## EDUCATION FOR PUBLIC SERVICE IN FRENCH CANADA

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Monsieur le président,* mes chers collègues, messieurs. Deux textes, extraits de l'important document décrivant les droits, les pouvoirs et les buts de notre société et contenant ses règlements, m'ont largement inspiré dans 1'élaboration de l'étude que notre si distingué président, M. Walters, m'a prie de vous présenter ce matin.

Je n'ai pas besoin de vous dire combien j'ai été honoré de recevoir de M. Walters, de la façon aimable et bienveillante qui marque routes ses demandes, l'invitation si courtoise d'avoir à présenter devant vous, Messieurs, un travail qui, en plus de m'être agréable, peut contribuer, dans une certaine mesure, au succès de nos délibérations. Cet honneur, je le ressens particulièrement, et pour plusieurs motifs: n'est-ce pas, en effet, aujourd'hui la première manifestation publique officielle de 1'existence de notre Institut, qui, j'en suis sûr, est appelé à exercer une grande et bienfaisante influence dans les divers services publics de notre pays et a développer avec les services similaires des autres Etats des relations cordiales qui seront de nature à favoriser une compréhension intelligente des principaux problèmes nationaux et internationaux de 1'administration publique? En outre, n'ai-je pas lieu d'être fier qu'on ait invité à parler devant un auditoire aussi distingué l'un des

* Translation on page 200.

membres du corps professoral de la plus vieille université française en Amérique qui est aussi l'une des plus vieilles universités de notre jeune pays? Enfin, et ceci n'est pas le moindre mobile des sentiments qui m'animent en ce moment, ne suis-je pas un citoyen de la plus vieille ville du Canada, que vous avez eu la délicatesse, M. le président et Messieurs les membres du Conseil d'administration, d'élire comme le lieu de nos premières assises annuelles?

Deux textes, ai-je dit, m'inspireront dans les quelques minutes où j'aurai à étudier l'importante question de "la formation pour le service civil au Canada français." Le premier est celui que l'on trouve au second paragraphe de la page 3 de "Rights, Powers, Purposes and Objects of the Institute of Public Administration of Canada." Je le cite, tout comme pour le suivant, dans sa phraséologie originale, de crainte d'en défigurer le sens par une mauvaise traduction. (Je vous prie, cependant, de me pardonner la pauvreté de ma prononciation anglaise: je ne vous cache pas, en effet, que je me sens plus à l'aise dans le maniement de ma langue maternelle, malgré le respect que je porte à la poétique et savoureuse langue de Shakespeare.) Ce premier texte se lit comme suit: "To promote and develop the status of a recognized profession for the members of the federal, provincial and municipal public services of Canada." Le second, qui est puisé dans le premier article des règlements de notre Institut, définit l'expression "Service Public": "The term "Public Services" shall include the Civil Services of the Dominion of Canada and of each Province of Canada; the local administrative services of any agency oc 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."

Ce que je veux retenir de ce qui précède, c'est que celui qui s'engage dans la carrière du service civil adopte une profession et ensuite que cette profession de nature particulière doit s'exercer au sein du fonctionnarisme fédéral, provincial et municipal (je laisse délibérément de côté, pour les fins de cette étude, le cadre universitaire).

La question générale que l'on peut dès lors se poser, et qui n'est nulle autre que le thème de cette causerie, est celle-ci: "Au Canada

français, quelle formation reçoivent ceux qui veulent embrasser la **profession** que représente la carrière d'administration publique exercée à l'intérieur des cadres fédéraux, provinciaux et municipaux?"

Avant de réponde à la question, certaines précisions de termes sont nécessaires, certaines délimitations s'imposent déjà au travail que je vous présente.

Et d'abord: à quel genre de profession doit-on rattacher la carrière d'administrateur public? Poser la question devant vous, Messieurs, c'est y répondre par le fait même. Nous sommes assurément en présence d'un état de vie qui exige une formation intellectuelle solide ayant requis fréquemment des études très avancées. Et il est important ici de ne pas se méprendre. Voilà pourquoi j'ai employé à dessein les mots "administrateur public". En effet, cette étude ne porte pas sur le "fonctionnaire" en général, qui peut être aussi bien garçon d'ascenseur ou gardien de nuit que sous-ministre ou président du Conseil National des Recherches. Non, celui auquel je pense, c'est le fonctionnaire, auquel est dévolue une partie plus ou moins grande de l'administration publique et qui, par conséquent, y assume egalement une responsabilité plus ou moins grande. La tâche de ce serviteur public, de ce "Civil Servant", expression anglaise si juste et si belle, c'est au genre de la profession **libérale** qu'elle se rattache; sans doute peut-on prétendre avec raison qu'elle ne comporte pas l'un des deux éléments importants de la définition de **profession libérale**, celui de la souveraineté, de 1'indépendance hiérarchique et pécuniaire; mais est-ce la. véritablement, aujourd'hui, l'élément essentiel de la définition? Ne serait-ce pas plutôt celui de "l'ordre intellectuel", c'est-à-dire celui qui fait que la profession est libérale, d'abord et surtout, parce qu'elle est d'ordre intellectuel?

Et alors devant cette sorte de profession, et en face des exigences qu'elle comporte, comme une conséquence de l'activité qu'elle exerce dans le domaine souverainement important de l'administration publique, qu'est-ce que nous faisons au Canada français pour y préparer aussi excellemment que possible les candidats qui s'y destinent?

Disons tout de suite que nous pouvons lui donner et que nous lui donnons en fait une formation universitaire, le seule propre,

sauf peut-être en certains cas exceptionnels, à procurer au futur administrateur public les connaissances et la compétence indispensables à l'accomplissement de sa future tâche. C'est donc de "formation universitaire" surtout dont nous nous entretiendrons ce matin.

Pour bien comprendre le nature et la qualité de la formation que nous donnons à nos étudiants d'universités, quelle que soit la carrière a laquelle ceux-ci se destinent (en effet, je dois immédiatement avouer que nous ne formons spécialement pas plus qu'ailleurs aucun sujet pour le service public), il importe, me semble-t-il, que j'essaie de bien vous décrire le système d'enseignement universitaire au Canada français. Ce système ne permet aucun parallélisme étroit avec le système de nos universités anglo-canadiennes. Cependant, il faut bien prendre garde de confondre ici parallélisme et équivalence, l'absence de parallélisme rigoureux n'exclut pas du tout qu'il peut et qu'il y a, en fait, au moins équivalence dans un grand nombre des programmes d'enseignement de beaucoup des facultés de nos universités franco et anglo-canadiennes.

Comme vous le savez tous, l'admission à toutes nos facultés universitaires exige, et c'est là. une condition essentielle, que le candidat qui s'y présente soit déjà porteur du diplôme universitaire de bachelier-ès-arts, e'est-a-dire que tout étudiant qui veut entrer dans l'une ou l'autre de nos facultés soit déjà "mutatis mutandis" un gradué, un "graduate student" comme on le désignerait dans une université anglo-canadienne ou américaine. La seule faculté ou l'on ne requiert pas un diplôme universitaire antérieur pour 1'admission est la Faculté des Arts, parce que c'est elle précisément qui octroie le baccalauréat ès arts. Depuis quelques années cependant, on accepte dans certaines facultés, notamment les facultés de sciences physiques, chimiques et de génie, dans les facultés de commerce et de sciences sociales, les étudiants porteurs du diplôme couronnant les études du cours que l'on désigne sous le nom de "cours secondaire moderne". Ce cours, s'il ne correspond pas exactement au cours de la Faculté des Arts, désigné sous le nom de "cours classique", est, à toutes fins pratique, considéré par les facultés qui le reconnaissent comme l'équivalent du cours dit classique.

On voit donc qu'il existe déjà une différence notable en ce qui a trait à 1'admission aux diverses facultés entre les universités

canadiennes de langue française et les universités canadienne de langue anglaise. Retracer l'origine historique de ces différences serait sans aucun doute fort instructif et nous aiderait peut-être à mieux comprendre la structure des deux systèmes d'enseignement universitaire, mais nous n'avons pas le temps de le faire ce matin. Qu'il suffise de noter que les deux conceptions sont assurément l'expression de deux cultures différentes, sans qu'elles soient pour cela inférieures l'une à l'autre.

Nous pouvons maintenant nous demander comment on parvient à obtenir le diplôme de bachelier-ès-arts, c'est-à-dire quelles sont les études requises pour l'obtention de ce diplôme, qui, je tiens à vous le dire. Messieurs, est presque toujours fort difficile à décrocher. Trois étapes assez longues doivent être parcourues avant de pouvoir se présenter aux examens du baccalauréat-ès-arts ; le première est celle du cours primaire jusqu'après la sixième année pour les institutions qui préparent spécialement leurs élèves pour le cours classique, et jusqu'après la septième année pour les autres. Il serait superflu de commenter le programme d'étude suivi par l'élève durant cette première étape.

Le seconde étape en est une d'introduction au cours proprement dit de la faculté des Arts; déjà on aborde l'étude des humanités; on y voit les éléments fondamentaux des vieilles langues qui sont à l'origine non seulement du français mais aussi, dans une large mesure, de la langue anglaise; on y trouve, en outre, un programme d'histoire universelle décrivant les grands bouleversements politiques et militaires des âges passés de même que l'évolution des civilisations; on y continue l'étude du français, de l'anglais et des mathématiques; les quatre années de ce cours d'introduction au cours de la Faculté des Arts se terminent par les examens au terme desquels le candidat heureux obtient le diplôme d'immatriculation, lui donnant accès au cours de la Faculté des Arts.

Si nous faisons,—afin de mieux faire comprendre par une analogie la valeur du programme d'étude que je viens de décrire très sommairement,—si nous faisons, dis-je, une comparaison entre les études faites dans nos institutions françaises et celles de nos institutions anglaises, en nous servant de la durée des études accomplies comme terme de comparaison, le diplôme d'immatriculation obtenu après la seconde étape, correspondrait au diplôme de

"Junior Matriculation" donné dans les High School de la Province de Québec.

A la cinquième année du cours que l'on appelle le cours classique, commence la troisième étape des études conduisant au B.A. Cette troisième étape est celle des cours de la Faculté des Arts proprement dits ou, si on la décrit en termes d'équivalence par rapport aux universités anglo-canadiennes, c'est le cours du "College". Mais ici, et c'est encore très souvent une source de confusion pour les Canadiens de langue anglaise, le "College" n'est pas sur le Campus, il n'est pas centralisé; au contraire, il est fortement décentralisé géographiquement puisque le "College" se loge dans chacune des institutions d'enseignement secondaire affiliées à l'Université. L'Université Laval dont je puis parler plus pertinemment, parce que je la connais mieux que les autres universités françaises du pays, compte pour sa part vingt-neuf de ces institutions. Malgré cette décentralisation géographique, l'administration de la Faculté des Arts n'en a pas moins son siège à l'Université même, ayant à sa tête un doyen résidant à l'Université et un Conseil de Faculté.

Les quatre années du cours de la Faculté des Arts conduisent à l'obtention, après un examen long et sévère dit du baccalauréat, du diplôme de bachelier-ès-arts.

Ici encore si nous tentons une comparaison avec le cours des "Colleges" de nos universités anglo-canadiennes, en prenant toujours la durée des études comme terme de comparaison, nous trouvons que s'il n'y a pas similitude totale dans la structure et la nature du programme, il y a cependant équivalence dans la durée du cours, du moins avec le cours des institutions anglaises de la province de Québec et même des autres provinces, à l'exclusion de l'Ontario et de la Colombie canadienne. A l'Université McGill, la durée normale de la période du "College" est de quatre ans après le "Junior Matriculation" ou de trois ans après le "Senior Matriculation" que l'étudiant obtient à la fin de l'année qui suit celle du "Junior Matriculation". Quelle que soit la façon dont on calcule la longueur de la période de "College" requise normalement pour se présenter aux examens du baccalauréat, on constate que la durée totale normale des études est généralement et le plus souvent de quinze ans dans les institutions de langue française et de quinze ans également dans celles de langue anglaise, c'est-à-dire sept ans de cours primaire plus quatre ans de cours pour l'immatriculation, plus

quatre ans de cours de la faculté des Arts, ceci pour les maisons d'enseignement franco-canadiennes et quant aux maisons d'enseignement anglo-canadienne, l'étudiant doit faire on2e années d'études avant l'obtention du certificat de "Junior Matriculation" et quatre ans de "College".

Néanmoins, il faut encore ici noter certaines différences assez appréciables. Le baccalauréat-ès-arts décerné par nos universités du Canada français est ce que l'on pourrait appeler un baccalauréat-ès-arts général, couronnant des études d'humanités fortement marquées par un souci de culture et de formation générales s'inspirant aux sources des vieilles civilisations grecque et latine et puisant largement dans le patrimoine très riche de la littérature française et aussi anglaise de l'époque classique et de la philosophie médiévale, tout cet enseignement étant interprété cependant par des professeurs d'aujourd'hui, et qui sont bien de leur temps, et dans le contexte du XXe siècle. Tout ceci ne veut pas dire que l'on reste étranger à l'étude du français et de l'anglais modernes, ni à l'étude des sciences positives et expérimentales fondamentales; bien au contraire, depuis plusieurs années on a pu y remarquer l'importance grandissante des matières scientifiques dans le programme classique.

D'autre part, le baccalauréat-ès-arts décroché à la fin du cours du "College" peut être général, bien qu'à certains égards, différent du précédent, mais il est aussi très souvent déjà spécialisé; c'est ainsi, si je suis bien informé, qu'un étudiant de McGill ou de Queens ou de Saskatchewan peut avoir son B.A. mais avec mention en économique, par exemple, B.A. in Economics; je pourrais offrir d'autres exemples du même genre, mais pour ne retenir que celui-ci, l'étudiant qui, à Laval ou à Montréal, veut avoir le titre équivalent, devra, déjà porteur du diplôme du baccalauréat-ès-arts, se présenter à la Faculté qui décerne ce titre de bachelier en sciences économiques, y étudier régulièrement pendant deux ans, y subir les examens avec succès, après quoi on lui accordera le diplôme de bachelier en sciences économiques. Dans le case de l'étudiant à l'université anglo-canadienne, la durée normale des études pour l'obtention du B.A. in Economics aura été de quinze ans,—et de dix-sept ans exceptionnellement (ce serait, par exemple, le cas de l'étudiant de l'Université de Toronto) tandis que pour l'étudiant de langue française de nos universités, la durée du cours conduisant à un diplôme équivalent aura été, dans tous les cas, de dix-sept ans.

Si le même étudiant veut sa maîtrise en économique (master's degree) il fera normalement une autre année d'études après le baccalauréat dans une université anglo-canadienne, et toujours deux ans de plus, avec spécialisation plus accentuée, dans une université franco-canadienne.

Voilà, hâtivement esquissés, les traits de ressemblance et de dissemblance dans la préparation universitaire jusqu'au baccalauréat, des étudiants de langue française et des étudiants de langue anglaise, ou si l'on veut les termes d'équivalence; encore une fois, le parallélisme est ici quasi impossible à établir, tout au plus peut-on faire ressortir par l'analyse du programme et la mention de la durée des études l'équivalence certaine qui existe entre les deux types de formation, ce qui, du même coup, nous permet à tous, Messieurs, de mieux comprendre la nature et la qualité de la formation que nous essayons de donner dans nos universités, aux candidats éventuels du service civil, tant fédéral, que provincial et municipal.

C'est à ce moment qu'il convient d'examiner l'enseignement que nos universités françaises dispensent à leurs étudiants après l'obtention de leur diplôme de bachelier-ès-arts. Nous n'avons pas le temps de décrire, même sommairement, le programme de chacune des facultés ou des écoles universitaires. La mention des professions ou des diplômes universitaires spécialisés nous renseignera déjà assez bien sur la formation acquise par nos étudiants et qui peut les mettre en mesure de rendre des services signalés à leur pays, à leur province ou à leur municipalité, dans la sphère respective de leurs connaissances. J'indiquerai d'abord les vieilles professions, le droit et la médecine, dont l'enseignement se fait aux universités de Montréal, d'Ottawa et de Québec; ensuite, les sciences expérimentales : la chimie, la biologie, la physique, etc. ; aux trois universités que je viens de mentionner, on trouve une faculté des sciences; dans le domaine du génie : l'Ecole Polytechnique, à Montréal, forme les ingénieurs civils et permet; en outre l'accès aux carrières d'ingénieur minier et d'ingénieur en électricité; l'Ecole de Génie Minier, de Laval, forme les ingénieurs miniers et les ingénieurs métallurgistes; l'Ecole de Génie Electrique, de Laval, prépare des ingénieurs en électricité; la Faculté d'Arpentage et de Génie Forestier, de Laval, elle aussi, décerne le diplôme d'Arpenteur et d'Ingénieur Forestier; la Faculté d'Agriculture, de l'Université Laval, et l'Ecole d'Agriculture d'Oka, affiliée à l'Université de

Montréal, forment des agronomes et *des* bacheliers en sciences agricoles; on peut, après deux, trois ou quatre ans d'étude, détenir des diplômes universitaires supérieurs en littérature ou en langue française, anglaise, espagnole, allemande, italienne, portugaise, latine, grecque ou même slave; à Montréal, l'Ecole des Hautes-Etudes, et à Québec, l'Ecole Supérieure de Commerce, par leur cours d'une durée de quatre ans, fournissent une excellente formation à ceux qui se destinent aux carrières financière, commerciale et industrielle. L'Université Laval a une Faculté des Sciences Sociales, renfermant un département de Sociologie, un département d'Economique et un département des Relations Industrielles. L'Université de Montréal a une Ecole des Relations Industrielles. L'Université d'Ottawa a une Ecole de sciences sociales, ayant les départements de diplomatie, de relations internationales et de commerce international. A Montréal, à Québec et à Ottawa, on trouve dans l'une et l'autre de ces villes, une école universitaire de Service Social. Aux deux endroits, il y une école universitaire de pharmacie; l'Université de Montréal a une Ecole d'Art dentaire. Enfin, à Laval, on a une Ecole préparant des spécialistes en pêcheries. Je laisse de côté évidemment les facultés philosophique et théologique, et celle des Arts, qui renferme une école universitaire d'infirmières et de diététiciennes. Plusieurs centres de recherches, en l'une ou l'autre de ces disciplines, existent dans nos universités de langue française.

Dans chacune d'entre elles, le programme d'enseignement conduit non seulement au baccalauréat spécialisé, mais aussi à la maîtrise (Master's degree) et au doctorat (Ph.D.).

Il est regrettable de ne pouvoir vous expliquer en détail la nature et l'agencement des programme de chacune des facultés ou des écoles universitaires spécialisées; mais il ne s'agit pas dans cette conférence de vous décrire le fonctionnement et l'organisation de nos universités, il suffit de signaler à votre attention le genre et la diversité de formation que peuvent y recevoir, les étudiants qui désirent s'engager plus tard dans la carrière, aux occupations, elles aussi, si variées du service public. En ce faisant, je pense que j'ai répondu, imparfaitement sans doute, mais du mieux que j'ai pu le faire dans une étude aussi générale, à la question muette renfermée dans le titre du sujet que l'on m'a proposé de traiter.

Avant de me taire, je veux toutefois ajouter quelques brèves considérations sur la formation donnée à ceux dont les études se

terminent après le cours primaire complémentaire ou supérieur et sur les carrières de l'administration publique qu'ils peuvent embrasser.

Si nous analysons l'un et l'autre de ces cours en terme de durée et si nous établissons une comparaison avec le système d'enseignement du "High School", nous constatons que le cours dit "primaire complémentaire" est un cours inachevé, c'est-à-dire qu'il correspond au cours primaire élémentaire de sept années d'étude plus deux années du programme conduisant à l'immatriculation junior. Quant au cours primaire supérieur, il comporte lui aussi comme condition essentielle à l'admission, les sept années du cours primaire élémentaire plus les quatre années conduisant à l'obtention du diplôme "d'immatriculation junior" ou les cinq années au terme desquelles le candidat heureux aux examens décrochera un diplôme représentant une équivalence avec celui de "l'immatriculation senior", selon que la durée totale des études, depuis leur début, sera de onze ans ou de douze ans. De plus, en plus les institutions d'enseignement primaire de nos villes ont une tendance à perfectionner leur programme afin d'en arriver à cette formule d'enseignement que je viens de décrire. Déjà un bon nombre d'entre elles l'ont adoptée. Cette tendance est aussi visible dans quelques milieux en dehors des villes.

Ceux qui détiennent le diplôme d'études primaires supérieures et qui veulent immédiatement entrer dans le Service Civil sont dans une situation comparable aux étudiants du High School, détenant leur diplôme "d'immatriculation junior ou senior". Les fonctions,—et elles sont assez nombreuses et fort variées,—qu'ils peuvent occuper dans le fonctionnarisme fédéral, provincial ou municipal, sont celles qui n'exigent aucune formation universitaire professionnelle ou spécialisée.

En terminant, Messieurs, il est bon de se rappeler que les principes fondamentaux de l'administration publique sont ceux de toute administration; "administrer", a-t-on écrit, c'est "à la fois prévoir, organiser, commander, coordonner et contrôler". Il ressort de cette définition que ceux qui sont appelés à exercer une fonction administrative, doivent posséder une formation aussi solide et aussi étendue que possible. Cette exigence devient impérieuse quand il s'agit d'administration publique. Voilà pourquoi à ceux qui se destinent au Service public, nous voulons assurer une préparation

et donner un ensemble de connaissances qui en feront des serviteurs publics d'une compétence de plus en plus grande.

S'il arrive que trop de nos jeunes gens, au sortir de leurs études universitaires ou secondaires, n'embrassent pas la carrière de l'administration publique, c'est qu'ils trouvent ailleurs une occupation qui correspond mieux à leurs aptitudes ou à leurs goûts; ou c'est encore qu'ils en sont détournés pour d'autres raisons que je n'analyserai pas au terme de cette causerie, mais qui mériteraient sûrement d'être inventoriées et analysées; enfin, il se peut que leur indifférence soit due aussi à une absence d'information suffisante, autre sujet qui devrait, à mon humble avis, faire lui aussi d'objet de nos préoccupations.

Puis-je, en vous remerciant de la sympathique attention que vous m'avez portée, suggérer que notre Institut, par l'entremise d'un comité spécial, ou à l'aide de toute autre formule, étudie soigneusement notre enseignement, à ses divers niveaux, et ce qu'il offre comme formation pour le Service Civil, non seulement au Canada français mais dans tout notre pays et aussi qu'il étudie cette question si importante de l'équivalence de nos deux principaux systèmes d'enseignement.

Merci, M. le président, merci, Messieurs.

## SUMMARY OF MR. MARTIN'S PAPER

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Mr. Chairman, my dear friends : Mr. Martin has asked me to make a short summary of his address in English. I'll do it in a rather short way, since I realize that you know that brief sermons are in order; consequently, I will make it short though it won't have the sermon twist. (Laughter).

Mr. Martin has devoted his talk mainly to the following problem : "What is the training given to French-speaking students of the Province of Quebec who wish to enter the Civil Service Administration?" The answer to this question requires an explanation regarding the organization of secondary and university

studies in the Province of Quebec. There are, as you know, two French Universities, Laval and Montreal. In Ottawa we have a unique type of University which is bilingual because it is in the Federal Capital. For years, we have endeavoured to build parallel courses in both languages. It is a very expensive venture, but I think the results are promising.

Mr. Martin has stated, as a basic principle, that it is absolutely impossible to make a strict parallel between the English and French secondary and university courses. But he has said (and I think he is right) that although it is impossible to establish a strict parallel, it is possible to set equivalences from one course to.the other. No university student may be admitted in Laval, Montreal or Ottawa (there is a slight difference for Ottawa because of the two systems which are included in the University) unless he already has his B.A. For instance, a student wishing to enter medicine or law or engineering, must first have his B.A. During the last few years, there has been a tendency, because of the pressure of the circumstances, to modify this rule slightly. However, I think, on the whole, that it is regrettable that we should relax the requirements of the B.A. in order to be more, as we say, practical. Speaking of this practical aspect of studies, I think 1 would wholeheartedly endorse Mr. Mackintosh's remarks that a general culture more than a specialized culture should be the culture of a civil servant. Some may feel that a general culture is not very practical. But things which are thoroughly practical may not be practical at all in certain circumstances. They may be very practical in one field, but not practical as a rule of life. A general education, especially when given in the manner in which such an education is given at Laval and Montreal, tends, not necessarily to give a large number of subjects but to train the mind with a classical culture, in order that one may be able to think clearly, to reason soundly. This is very important, for sound reasoning is the basis of all sound activity.

There is one feature of education in the Province of Quebec which does not exist elsewhere. At both the University of Laval and the University of Montreal, there is an administrative headquarters in the university itself. However, the teaching for the B.A. is not being given in the university itself on the campus; it is not centralized, and this is a big difference from the other provinces. For instance, in Ontario, to study for his B.A., a student must go

to the university campus; but, in Quebec, there are twenty-nine colleges that give training for the B.A., and the students may study for their degrees in their own district. This is a very interesting factor to note.

In Ontario and the other English-speaking provinces, we call "college" the four years of study that come after junior matriculation. We have four years to study for junior matriculation standing, and then four more years for the B.A. degree, that is, the "college" is a matter of four years of study. In Quebec, the "college" comprises eight years of study including what we in Ontario call "junior matriculation". So you see, the word "college" does not mean the same in both places. It is very important to keep this in mind. However, in both the English-speaking and French-speaking provinces, it takes fifteen years to get a B.A. (There may be a slight modification of this rule in some provinces.)

Mr. Martin has stressed this difference between the systems. However, contents, although not absolutely identical, may be said to be equivalent. In the Province of Quebec, there is a stronger stress put on the teaching of classical languages, Latin, Greek, French and English, than on sciences, especially for the general B.A. I would say (though this is nothing official) that the general B.A. given by Laval and Montreal could be said to be somewhat equivalent to an Honours B.A. with a major in literature. Besides this, Mr. Martin has pointed out that in order to obtain, for instance, the Bachelor of Economics, in Laval or Montreal, a B.A. is needed, plus two additional years; this means that a total of seventeen years is required. Two more years are required for the M.A., one more year for the doctorate.

After this, Mr. Martin has made a short survey of the various departments which might help to train a civil servant, especially in the various faculties and branches of the French universities, which are the same departments as we have in the English universities.

Finally, Mr. Martin expressed the wish that there be set up a committee or some sort of body to study the various equivalents in order to determine the co-relation between the degrees given by the French and English universities, to know where each one stands and to be able to give fair treatment to all the various degrees which

at times are worded differently, but which, fundamentally, come to the same thing. (Applause).

MR. L. E. PEVERILL: Now we have a few minutes that we might devote to a discussion of these papers. Of course we realize that any answers to questions asked on the paper prepared by Mr. Bland will necessarily be restricted. Are there any questions?

MR. E. A. POULIN, CITY TREASURER, ST. BONIFACE, MANITOBA: Mr. Chairman, as one of the oldest members here, almost ready to be put in the grave, I want to say how pleased I am to see this Institute formed and active and going on to higher honours. I want to say that I approve of Dr. Mackintosh answering negatively, or practically negatively, to that question about training and recruitment with special training. First of all,—if you will look at your programme you will see all those distinguished people here from the public service, those we have here today with us, who did not, as far as I know, in Canada, have specialized training. Perhaps Dr. Mackintosh is right. And I think that St. Boniface should hear that, too. I went to a college that Father Guay described a while ago, a classical college, and we were taught Greek and Latin and French literature. We had but little respect for chemistry and physics; when it came to mathematics, it was practically a disgrace to be a good mathematician then, because we were an artistic nation, the French, you know and the English were a nation of shopkeepers. (Laughter). At that time the question of Fashoda, that incident with Kitchener, was very active and there was very high tension between the French and the English, and naturally, we took the French people's part—my mother was English, though, and I had a pretty bad time of it sometimes. I had to defend both races; my father was French and my mother was English.

Anyhow, to give you proof, I was teaching school in Manitoba in a little city across the river from Winnipeg in 1909 when one day—I was getting $60 a month teaching a grade 2 class—when one day, a councillor, an old gentleman who was a councillor in a small municipality outside of Winnipeg, came to me and he said, "How would you like to take the job of being secretary-treasurer in our municipality?" and I said, "Why, I have no training! I have no training, I was trained as a school teacher." "Oh, that doesn't matter; you have a B.A.," he said. "You're a smart boy, you can take that over—easy!" See, I was going with the nicest girl in

Manitoba then and I wanted to get married. (Laughter). He offered me $100 per month, and a free suite; there was a free suite above the municipal hall. So I thought it was Providence coming to my rescue and I accepted. Fools rush in, you know. I discovered my mistake very shortly after. The first thing, I had to get the books away from the previous secretary-treasurer. He had been dismissed because he was too bossy, he was running the council and these gentlemen didn't like it. He claimed he was on salary and they wouldn't give it to him, so we had quite a job getting the books from him. When I got them at last, the first entry I had to make; I got a remittance for taxes and it was $21.21. But the taxes were $21.27. Well, you know, I had never studied bookkeeping, I thought bookkeeping was too difficult to learn and I never tried to learn it. So, I said, "What's six cents?" (Laughter). So I made a receipt for $21.21 and I said, "Oh, I can stick in that six cents myself, later on, and I will make up for it." Naturally when I came to balance my books at the end of the month I was stuck. So 1 knew then that I was in hot water, so I went to a chap who I knew was a bookkeeper and I said, "Come on now, I'll give you so much and you teach me some bookkeeping and look over my books for a little while." So he gave me a few lessons and then I bought a book on bookkeeping and I studied it. And, as you see, I have been there forty years now. In fact, I was promoted in 1933 and that municipality has grown into a little city, and with my limited knowledge I have managed to stay there, so I couldn't have been too bad. It proves that with a little judgment, which is very scarce anyway—with a little judgment—a little charity, you can get along pretty well in the civil service.

Thank you, gentlemen. (Applause).

MR. FRANK MacKINNON, PRINCIPAL, PRINCE OF WALES COLLEGE, CHARLOTTETOWN, P.E.I.: Mr. Chairman, I have been asked to provoke some discussion on the papers today, particularly on Dr. Mackintosh's with respect to the teaching of specialized degrees in public administration. Perhaps I was asked that because I have a specialized degree in public administration and because I have presented candidates for degrees in public administration and trained them over several years. It might be expected that I would take the other side of Dr. Mackintosh's argument. But unfortunately, Mr. Chairman, I can't do that, because I agree whole-

heartedly with most of what he has said. I feel that if we are aiming to give a man training in public administration we should not give him a specialized degree in the field at the undergraduate level. When we are discussing academic qualifications in public administration, we have to clarify our thinking at the outset and make sure that we understand that public administration is a field and not a subject; that it is broader than a mere technical training in administration; that it is not, in my opinion, and, I believe, in Dr. Mackintosh's, an attempt to train a man for specific jobs in the various branches of government, but rather a programme designed to give him a broad general education together with some special competence in the subjects associated with public affairs. Academic training itself will not give a man a passport to a deputy ministership. That is a point which appears obvious, but I have found in my own experience that it has been necessary to tell students in public administration at the very beginning that they are in college to take public administration as a field of study, not as a specialized training which will automatically make them administrators. When they graduate they have to make their own way in the government service.

If we must give public administration training in the colleges and universities, what must it be? My feeling is, as I have said, that it must be a thorough training in the field of economics, political science, law and allied subject. I believe that we cannot do that in the undergraduate Pass Arts level, because you cannot give a man a good basic training in economics, political science and law, and also give him the other basic subjects so necessary to an Arts course, all in four years. If you give him too much in the field of public administration, you run into the danger of sacrificing his foundation in the other necessary subjects, English language and literature, French, the sciences, and so on. There are only 20 subjects in a B.A. Degree as a rule, and the technical aspects of public administration should not crowd the other fields off the calendar.

If we don't give it at the pass under-graduate level, where may we give it? Perhaps, we may give it at the under-graduate honour level where a man takes the public administration field as his continuation subjects, and graduates with his B.A. plus some extra work in the field. There is some controversy on the desirability of

doing that, but the possibilities are there, if carefully planned, so that the student may have a solid foundation in the principles of public administration and at the same time get a good grounding in the other subjects, so necessary to an Arts training.

Then too, perhaps, public administration in the academic field can be given in the diploma courses. Diploma courses have, sometimes, in universities, been very useful instruments where you cannot give specific degrees. I have found, however, that diploma courses in public administration are *most* useful for students who already have the B.A. Degree, because they have the foundation upon which to build the public administration competently.

However, I do feel that the real place for public administration is at the graduate level, because there a man has come to the graduate faculty with his basic training and then he can branch out and take as much public administration as he can. But again, I must repeat the warning that a man who may have a B.A. in public administration or diploma in public administration or graduate degree in public administration still has to prove himself as an administrator. The colleges can give him training in the basic principles; from there he must go on by himself. Persons who are trained in public administration at colleges should not have an exclusive monopoly on the channel of advancement through the public service. Those who are trained in other fields, English language and literature, history, philosophy and so on, can become, if their basic common sense and abilities are there, public administrators just in the same way as those who are graduated in public administration.

I appreciate what Dr. Mackintosh has said, that the main function of the teachers in the field of public administration in colleges is to stimulate the imagination, and as Mr. Martin has said, to stimulate their general culture, broaden them out, train them to think, train them above all things to use common sense. I think you will all agree that in the Civil Service everywhere—and not only in the Civil Service, but in the parliamentary and executive branches of Government—that imagination, culture and common sense are assets without which the Bachelor's, Master's or Doctor's Degree in public administration are of little use.

I must say, Mr. Chairman, that I have omitted consideration of the specific course in public administration—for here we are dis-

cussing the degree. A course on the principles and practices *of* public administration is valuable in any degree programme, not only to prospective civil servants, but to others. However, it usually requires a fair number of prerequisites in political science and other subjects, and should be reserved, I think, for the final year.

I was very pleased to hear Dr. Mackintosh mention the seminar. That would be valuable, for I think public administration in the colleges would be helped by a mixing of minds, by getting the eminent public servants together with persons in the academic side to discuss common problems and possibilities in the field. This Institute is in an excellent position to sponsor such a seminar, and I trust that it will encourage as well many other opportunities for cordial relations between scholars and professional administrators.

We may, in the colleges, be able to help the Institute and public administration generally by providing extension work and research facilities to civil servants, and there are many colleges across Canada that are strategically situated for this purpose in the Dominion and Provincial capitals. We may also be able to assist the government services in the Provinces and in the Dominion by keeping in close touch with the needs of the government service and by facilitating contact between promising students and those in the government service. Not only that, but I feel that the Institute and the government services at all levels, Dominion, Provincial, and Municipal, can be of enormous help to the universities in the academic side of public administration by providing material and funds for research and means by which *students in* public administration can get practical training. We would like to see, for example, facilities for providing jobs in the government services during the summer time so that students can obtain some practical appreciation of what the government is doing other than what they get in books. That has been done to a considerable extent in the Dominion and in some provinces; I should like to see it as general as possible.

Finally, I would like to see both colleges and governments do all they can to increase public understanding of the structure and problems of government in the Dominion, the provinces and the municipalities. Such public understanding is essential in modern democracy in this challenging era, and the work of those who have

already contributed their teaching and research has been most encouraging. Here then is a task for this Institute, and I am happy to have this opportunity of welcoming the advent of the Institute and of expressing the hope that it will continue and flourish as one of the most active and interesting organizations in Canada. (Applause).

MR. KEITH B. CALLARD, McGILL UNIVERSITY: Mr. Chairman, I'm afraid the academic side has been taking up rather a lot of this discussion. I am engaged in the teaching of public administration as a subject which may give me rather a different approach from that of Dr. Mackintosh with his wider viewpoint. I would like to stress the fact that public administration on the academic level is a new subject and it is and can be and should be a great deal more than just teaching our students what the Consolidated Revenue and Audit Act says. It is an academic discipline and as an academic discipline it stands or falls; that is, its primary object is to broaden the mind and to educate, not to teach the technique. If it is purely a matter of instructing in a technique, then there may be scope for it in evening courses and in internal training inside the various public service bodies, on which level the universities and the public service may co-operate. But if it more than that, if it is a general mind broadening training, if it is going to produce better administrators, then it is worthwhile undertaking in the universities. And it is a new subject and nobody has yet satisfactorily answered the question of what makes the best administrator. We have had examples of people (Dr. Davidson was mentioned) who have a classical background, as Deputy Ministers. "We have Dr. Keenleyside, Dr. McKay, Mr. Bryce himself, all having come from the academic world. The point is not, do these men make good administrators, we know the answer to that question. The point is, would they have been improved in any way if they had had a social science background. Not merely do we want first class minds—of course we want first class minds—but would they in any way have been first class-plus minds if they had had some knowledge of the social sciences? I don!t know the answer to that question. I think it is one which is worth further study.

I think that the social sciences do have an approach that is rather different from that of some of the natural sciences and from

that of some of the Arts subjects. I think they do teach, if they are successfully carried on in universities, they do teach the quantitative approach—not merely: "this is a good policy, this is the best policy", but they teach people to say, "so much of this is good at the expense of something else." There is always a range of alternatives in administration and we have to teach people to think in terms of a little bit more of this alternative at a cost of a little bit less of that. That is the sort of mind that we are trying to produce. We have got to undertake more research into this problem of what makes a good administrator first. That is one of the major fields. We have got to study existing public administrators and find out why they are good and why they are bad; not just say, this is a man who was born an administrator; this man arrived through the road of the classics; this man arrived through the road of pure mathematics. We have got to try and analyze it a little further than that. We have got to associate with other disciplines as psychology, and sociology, and we have got to try and find out how we can get a higher average standard of administrators.

Then again we have got to have people with broad minds. We have got to have people who can learn from the experience of other countries, from the United States, from Britain, and from any other countries, whose institutions are broadly democratic. We don't want people who have just travelled one narrow road, who accept the environment of a given department, a given office. We want people who have the broad view, who are capable of realizing the essential differences between one system of administration, of realizing what can be carried over and what can not be carried over. There have been many mistakes made, because people have seized upon institutions that have worked well under one set of conditions and tried to apply them in entirely different conditions. We want an analytical mind that can separate out the essential from the merely transient necessities of any given situation.

Above all, and this is one of the main points, and the last point that I would like to make,'we do want co-operation between the public service and between the academic world in carrying on the research in Canadian problems of public administration. This is a wide open field. It is largely to be carried out on the graduate level, but we do need a constant intercourse and a constant study by minds who are not and have not been entirely devoted to the

given institutional framework in which the problem is posed. We need people with this wider background who will be able to go and look from this comparative basis and try and produce an answer that may result in an all-round improvement and in all-round higher standards. If I might make one departure from the actual subjects we have been discussing this morning (maybe this is somewhat impertinent in view of the fact that from the point of view of age, I am probably the youngest member present), I might suggest that both the British, and the American Society for Public Administration, both have gone out of their way to encourage participation of the younger members. They are people, very often, who are just graduated, from universities, and they are the people who can combine, at a fairly junior level, intelligent application of what they have learned at the universities with their first impressions. They approach administrative problems with comparatively open minds and therefore, I would urge on this Institute that they do make some attempt to have a class of membership that will be open to younger public servants, who can be encouraged to start at the beginning, thinking about these problems of raising standards and improving service to the public of Canada. (Applause).

MR. L. E. PEVERILL: We have time for one more speaker.

PROFESSOR HARRY M. CASSIDY, DIRECTOR OF THE SCHOOL OF SOCIAL WORK, UNIVERSITY OF TORONTO: Mr. Chairman, it is, as the last speaker suggested, very difficult for the academics to keep up with this discussion. I know we all appreciate very much indeed the fine, balanced, careful presentation made by Dean Mackintosh, with which I am in substantial agreement. And yet, perhaps, there are a few points to be made regarding the whole issue, which may come a little differently from people who like myself are concerned with the professional schools, which are overtly, we believe, training for public service, if not for public administration in the very special sense of the term.

I agree with points made by Professor Callard. I think it is rather important that we should not be concerned only that the public service shall have "first-class minds", completely important though that is. There happen to be many others who are not in the very top group who will be recruited to the public service. We

must think of them as well as of the brilliant few with the best minds.

It seems to me that the difficulties regarding public administration as a subject of study and training in the university are largely explainable in terms of a point made by a distinguished businessman whom I heard speak in a conference in Toronto some days ago. He is well known to some here, Mr. William Anderson, President of the North American Life Insurance Company. He was speaking about social security. He said, "I approach this from the standpoint of one who is from a horizontal profession, e.g., that of the actuary." He spoke of the actuary by contrast with those who belong to the "vertical professions", like medicine or law. I wonder if public administration isn't in somewhat the same category as actuarial work. Perhaps it is at this point that some of our difficulty emerges, leading to the grave question raised by Professor Mackintosh, which I share, about the validity of schools of public administration professing to train the only persons who will go into public service. That is scarcely realistic and scarcely compatible with the very important point made by Professor Mackintosh about the need for technical equipment by government personnel. It seems to me, and I think we can all agree on this, that you don't just administer in a vacuum. You administer apropos of something: agriculture, or medical services, or forestry, or finance, or social welfare, as the case may be. In most governmental "administrative" positions you have to have a combination of the knowledge of some technical subject-matter plus general knowledge of and capacity for administration.

May I venture to suggest several other things which the universities might do, beyond what they are doing now, to be added to Professor Mackintosh's list. The first of these brings me back to the point about professional schools. We in the professional schools would profit very materially in our educational work if there were in our universities more provision for the study and the teaching of the principles and the practice of public administration. We in the Schools of Social Welfare feel this keenly, for we want to turn out students who are competent to administer the social services. There is the real definition, I think, of social worker. Our students should know the sort of thing which is contained in the fundamental texts like Gulick and Urwick's admirable "Papers on

the Science of Administration," and Leonard White's "Introduction to Public Administration". We can't teach our students public welfare administration, as I try to do, except by reference to certain basic and general principles of administration and organization which are applicable to each specific field. Our professional schools at my own University of Toronto, the School of Education, the School of Engineering, the School of Hygiene, the School of Social Work, and others, are all offering certain courses in administration with particular reference to the public service. If we only had more provision for the teaching of the principles of administration by persons specializing in the general subject, our own efforts to teach administration apropos a given field would be vastly strengthened. I have felt quite frankly that, by contrast with my former School of Social Welfare at the University of California, where we had a competent Bureau of Public Administration to assist us, we are weak, at my present school, because of the lack of a similar organization.

Secondly, another point made by Professor Callard is frightfully important. I think Professor Mackintosh had this in mind also: the need for research and study. Again, speaking as a member of a professional group, I have found my own work in the study of social welfare in Canada gravely handicapped because certain basic studies of public administration have not been made. I have had to struggle for certain premises independently without the advantage of that background of analysis and study which might have been provided by specialists in public administration.

Thirdly, I am inclined to wonder if we don't have to go farther than Professor Mackintosh suggests in the training of administrative "generalists". Of course, I agree that such training should be at the graduate level. It is well for us to consider what has been done in the United States. Princeton, Syracuse, California, Minnesota and other Universities have for years offered graduate work in public administration which has led many young men and some women to public service in certain general areas or agencies, such as personnel management, budgetting, research, the U.S. Civil Service Commission, the U.S. Bureau of the Budget, and the various state civil service commissions. In California, where City Manager government is well developed, a good many of the students from the University Bureau of Public Administration would go into city or county administration. They would commonly begin as young ad-

ministrative assistants and would spend some years moving around departments a bit, and then would become City or County Managers, perhaps in small towns or counties. I think that the results were distinctly successful. The same thing has happened in Virginia and elsewhere. There is, I think, much need and much potential demand, particularly at the local level of government with its small units for general administrators who might be trained in some measure at the graduate level in schools of public administration which give diplomas or possibly degrees. I offer no argument for degrees in Canada; I think there is the danger of this being overdone. But there is probably a case for diplomas or credentials of some sort if degrees in public administration are not established.

One further point is this. In connection with training in public administration, our stress this morning has been, I think, essentially upon the academic side of the whole thing, the study of economics, government, history, law, and so on; and with the need for such studies I completely concur. But there is something else that is needed in the training, as we have long since discovered in the professional schools—that you can't train effectively for a profession unless you develop skill in the student as well as knowledge. In my own field of social welfare we put great stress upon field training under supervision—not just having summer experience in an office somewhere, but very well defined training under competent and experienced supervisors in agencies of good standards. In my own school we are placing a few students this year in the Employment Service of Canada, in the Workmen's Compensation Board of Ontario, and in the Toronto Public Welfare Department, especially for training in the art of administration; not top-level administration, but rather the operation of the local employment office or some other small show, where the student will, we trust, learn to understand and to practice the fundamental processes of administration right down at the level where he will first work when he goes into the public service. Our hope is that he will thus gain something of skill to supplement the knowledge obtained from books and lectures. He should appreciate ever so much more the Gulick-and-Urwick kind of theory when he is working in a concrete practical situation. I think the universities might give more attention to field training in administration than they have done thus far.

Finally, gentlemen, it seems to me that an organization like this can help the universities enormously in such ways as have been mentioned already, and then also in another important way—and that is by defining more clearly the content of the jobs in public administration. We in the universities must and should take our cues for administrative training from the actual experience of administrators, be it in business, be it in government, or elsewhere. It is from the civil servants, from the administrators, who define the jobs, who state the kind of thing they want, who specify the qualities and qualifications they desire in their new recruits—it is from them, it is from you, I should say, that we should take our leading premises for developing our educational work. There are many of us, I am sure, who are eager to train young men and women for the public service, and who will be more than willing to adjust our educational programmes, consistent with due regard for sound principles of general education, to the needs of government. But we must have guidance from you, who are in the best position to know, as to just what those needs are.

MR. L. E. PEVERILL: The subject is proving very interesting and although I am not authorized to say so, it may be that some place will be given to it later on in the conference for further discussion. It is now nearly 12.30. Perhaps we should not prolong the discussion much further.

MR. G. H. SHINK, QUEBEC: I propose that we adjourn.

MR. L. E. PEVERILL: First, before we adjourn, I would like, on your behalf, to thank Mr. Bland, Dr. Mackintosh and Mr. Martin for the very splendid papers that they have prepared for presentation to this general session. (Applause). And also to Mr. Bryce for reading the paper of Mr. Bland, and Father Guay in summarizing the paper of Mr. Martin, and to all who have taken part in the discussions thus far.

Council Luncheon at 12.30 in Room 4.

The Meeting is adjourned.