as regards the courses of the English speaking institutions of the Province of Quebec and even of other provinces, but excluding Ontario and British Columbia. At McGill University the normal length of the "College" stage is four years after the Junior Matriculation or three years after the Senior Matriculation, which the student obtains at the end of the year which follows the Junior Matriculation. Whatever method is used to calculate the length of the "College" stage normally required to qualify for the Bachelor of Arts examinations, one notes that the total normal duration of studies is generally and most often, fifteen years in the French Canadian Institutions, as well as in the English Canadian Institutions, that is to say, in the case of French Canadian institutions, seven years of primary studies, plus four years of studies leading to matriculation, plus a four year course in the Faculty of Arts, and in the case of the English Canadian institutions, the students must complete eleven years of studies before obtaining a Junior Matriculation and four years of College.

However, certain noteworthy differences must here be understood. The Bachelor of Arts granted by our French Canadian universities is what one might call a general Bachelor of Arts, the culmination of studies in the humanities strongly characterized by a concern for culture and general training derived from the sources of ancient Greek and Roman civilizations and drawing largely from the very rich heritage of French literature and also that of the English literature of the classical period, and of medieval philosophy; all this teaching interpreted, however, by modern professors with a modern outlook and in the context of the twentieth

century. All this does not mean that we remain foreign to the study of modern French and English, nor to the study of the positive and fundamentally experimental sciences; quite the contrary, for several years, the growing importance of scientific subjects has been noted in the "Classique" curriculum.

Furthermore, the Bachelor of Arts, obtained at the end of the "College" course may be of a general nature, although it may be, in certain respects different from the former, but it is also already highly specialized; if I am not mistaken, a student at McGill or at Queen's or Saskatchewan may have his B.A. with honors in Economics. I could offer other such examples, but to remember only that one, a student at Laval or at Montreal, who wishes to obtain an equivalent diploma, must, being already in possession of his Bachelor of Arts, enroll in the faculty which grants a Bachelor's degree in Political Science, follow a two year course in that faculty and pass successfully the examinations, after which a diploma of Bachelor in Political Science is granted to him. In the case of the student at an English Canadian university, the normal duration of studies leading to a B.A. in Economics will have been fifteen years—and in exceptional cases seventeen years, (this is the case for example of a student at the University of Toronto) whereas, in the case of a French speaking student at our universities, the duration of studies leading to an equivalent diploma, will have been in all cases, seventeen years. If this same student wishes to obtain his Master's degree in Economics, he will normally put in another year of studies after the Bachelor of Arts degree at an English Canadian university, and always two extra years, with greater stress on specialization at a French Canadian university.

I have pointed out, very briefly, the resemblance and differences between university training up to the Bachelor of Arts of French speaking and of English speaking students. Here again, a parallel comparison is almost impossible to establish; at the outset one can only establish at best, by an analysis of the courses and the length of studies, the definite similarities of the two types of training and this, at the same time, gentlemen, allows each one of us to understand better the nature and the standards of the training we try to give in our universities to prospective candidates for the public service, whether it be on the federal, provincial or municipal levels.

It is now fitting that we should consider the teaching which our French Canadian universities afford their students after they obtain their Bachelor of Arts. We have not time to describe, even briefly, the curricula of each faculty or university school. The mention of professions or of the specialized university diplomas will inform us, sufficiently as to the training received by our students, a training which prepares them to be of special service to their country, to their province or municipality, in their respective realms of knowledge. I shall first of all mention the old professions, law and medicine, which are taught at the Universities of Montreal, Ottawa and Quebec; then, the experimental sciences, chemistry, biology, physics, etc. A Faculty of Sciences is to be found at each of the three above mentioned universities; in the realm of Engineering the "Polytechnical" Schools, in Montreal trains civil engineers, provision being made also for mining and electrical engineering; the School of Mining Engineering of Laval, trains mining and metallurgical engineers; the Faculty of Surveying and Forestry Engineering of Laval also grants a diploma in land surveying and forestry engineering; the Faculty of Agriculture of Laval and the Agricultural School of Oka, affiliated with the University of Montreal trains agronomists and Bachelors of Agricultural Sciences; one can, after two, three or four years of study, obtain advanced university diplomas in literature or in the French, English, Spanish, German, Italian, Portuguese, Latin, Greek or even Slavic languages; in Montreal, the "Ecole des Hautes Etudes", and in Quebec the "Ecole Supérieure du Commerce" offer through their four-year course an excellent training for those who are contemplating financial, commercial or Industrial careers. The University of Laval has a Faculty of Social Sciences, including departments of Sociology, Economics and Industrial Relations. The University of Montreal has a department of Industrial Relations. The University of Ottawa has a School of Social Sciences which includes departments of Diplomacy, International Relations and International Commerce. A university School of Social Service is to be found at Montreal and Quebec. In both places there is a university School of Pharmacy; the University of Montreal has a School of Dentistry. Finally at Laval there is a school which trains specialists in Fisheries. I omit, of course, the Faculties of Philosophy and Theology and that of Arts, which includes a university School of Nursing and

Dietetics. There are several research centres in each of these various fields in the French speaking universities. In each of them the Teaching programme leads not only to a specialist Bachelor's degree, but also to the Master's degree and the Ph.D.

I regret, not being able to explain to you in detail the nature and the co-ordination of the programmes of studies in each of the faculties or specialized university schools; but the aim of this paper is not to describe to you the working and the organization of our universities; it is sufficient to bring to your attention the types and diversities of training available to students who wish to engage later in the public service in its many and varied services.

In so doing, I believe I have answered, no doubt inadequately, but to the best of my ability in such a general study, the concealed question contained in the title of the subject proposed to me.

Before closing, I wish to add, however, a few brief considerations concerning the training afforded those whose studies end after the complementary or higher primary course, and also concerning the careers in public administration which they can assume.

If we analyze these two courses in terms of duration and if we establish a comparison with the teaching system of the High School, we notice, that the course known as "primaire complementaire" is an unfinished course, that is to say, it corresponds to the primary elementary course of seven years of study plus two years of the course leading to the Junior Matriculation. As for the "cours primaire supérieur", it implies also as an essential condition of admission, the seven years of the primary elementary course plus the four years which lead to the Junior Matriculation, or the five years at the end of which the candidate, having passed successfully the examination, will receive a diploma equivalent to that of the Senior Matriculation, according to whether the total length of studies, from the beginning is either eleven or twelve years. More and more the primary teaching institutions of our cities tend to perfect their programmes in order to reach the teaching system which I have just described. A great many of them have already adopted it. This tendency is also manifest in many circles outside the cities.

Those who hold the diploma of "études primaires supérieures" and who wish to enter immediately the public service are in a position comparable to High School students holding their Junior or Senior Matriculations. The numerous and extremely varied positions open to them in the federal, provincial or municipal civil services, are those which do not require any professional or specialized university training.

In conclusion, gentlemen, it is fitting to remember that the fundamental principles of public administration are those of all administrations; to administer, it has been said, is "to foresee, organize, order, co-ordinate and control, all at the same time".

This definition implies that all those who are called upon to hold an administrative position must possess a training as solid and as extensive as possible. This requirement becomes imperative in the case of public administration. That is why we want to provide those who are preparing for entrance into the public service, with a training and a body of knowledge that will assure them an ever increasing competence as public servants.

If it happens that too many of our young people, upon completion of their secondary or university studies do not embark upon a career in public administration, the reason is that they find elsewhere occupations which correspond better to their aptitudes or their tastes; or also because they are diverted for other reasons which I shall not analyze at this time, but which deserve certainly to be set forth and studied; finally it may be that their indifference is due to an absence of sufficient information, another question which should, in my humble opinion, attract our attention.

May I, while thanking you for your kind attention, suggest that our Institute, through a special committee, or by any other means, study carefully our teaching at its various levels and also what it offers as training for the public service, not only in French Canada, but throughout our whole country, and also that it study this paramount question of the similarities of our two main teaching systems. Thank you, Mr. Chairman, thank you, gentlemen.

**TRANSLATION OF THE REMARKS OF JEAN BRUCHESI
FROM HIS INTRODUCTION OF DR. LUTHER GULICK
ON PAGE 111**

For a great number of people, ladies and gentlemen, public administration is a means of gaining a livelihood without working. One joins it, one advances in it and one leaves it, for all kinds of reasons, except that of competence. It is, no doubt, in this spirit that there was composed, one day, the Lord's Prayer of the public servant, at least the public servant of the Province of Quebec who, I imagine, recites it every morning: "Our father, who are in Parliament, grant that we be well paid, that our holidays come to pass, that our job be done by others, on earth as it is in heaven. (Laughter). Give us this day our daily rest. Forgive us our indolence as we forgive those who make us work. (Laughter). Encourage our increase and deliver us from elections. Amen! (Laughter and applause).

And yet it is agreed more and more that public administration is, in modern States, something more than mere service by functionaries.

Whether one deplores the fact or rejoices over it, it has taken on an enormous importance and good or bad government of countries depends to a large extent on the care taken in building it up, in maintaining it and directing it. Men pass on but administration remains.

Dr. Gulick is, no doubt, one of the men who has contributed most in emphasizing the place of public administration in contemporary life, the care and the esteem which it invites. And he has thus become the fearless defender of public servants, notably in that he has condemned on several occasions the spoils system, the use of public payrolls for charity and the indiscriminate criticism of public employees. For the same reasons, he has always believed, and still does, that politics must be taken out of Public Administration.

Ladies and gentlemen, Dr. Luther Gulick.

