



Language Regimes in the Provinces and Territories

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Language Regimes in the Provinces and Territories (Background Paper)

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1 INTRODUCTION

Canada's Constitution contains no provision relating to jurisdiction over language. In a 1988 decision, the Supreme Court of Canada affirmed that "language is not an independent matter of legislation but is rather 'ancillary' to the exercise of jurisdiction with respect to some class of subject matter assigned to Parliament or the provincial legislatures by the *Constitution Act, 1867.*" The power to legislate with regard to language therefore belongs to both the federal and provincial levels of government, under their respective legislative authority.

The provinces and territories play an important role in the protection of linguistic minorities in sectors falling under their exclusive or shared jurisdiction. Although until recently researchers have most often referred to the lack of respect by provincial and territorial governments for the rights of linguistic minorities, it appears that official language initiatives by those levels of government are now better known than in the past.

Recent studies have highlighted the efforts made by the provinces and territories to support the development of official-language minority communities.² Practices are continually evolving, as evidenced by the recent enactment of the *Official Languages Act* and the *Inuit Protection Act* in Nunavut and the pending discussions to review the New Brunswick and Northwest Territories language regimes.³

This document summarizes the provincial and territorial language regimes as well as current practices in the intergovernmental collaboration sector.

2 PROVINCIAL AND TERRITORIAL LANGUAGE REGIMES

2.1 GENERAL PROVISIONS

Language regimes vary significantly from one province or territory to another. Only Quebec and Manitoba were subject to linguistic obligations when they entered Confederation. In 1969, New Brunswick adopted the first *Official Languages Act*.

Today, every province except British Columbia and Newfoundland and Labrador has implemented measures to recognize the official languages or the provision of French-language services.

- In some cases, they are legislative measures: New Brunswick, Ontario, Nova Scotia, Prince Edward Island and the three territories.
- In others, these are policy measures: Manitoba and Saskatchewan. Yukon and the Northwest Territories have adopted policies in addition to their existing legislation.

- Only one province has entrenched language provisions in the Constitution: New Brunswick. As mentioned earlier, Quebec and Manitoba also had linguistic obligations entrenched in the Constitution when they entered Confederation.
- Two provinces have adopted regulatory measures: Nova Scotia and Ontario.
- Some language statutes recognize only one official language and restrict the use of minority language to very specific contexts: Quebec, Saskatchewan and Alberta.⁴
- Other language statutes recognize more than two official languages: the three territories.

Table A.1 (see the appendix) summarizes provincial/territorial legislation and governance structure dealing with official languages.

In addition to these general provisions, the provinces and territories have adopted specific linguistic measures relating to such sectors as education, justice and municipal affairs.

2.2 EDUCATION

With regard to education, every province and territory has implemented legislative measures to ensure compliance with section 23 of the *Canadian Charter of Rights and Freedoms*. Section 23 guarantees the right of parents to have their children receive primary and secondary school instruction in the minority language, where numbers warrant. It also guarantees parents the right to manage the minority-language schools.

Since 1970, the federal government has offered financial support to provinces and territories to cover the additional costs incurred for minority-language education and second-language instruction. A protocol signed between the Government of Canada and the Council of Ministers of Education (Canada) for a five-year period governs the management of funding in education. Each province and territory establishes its own action plan identifying funding commitments and performance indicators.⁵

2.3 JUSTICE

Judicially, section 530 of the *Criminal Code*⁶ guarantees the right of every accused to be tried in his or her language of choice. The provinces and territories, which are obligated to meet this requirement, have, for the most part, implemented legislative provisions to that effect.

- In some cases, provisions recognizing the right to use French before the provincial courts is part of the official languages legislation: Saskatchewan, Alberta and the three territories.
- In one case, separate legislation has been adopted recognizing the status of French before the provincial courts: Ontario.
- In other cases, these rights are entrenched in the Constitution: New Brunswick, Quebec and Manitoba.

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 In other cases, provisions on the status of French in the provincial courts do not exist or have not yet been proclaimed: Nova Scotia, Newfoundland and Labrador, British Columbia and Prince Edward Island.

2.4 MUNICIPALITIES

At the municipal level, only Quebec and New Brunswick have adopted language regimes that recognize official-language communities in a minority setting. Nunavut has established Inuit language rights and duties at the municipal level. Elsewhere in Canada, certain municipalities have been given bilingual status or provide services in both official languages; this is the case in Prince Edward Island, Nova Scotia, Ontario, Manitoba, Saskatchewan, Alberta and the Northwest Territories.

In some provinces, municipalities have formed associations to ensure that services in French are preserved and delivered. These include the Francophone Association of Municipalities of Ontario, the *Association francophone des municipalités du Nouveau-Brunswick* and the Association of Manitoba's Bilingual Municipalities.

2.5 OMBUDSMAN

Two provinces (Ontario and New Brunswick) and two territories (Northwest Territories and Nunavut) have established a linguistic ombudsman. The ombudsman's role is to ensure compliance both with official languages legislation and with measures regarding the provision of French-language services. Informal discussions between the provincial/territorial ombudsmen and the federal Commissioner of Official Languages may occur, even though no formal cooperation structure exists on a national basis.

- In Ontario, the Office of the French Language Services Commissioner was created in 2007 by an order in council. The Commissioner reports to the Minister Responsible for Francophone Affairs.
- In New Brunswick, the Office of the Commissioner of Official Languages was established by the 2002 Official Languages Act. In this province, the Commissioner is an officer of the legislative assembly and is independent of government.
- In the territories, the ombudsman positions have a longer history. Their responsibilities range from French and English to Aboriginal languages.
 - The Office of the Languages Commissioner of the Northwest Territories was created in 1990. The Commissioner is appointed by the legislative assembly and is independent from government.
 - The Office of the Languages Commissioner of Nunavut was established when the territory was created in 1999. Here, as well, the Commissioner is an independent officer of the territory's legislative assembly. It should be noted that a separate office, the Inuit Uqausinginnik Taiguusiliuqtiit, has authority on services offered in the Inuit language.

3 INTERGOVERNMENTAL COOPERATION

3.1 Federal-Provincial Cooperation

Beginning in the mid-1990s, the federal government signed cooperative agreements to promote French-language services in the provinces and territories. The goal of these agreements was to increase the capacity of the provincial and territorial governments to develop, improve and provide services, including municipal services, in the language of the minority population.

The funds allocated enable the implementation of initiatives such as the *Official Languages Act* in New Brunswick and the *French-language Services Act* in Nova Scotia. They are also used to promote the delivery of services in all areas (other than education) deemed essential to the development of official-language communities in a minority setting (e.g., justice, health, youth and the arts). Each province and territory establishes a strategic plan describing planned actions and expected results.⁸

All provincial and territorial governments (except for the Northwest Territories) have set up offices responsible for Francophone affairs. Most of the time, those offices are under the responsibility of the Minister responsible for Francophone affairs; in some cases, they come under another ministerial portfolio (e.g., a provincial secretariat or intergovernmental affairs). It is interesting to note that the management of affairs connected with the English-speaking population in Quebec does not come under a particular ministerial portfolio.

In the *Roadmap for Canada's Linguistic Duality*, released in June 2008, the federal departments pledged to "extend and enhance service delivery in both official languages in the provinces and territories." ⁹

3.2 Interprovincial Cooperation

Since the late 1980s, the Government of Quebec has signed cooperative agreements with the governments of other provinces and territories in order to improve the provision of services in French.¹⁰ The prioritized sectors include culture, communications, education, economic development and health. Help is also provided in other sectors, such as early childhood education, youth, immigration, justice, sustainable development and information technologies.

The Politique du Québec en matière de francophonie canadienne¹¹ was updated in 2006. When the new policy was announced, the Quebec Secrétariat aux affaires intergouvernementales canadiennes explained the rationale behind it in this way:

The policy became necessary to better convey the Quebec government's desire to resume its leadership role within the Canadian federation and fully assume its historical and specific responsibility to Francophones in all regions of Canada. It was also important to reinforce solidarity between Francophones in Quebec and Francophones elsewhere in Canada, and strengthen our position in light of the risks and opportunities created by globalization for the future of the French language. Finally, it was necessary

to consider changes concerning equity with regard to language rights in Canada. 12

In concrete terms, this commitment has involved activities such as the creation of the *Comité interministériel québécois sur la francophonie canadienne*, the management of financial support programs, the introduction of a Canadian Francophonie Day in Quebec and the implementation of the *Centre de la francophonie des Amériques*.

3.3 National Cooperation Mechanisms

Since 1994, the provinces and territories have participated annually in the Ministerial Conference on the Canadian Francophonie. This body is committed to strengthening intergovernmental cooperation on issues relating to Francophone affairs in Canada. It also works to improve the coordination of provincial and territorial actions with those of the federal government. Each province and territory is represented at the conferences by a minister responsible for Francophone affairs. The federal government has been represented since 2005. In a consultation report published in 2006, the Canadian Francophonie leaders said they were relying on the conference to:

- contribute to the articulation of a mobilizing vision statement and directions that would garner the support of the entire Canadian Francophonie;
- actively promote the Canadian Francophonie and communicate its current and future relevance at high-media events;
- exercise leadership in matters of youth and immigration, through largescale, concrete projects with multiple spinoff effects.¹⁴

3.4 International Cooperation Mechanisms

Two provincial governments (Quebec and New Brunswick) have the status of participating governments at the *Organisation internationale de la Francophonie*. Their participation gives the two provinces the political leverage to influence a number of international issues related to the Francophonie. The other provinces and territories are represented by the federal government, which has the status of Member State.

Some Quebec municipalities and the *Association francophone des Municipalités du Nouveau-Brunswick* sit on the *Association Internationale des Maires Francophones*, an international network of locally elected representatives from countries where the place of French is formally recognized.¹⁵

NOTES

1. <u>Devine v. Quebec (Attorney General)</u>, [1988] 2 S.C.R. 790.

- See Daniel Bourgeois et al., <u>Provincial and Territorial Government Contributions to the Development of Francophone Minority Communities: Assessment and Projections</u>, report prepared for the Ministerial Conference on the Canadian Francophonie, Canadian Institute for Research on Linguistic Minorities, Moncton, July 2007; and the Ministerial Conference on the Canadian Francophonie, <u>The Canadian Francophonie: An Overview of Government Initiatives</u>, September 2008.
- 3. The New Brunswick *Official Languages Act*, as amended in 2002, provides for a review of this Act which shall be initiated before 31 December 2012. In the Northwest Territories, the review of the *Official Languages Act*, as amended in 2003, should be initiated at the next session following 31 December 2007, and subsequently at the next session following each successive fifth anniversary of that date.
- 4. With respect to Alberta and Saskatchewan, rules may change in the future. In November 2010, the Court of Appeal of Alberta allowed an appeal of a case examining the legality of language provisions in force in that province; the Court's decision could have an impact on its neighbouring province, Saskatchewan. For details on this case, see La Cause pour l'avenir du français en Alberta (Caron Cause) website.
- 5. See Canadian Heritage, <u>Education</u>, for the most recent action plans of the provinces and territories.
- 6. <u>Criminal Code</u>, R.S.C., 1985, c. C-46.
- 7. The first cooperation agreement was concluded in 1984 between the Government of Canada and the Government of the Northwest Territories. Other agreements were signed at the end of the 1980s, and such agreements became standard by the middle of the 1990s
- 8. See Canadian Heritage, <u>AGREEMENTS Services</u>, for the most recent strategic plans of the provinces and territories.
- 9. Canadian Heritage, *Roadmap for Canada's Linguistic Duality 2008–2013: Acting for the Future*, Ottawa, 2008.
- 10. The first interprovincial agreement for cooperation and trading was concluded in June 1969 between the Government of Ontario and the Government of Quebec. This agreement still exists and has been updated since then.
- Government of Quebec, Secrétariat aux affaires intergouvernementales canadiennes, <u>L'avenir en français – Politique du Québec en matière de francophonie canadienne</u>, 2006.
- Government of Quebec, Secrétariat aux affaires intergouvernementales canadiennes, "Nouvelle Politique du Québec en matière de francophonie canadienne: Le Québec s'engage auprès des francophones du Canada," News release, City of Québec, 7 November 2006 [translation].
- 13. See the Ministerial Conference on the Canadian Francophonie website.
- 14. Ministerial Conference on the Canadian Francophonie, <u>Canadian Francophonie: Issues</u>, <u>Challenges and Future Directions</u>, October 2006, p. iv.
- 15. See the <u>Association Internationale des Maires Francophones</u> website.

APPENDIX – PROVINCIAL/TERRITORIAL LEGISLATION AND GOVERNANCE STRUCTURE DEALING WITH OFFICIAL LANGUAGES

Table A.1 – Provincial/Territorial Legislation and Governance Structure Dealing With Official Languages^a

Province/ Territory	Law/Policy/ Constitutional Provision	Content	Francophone Affairs Offices	Ministers	Ombudsmen
Nfld. and Lab.	_	_	Office of French Services	Minister responsible for Francophone Affairs	-
P.E.I.	French Language Services Act (1999)	 The Act specifies the extent of services to be provided in the two official languages. Government institutions have a duty to communicate with members of the public in the official language of their choice. The participation of the Acadian and Francophone community on various boards, commissions and agencies is encouraged. Traffic signs are in both official languages. The development of the Acadian and Francophone community is encouraged. The Act contains provisions to ensure that the two official languages are respected in the Legislative Assembly and before the courts; however, these provisions have not yet been proclaimed. 	Acadian and Francophone Affairs Division	Minister responsible for Acadian and Francophone Affairs	-
N.S.	French-language Services Act (2004) French-language Services Regulations (2006)	 French-language services are provided by certain designated government institutions. The provision of services is subject to regulations. The institutions prepare an annual plan for the provision of French-language services. The development of the Acadian and Francophone community is encouraged. The Act does not deal with the status of French in the courts. 	Office of Acadian Affairs	Minister of Acadian Affairs	_

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Province/ Territory	Law/Policy/ Constitutional Provision	Content	Francophone Affairs Offices	Ministers	Ombudsmen
N.B.	Official Languages Act (1969, 2002, under review) An Act Recognizing the Equality of the Two Official Linguistic Communities in New Brunswick (1981) Sections 16 to 20 of the Canadian Charter of Rights and Freedoms (1982)	 French and English are the official languages of the Legislative Assembly, legislation and the courts. Members of the public have the right to communicate with and to receive services from provincial institutions in the official language of their choice. Services in the two official languages are provided in the following areas, subject to certain conditions: policing, health, and municipal services. A municipality whose official-language minority population represents at least 20% of its total population is required to adopt and publish its by-laws in both official languages. Review timeframe is set out in the Act. There is a Commissioner of Official Languages for New Brunswick. The Commissioner's roles are to investigate complaints, make recommendations in order to ensure compliance with the Act, and promote the advancement of both official languages in the province. The equal status, rights and privileges of the French and English linguistic communities are recognized in another Act. The principles contained in the two above-mentioned Acts are guaranteed by or under the Constitution of Canada. 	Francophonie and Official Languages Branch – Intergovernmental Affairs	Minister responsible for la Francophonie	Commissioner of Official Languages for New Brunswick
		 Under the Constitution, New Brunswick is the only officially bilingual province. 			
Que.	Charter of the French Language (1977) Section 133 of the Constitution Act, 1867 (1867)	 French is the official language of Quebec. The English-speaking community is entitled to services in English in the areas of justice, health and education. Services in English are offered in municipalities in which more than half of the residents have English as their mother tongue. 	Secrétariat aux affaires intergouvernementales canadiennes	Minister responsible for the Canadian Francophonie	_

Province/ Territory	Law/Policy/ Constitutional Provision	Content	Francophone Affairs Offices	Ministers	Ombudsmen
Que. (cont'd)		 Under the Constitution, the use of French and English is permitted in legislative proceedings, before the courts, and for the printing and publication of Acts of the Legislature and records and journals of the Legislative Assembly. 			
Ont.	French Language Services Act (1986) Ontario Regulation 284/11 made under the French Language Services Act Courts of Justice Act (1990)	 The use of French and English is permitted in the Legislative Assembly and for the printing and publication of Acts of the Legislature. Services in French are provided in 25 designated areas where the concentration of Francophones is at least 10% or represents at least 5,000 people. The agencies required to provide services in French are designated by law. Regulations enact provisions for the supply of French-language services on behalf of government agencies. There is a French Language Services Commissioner for Ontario. The main functions of the Commissioner include investigating compliance with the Act, on the initiative of the Commissioner or in response to complaints; reporting on the results of the investigations; monitoring the progress of government agencies in providing French-language services; and advising the Minister responsible for Francophone Affairs on the administration of the Act. English and French are the official languages of the courts of Ontario, and a party to a proceeding who speaks French has the right to require that it be conducted as a bilingual proceeding. Simultaneous interpretation services are provided on request. Special rules apply to written pleadings and to processes that are conducted as bilingual proceedings. 	Office of Francophone Affairs	Minister responsible for Francophone Affairs	French Language Services Commissioner

Province/ Territory	Law/Policy/ Constitutional Provision	Content	Francophone Affairs Offices	Ministers	Ombudsmen
Man.	French Language Services Policy (1989, 1999) Section 23, Manitoba Act (1870)	 Services in French are provided in a number of designated areas where the French-speaking population is concentrated. French-language services are actively offered by fully or partially bilingual service centres. Under the Constitution, the use of French and English is permitted in parliamentary debates, before the courts, and for the printing and publication of Acts of the Legislature and records and journals of the Legislative Assembly. 	Francophone Affairs Secretariat	Minister responsible for Francophone Affairs	
Sask.	Language Act (1988) Government of Saskatchewan French-language Services Policy (2003)	 English is the official language of Saskatchewan. The use of French is permitted in the Legislative Assembly and before certain courts. The right to use French before certain courts does not guarantee the right to be understood in that language. All acts and regulations may be enacted in English only or in English and French. Communication with the public and service delivery are provided in the two official languages where appropriate. Provisions have been made for consultations with the Francophone community. Policy guidelines exist to facilitate the implementation of the language policy by government departments and agencies. 	Francophone Affairs Branch – Office of the Provincial Secretary	Provincial Secretary	
Alta.	Languages Act (2000)	 English is the official language of Alberta. The use of French is permitted in legislative proceedings and before certain courts. The right to use French before certain courts does not guarantee the right to be understood in that language. All acts and regulations are enacted, printed and published in English. 	Francophone Secretariat	Minister responsible for Francophone Secretariat	-
B.C.	_	_	Francophone Affairs – Intergovernmental Relations Secretariat	Minister res- ponsible for the Intergovernmen tal Relations Secretariat	_

Province/ Territory	Law/Policy/ Constitutional Provision	Content	Francophone Affairs Offices	Ministers	Ombudsmen
Yukon	Languages Act (1988) French Language Policy (1994, 2010)	 The Act deals with the use of French, English and Aboriginal languages. The Act cannot be amended, repealed or defeated without the assent of the Parliament of Canada. The use of French and English is permitted in legislative proceedings, before the courts, and for the printing and publication of Acts of the Legislature. Services are provided in both official languages by government institutions if there is significant demand and depending on the nature of the office. Even though English is the language of work in the Yukon public service, services in French are provided to the public for Legislative Assembly's and government's central offices and some designated offices. The policy provides for measures to ensure the quality of services in English and French and the consultation of Francophone communities in the design and implementation of those services. Federal government is responsible for funding costs incurred for the creation, improvement and implementation of French services to which Francophone in Yukon are entitled. 	French Language Services Directorate	Minister responsible for French Language Services Directorate	_
N.W.T.	Official Languages Act (1988, 1990, 2003, under review) Official Languages Policy (1998)	 English, French and nine Aboriginal languages are the official languages of the Northwest Territories. The use of French and English is permitted in legislative proceedings, before the courts, and for the printing and publication of Acts of the Legislature. The use of Aboriginal languages is also permitted in legislative proceedings and before certain courts. Review timeframe is set out in the Act. 	_	Minister responsible for Official Languages	Languages Commissioner of the N.W.T.

Province/ Territory	Law/Policy/ Constitutional Provision	Content	Francophone Affairs Offices	Ministers	Ombudsmen
N.W.T. (cont'd)		Services are provided by government institutions according to the rules and guidelines established by policy, the intent of which is to ensure that members of the public have reasonable access to government programs and services in the official languages. The Act cannot be amended, repealed or defeated without the assent of the Parliament of Canada.			
		■ There is a Languages Commissioner for the N.W.T. The Commissioner's roles are to conduct and carry out investigations, on the initiative of the Commissioner or in response to complaints, to prepare reports and to make recommendations to ensure compliance with the Act.			
		■ There is a Minister Responsible for Official Languages. He has the role of promoting and preserving the N.W.T.'s official languages. He oversees the development of policies and regulations necessary to implement the Act. He considers advice given by the Official Languages Board and the Aboriginal Languages Revitalization Board.			
		 A review process of the Act has been initiated in the winter of 2008 by the territorial government coupled with the development of an official languages strategy and implementation plans. 			
Nunavut	Official Languages Act (2000, 2008) Inuit Language Protection Act (2008)	 After its creation in 1999, Nunavut inherited from the N.W.T's Official Languages Act. The new Act adopted by the Legislative Assembly in 2008 repeals and replaces the former Act. The Act cannot be amended, repealed or defeated without the assent of the Parliament of Canada. English, French and Inuit (Inuktitut/Inuinnaqtun) are the official languages of Nunavut. The use of official languages is 	Official Languages Division	Minister of Languages	Languages Commissioner of Nunavut Inuit Uqausinginnik Taiguusiliuqtiit
		The use of official languages is permitted in legislative proceedings, before the courts, and for the printing and publication of legislation.			

Province/ Territory	Law/Policy/ Constitutional Provision	Content	Francophone Affairs Offices	Ministers	Ombudsmen
Nunavut (cont'd)		 Services are provided to the public in the official languages by government institutions if there is significant demand and depending on the nature of the office. Review timeframe is set out in the Act. The Minister of Languages is responsible for carrying out the Act and ensuring its promotion and implementation. There is a Languages Commissioner for Nunavut. The Commissioner's roles are to investigate complaints from the public regarding violations of the language rights contained in the Act; to monitor the territorial government's progress in meeting its linguistic obligations; to consult communities; to promote the use of official languages throughout Nunavut; to report on and make recommendations for improving programs and services in the official languages. Inuit language rights and duties are set out in a separate legislation, which makes provisions for government services, education, public servants rights or promotion of Inuit language. An Inuit language authority called 	Affairs Offices		
		Uqausinginnik Taiguusiliuqtiit is established.			

Note: a. This table could also include statutes in education so-called "Education Act" or "School Act" adopted by each province and territory in the 1990s. Moreover, provinces and territories are subject to *Criminal Code* provisions and are therefore required to offer criminal proceedings in the minority language.