

Commissioner
of
Official
Languages

Sixth
Annual
Report

1976



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COMMISSIONER OF OFFICIAL LANGUAGES
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The Speaker,
Senate,
Ottawa

Madam Speaker,

Pursuant to Section 34(1) of the Official Languages Act, I hereby submit to Parliament through your good offices the sixth annual statement relating to the discharge of my duties under this Act, covering the calendar year 1976.

Yours respectfully,

A handwritten signature in black ink, reading "Keith Spicer". The signature is written in a cursive, flowing style with a small flourish at the end.

Commissioner of Official Languages

March 1977

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House of Commons,
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Commissioner of Official Languages

March 1977

*To my colleagues—
who, as silent partners
for the past seven years,
got the work done.*

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Preface

The ancient Chinese, it is said, wished their enemies to live in “interesting times.” Few Canadians would dismiss the past linguistic year as humdrum. Some may even yearn for less exciting yesterdays when the mood surrounding Canada’s language reform seemed one of hope, fatalism, or at least tastefully controlled hysteria.

When passions flow, the first casualty is perspective. Truly desperate optimists might find a longer view in what could be called the “de Tocqueville paradox”. That elegant diarist, whom no one reads and everyone quotes, noted in 1830 a curious contradiction. When two peoples face each other in complete inequality, the disadvantaged people, seeing no hope of progress, stays resigned and, in a political sense, calm. Then, when the gap of inequality starts closing, and hope and even expectation rise, the disadvantaged tolerate less and less the remnants of injustice. Instead of satisfying their aspirations, progress toward fairness irritates, and a raw-nerve political awareness condemns as an outrage every vestige of the earlier, genuine domination.

This could lead to a consoling little casuistry for Canadians. When talk of language fair-play remained at the level of afterdinner brotherhood, it caused little indigestion to either French- or English-speaking Canadians. Now that rhetoric is becoming reform, now that the reform is advancing, biting, even hurting a little, both sides are angry. French-speakers (even many who say they don’t care) are impatient to see the advance move still faster. English-speakers are nervous because it is happening at all. The important lesson—and hope—is that both are at least and at last taking the reform seriously.

I shall refrain from pleading from this distant theory that chaos is progress. For perspective, I think today's facts will do.

The past year's uproar, too frequently degrading our national debate to an exchange of slogans, has drowned out echoes of solid progress toward language equality. The failures and waste in this reform have been amply bared—notably in all these annual reports. The good, to paraphrase Mark Antony, has oft been interr'd with the contentious bones of marginalia.

Were one to assess the Government's performance in carrying out Parliament's language law, one could argue fairly that about 20% of what it tried to do ended as mistake or mismanagement. Many of its setbacks cost dearly in money; all of them did in lost hope and goodwill. But easily 80% of Ottawa's initiatives have turned to a decent measure of success—not always flamboyant, newsworthy triumphs, yet undeniable, fundamental, foot-slogging gains for the dignity of *both* Canada's language communities.

A few examples might confirm last year's generally ignored diagnosis that the pace of reform, if slow, is at least "steady", indeed "reaching closer to the irreversible".

First, the bias of normalcy has tilted. In spite of too-numerous violations Canadians should never accept, the whole weight of official policy and practice backs each citizen's right to get served by federal institutions in his or her official language. Eight years ago, it was usual to ignore this right. Now, even minor slips make headlines. Taking this core purpose alone, the Official Languages Act is working.

Second, again in spite of flagrant exceptions, including those recently condemned at Air Canada, official policy and growing practice are pressing federal institutions to allow tens of thousands more employees to work in the language of their choice. Nearly all the principles and practical steps proposed in these reports to strengthen French as an equal language of work in Ottawa, and as the normal language of work in Quebec regional offices, have been adopted or are being implemented—too slowly, but deliberately. In some cases, such as in the development of guidelines, terminology and techniques for extending French as a language of operations through consultative reform, the federal effort to promote French in Quebec has preceded the Quebec Government's own work by some years.

In a related area, the participation of French-speakers in Canada's public service has advanced even more strikingly. In 1971, as reported last year, openings for unilingual English-speakers were ten times more numerous than those for unilingual French-speakers; by 1975, the ratio had fallen to six to one. This is a gain of 67% in five years and should

impress all but doctrinaire cynics. Likewise, French-speakers in the public service have held, since 1975, nearly their "fair" share of federal jobs (with 27% of Canada's population)—about one in four—even though proportionately, they do not yet hold enough officer jobs. Yet even there, the progress is encouraging: in the Administrative and Foreign Service category, the French-speakers' share of jobs has risen from 16% in 1971 to 22% in 1976 (a gain of 37%); in the Technical category they have moved from 7% in 1971 to 13% in 1976 (a gain of 86%); in the Scientific and Professional category, they have risen from 11% in 1971 to 19% in 1976 (a gain of 73%); and in the Executive category, they have gone from 17% in 1973 to 20% in 1975-76 (a gain of 18%). Hardly a French takeover. But neither is it the perpetuation of an "English colonial" régime.

Outside the government, at least three developments augur well for a more sensible development of Canada's language opportunities. The resurgence of French-speaking communities outside Quebec, with vital federal help, shows the best hope in decades of reversing an alarming rate of assimilation. The extension of French CBC services from the Atlantic to the Pacific through 92 television and 137 radio stations both underpins this renaissance and, for a new generation of young English-speaking Canadians, opens the door to the language and culture of their compatriots. Finally, the roughly \$600 million federal investment in second-language teaching for the young (as well as for official language minority schooling) is paying dividends. Notwithstanding a serious drop in enrolment in French as a second language in English-language high schools, (a trend likely soon to be reversed, it is hoped, by the "back-to-the-basics" movement), enrolment of English-speaking elementary school children in French has soared in the past seven years by 40% to close to one million children—some evidence the younger parents of English Canada assign a higher value to French as a desirable Canadian language. The demand of such parents for better language opportunities for their children, including massive youth exchanges to open young minds, have now found echo in all political parties, and a plain commitment in last October's Throne Speech.

Thus the "balance sheet of bilingualism" is not bad. Indeed, for those willing to judge the progress of language reform by more than the opinions of a few hundred pilots, air traffic controllers or ill-bred hockey fans, the record is impressive. The Government, as well as politicians in all parties who have steadfastly backed the Government's principles, should take pride in this country's accomplishment. And so should all Canadians.

The final test of perspective touches on the second part of Canada's linguistic challenge, apart from reform in our federal institutions: the place of Quebec in Canada. A blushing quote from my *First Annual*

Report on the (of course!) almost unsoiled political virginity of this Office will, I hope, be forgiven. With apologies for the earnestness of a first fling at official writing, I thought

the need for the broadest possible dialogue would best be served by viewing the Office in isolation from our country's constitutional evolution. In this perspective, the Office is not a vehicle to sell any particular constitutional option; rather it seeks, while respecting the constitution as it stands and democratically evolves, to consider justice in State bilingualism simply as an ideal of human dignity and as one of the much-needed long-term bridges to understanding among Canadians. Asserting this dignity and strengthening these bridges is not utopian. It is mere self-interest to try to preserve for Canadians as a whole, come what may, our singular heritage of two of the world's most useful and prestigious tongues.

Those dismayed by such naïveté may be reassured that this was more or less calculated innocence, another way of defining what still strikes me as fundamental realism. None of us in the days ahead will be able to avoid choosing constitutional options. But we might all do well not to let the heat of polemic lead us to believe too much in our favorite slogans or magic formulas, and thus stray from the only idea that can make possible any kind of civilized relationship between our quarrelsome tribes: equal dignity, in the fullest freedom for every individual. Whatever we plot or preach to outflank the adversary, whatever the hurts or angers we feel at the challenge to our country's existence, it will prove helpful to ask from time to time whether what we are pursuing will truly deepen, or eventually destroy, that dignity.

We ought also to remember, perhaps, that a good State exists to liberate the personalities of human beings. When States, in the name of the noblest abstractions, constrict individuals' freedom to seek happiness, they are bad—whether rooted in two languages or one.

So much for sermons. Seven years ago, on taking up this fascinating function as the first (and I often thought last) Commissioner of Official Languages, I wondered what role I should strive for. As the first preface asked, should it be "Machiavelli or Maigret? Don Quixote or Dr. Kildare?" I think now the answer lies in trying each day to reconcile two imperatives: proving to French-speakers that the reform is serious, and to English-speakers that it is humane, and rich in opportunities for their children.

Thus, for my distinguished successor, just one stage-whisper of advice: play Joan of Arc and Bobby Gimby at all times, and you'll survive.

K. S.

Chapter I

BACK ON THE RAILS?

“Bilingualism”, in spite of widespread belief, is not quite synonymous with Hell. It’s true the road to language reform is littered with good intentions—better ones than most people give politicians and public servants credit for. But the misfortune of Canada’s long, brave effort to respect the languages of its citizens lies not in any particularly wild schemes of our leaders. It lies in the Government’s failure to explain engagingly its goals and methods. No wonder that difficulties in pursuing these, instead of drawing sympathy and constructive criticism, spark easy despair and sometimes eager cynicism. Many of us did think, after all, that we could make an omelette without breaking any eggs. Indeed, some were never even sure the omelette belonged on our national menu.

The fact is, organizing 500,000 federal employees in some 180 institutions to respect the rights of 23 million Canadians requires much perspective, patience, imagination, generosity and, not least, common sense. Those who waffle off the whole issue by claiming they love bilingualism but hate the way it’s being implemented do have a case. But not that much of a case when you ask them precisely what in the implementation is wrong and precisely what they would do to set things right. Very few commentators in or out of Parliament bother doing much homework on language reform; but nearly everybody holds dogmatic opinions on it. It’s no accident, in more than one sense, that the only three issues the Government allows free votes on are abortion, the death penalty, and bilingual air traffic control.

Last year’s *Annual Report* tried, as did earlier reports, to encourage a less theological debate by examining the Government’s machinery and methods for language reform. The dismal results of our survey of 4,300 graduates of federal language schools (soon after confirmed by the Government’s own commissioned study) seemed to eclipse all other themes. They led a lot of people to conclude, both hastily and unfairly, that defects in this single part of the Government’s linguistic administration (a part, by the way, designed mainly to save jobs for English-speakers, not directly to help French-speakers) meant the whole idea of

language reform was a failure. Sensing that these and other leaks in its administrative “plumbing” were threatening to destroy belief in the very philosophy of language equality, the Government ordered a committee of key deputy ministers to carry out an urgent review of all its language policies.

As of early March 1977, the Government is still considering the committee’s report. Nevertheless, this traditionally somewhat impressionistic chapter will try to take into account—necessarily on a partly speculative basis—some very encouraging trends in the review which seem likely to emerge as firm policy. Most of these potential improvements are discussed in the section immediately following. If acted on, they should place the public service part of Canada’s language reform on a footing both far more effective and, in time, notably cheaper. The rest of this chapter will also note hopeful new thinking within the administration, but will stress areas where even bolder initiatives seem in order: French-speakers outside Quebec, amendments to the Official Languages Act (especially on language of work), the long-term priority on youth, and the still-shocking Government muddle on information.

A. THE ADMINISTRATION: Fixing the Public Service Plumbing

Nearly all our last year’s criticisms urged the Government to gear its language administration to cost-benefit utilitarianism. They pressed the need for speeding up and widening already promising efforts to welcome French-speaking Canadians as equal partners in, and contributors to, the public service. They argued for more profitable methods of using language-learning opportunities for English-speaking employees caught in a system whose complexity and apparent futility discouraged and often angered them.

The committee reviewing language reform seems to have considered sympathetically the dozen or so specific proposals made here to meet these points. While the committee’s final recommendations cannot be predicted with certainty, the Government should find the following directions attractive: 1) a significant drop in numbers of bilingual positions—the present “designation overkill” in some departments being a major reason for waste and cynicism in the language training process (this should be done without weakening young people’s motivation to learn a second language); 2) corresponding to this, a considerable increase in job openings for French-speaking unilinguals to match the still-great opportunities for English-speaking unilinguals; 3) more vigorous organization of conditions allowing French-speakers to work in their language (even though less emphasis may be placed on the Units Working in French, which the Government never pressed on with much

enthusiasm anyway); 4) decentralization of language training facilities: the experience of the Post Office, Armed Forces and Central Mortgage and Housing Corporation, among others, has shown that in-house training in big departments can produce higher motivation and lower budgets by concentrating on specialized job-related French; 5) and most fundamentally, a point already accepted, a gradual shift in emphasis from language training for federal employees to improve language programmes for young Canadians in school. This will not, and should not, mean an early end to all federal language training. It should simply bring, as last November's Throne Speech said, a "better balance" between the short-term public service priority and the long-term priority of equipping the next generation with more useful skills and more open attitudes.

Apart from these likely or obvious reforms in language training and language-of-work policy, at least three changes may bring more realism into the movement toward linguistic equality.

A first improvement, already promised last December, will do some fine-tuning on the Packaging and Labelling Act. This will spare small businessmen and importers the hardship of paying for translation on products either distributed only locally or in such small quantities as to make full bilingual labels commercially unfeasible. This should in no significant way deprive French- or English-speaking citizens of products or services. And it should materially assist the small carrot grower around Sainte-Anne-de-la-Pocatière and the Burnaby health-food store-keeper wanting to sell a few cases of ginseng aphrodisiacs from Hong Kong. A second climbdown unlikely to upset many (except certain French-speakers outside Quebec) may be a quiet dropping of the proposed bilingual districts. These were never a goal in themselves—just one of several instruments foreseen in the Official Languages Act for protecting language rights. The reasonable success of the Act's Section 9(2), which guarantees bilingual services on significant demand and feasibility, combined with continuing public misunderstanding caused by the Government's own failure to explain the districts concept, indicates that this move is probably unavoidable. A final improvement, which ought somewhat to reassure worried French-speakers outside Quebec if the bilingual districts are stillborn, will come in a near doubling of grants to their provincial associations. With the greater accent on youth, the Government's political and financial support for these key actors in language reform (see following pages) will no doubt become a far more visible priority in the years ahead.

It is not easy to offer opinions on policies which are not yet policies, and may not prove to be so in precisely the shape they are being discussed. One can only report an impression of fresh, fundamental thinking which, if carried into practice boldly and soon, should do much to get the ill-directed parts of a generally healthy language reform back

on the rails. And one can suggest a few administrative biases to ensure that planned changes achieve this, and fully consolidate the reform's success.

A first bias relates to goals. At all times, the Government must remind the public and its employees that Parliament's language reform seeks not to betray Canada's reality but to embrace it. It seeks to respect the existence and rights of our two mainly unilingual populations in two ways: by serving each citizen in the language he is taxed in, and by allowing federal employees to work in the official language each is more at home in. When public opinion loses sight of these goals, fatal misunderstandings occur. When the Government itself forgets them, it risks discrediting its entire reform through pointless frills.

A second bias should ensure that all changes face ruthless tests of practicality and cost-effectiveness. Few programmes can gain public support when tarnished by nonsense or waste. For changes to work, administrators at all levels must apply these tests every day. To a dismaying degree, government tradition seems to lead otherwise sensible people to try solving problems through complicated and costly answers: the most devastating Ottawa putdown to a new idea is to call it "simplistic". Yet very often, the right answer is an obvious, simple, cheap one. Easily a third of the complaints this Office has received over seven years could have been avoided through a handful of inexpensive expedients based on common sense and courtesy.¹

A third bias should aim to develop throughout the administration a sense of personal responsibility and individual initiative. Fiats from the Treasury Board, the Public Service Commission or even top departmental managers guarantee nothing more than fatalistic, often hit-and-miss compliance. For our all-encompassing language reform to work, responsibility and initiative need to be shared with employees from top to bottom. We need a spirit of pride, participation and healthy emulation in each employee—a wish to make his or her department a model of sane, good-humoured respect for the dignity of both language groups. Transferring to deputy ministers many of the language prerogatives now held by the Treasury Board or PSC would provide a good start. Then within each department, the deputy minister could delegate as much responsibility as reasonable consistency allows. Above all, he could convey to each employee (through incentives, group discussions, information campaigns and regular personal appeals) the idea that fair play in language is among the department's highest concerns. Consultation with unions at the summit has proved useful; but it will never be enough to create this

¹ The Treasury Board's August 1976 circular "Information on Costs of Official Languages Programmes" made a start in this direction. On February 17, 1977, the President of the Treasury Board further announced that he would be following a suggestion in our *Fifth Annual Report* to monitor language costs more closely.

sense of intimate involvement and commitment—which can make or break agreements concluded at the top.

Even while decentralizing operational control of language administration, the Government ought to look again at a fourth bias: its legendary love of central monitoring. One way or another, three central agencies—the Treasury Board, PSC and Privy Council Office—plus the Secretary of State's Department, deal in linguistic administration. Overlapping and disjointedness in their actions have undermined language reform from the start eight years ago, and deep daily coordination remains elusive. No administrative juggling, of course, can effect miracles on its own, without a coherent policy and a clear political will. However, if the Government's clarification of its goals and priorities turns out as hopefully as early echoes indicate, it might do well to consider grouping all central policy-making and monitoring in a single agency—a kind of Ministry of Language Equality. Such a department, which might operate within, or parallel to, the Privy Council, need not hold direct managerial control over other departments, as the Treasury Board does. It would be better to leave that responsibility with each deputy minister, in order to increase line initiative. Political clout and priority access to funding could be ensured by placing the new administration either directly under the Prime Minister through the Privy Council Office, or under a minister associated with that office. Since the Privy Council Office can express Cabinet policy to Crown corporations as well as departments (the Treasury Board cannot) and since it orchestrates federal-provincial relations, it might embrace better than any other agency the policy-making and monitoring functions in both federal and provincial language areas.

In all this exhorting and tinkering, a key ingredient of success is omitted: constant, high-level direction. The Prime Minister's devotion and persistence in pursuing language equality stand beyond doubt. Yet, while no one expects him to dabble in things linguistic on an hourly basis, his personal authority and interest badly need to be felt more regularly in the ranks. The above proposal for a Ministry of Language Equality could help him do that. Now that the bases of serious reform are laid—and, in spite of notorious setbacks and waste, well laid—the perhaps still more sensitive work of refinement, consolidation and sustaining inspiration will require attention from the top.

This, one guesses, it will get one way or another. Either a little attention much of the time or, at unchosen and unwelcome moments, a lot of attention part of the time.

**B. FRENCH-SPEAKERS OUTSIDE QUEBEC: "Now or Never"
for the Canadians Without a Country**

... I live in America but that don't mean I'm an American. No, the Americans, they work in shops in the States and they wander up the coast here in the summers, wearing white pants and talking English. And they're rich, the Americans, and I ain't. Me, I live in Canada; that makes me a Canadian I suppose.

... Well, that ain't right either, because the Dysarts, the Carolls and the MacFaddens, they don't belong to our race, but they live in Canada too. If they're Canadians, then we can't be. Because they're Englishmen and we're Frenchmen.

... No, I ain't exactly French, I can't say that: the French, they're the French from France. Gosh! I'm even less French than American. They tell me that we're French Canadians.

... That ain't right either though. The French Canadians, they're the people who live in Quebec. They call them Canayens or Québécois. How can I be a Québécois if I don't live in Quebec? For God's sake, where do we live, us?

... In Acadie, they told us. We are Acadians. So I decided to answer the nationality question this way: I'm Acadian, I told them. One thing for sure, we're the only ones to have *that* name. Well, they wouldn't write that word on their lists, the census people. 'Cause they say that l'Acadie ain't a country and "Acadian" ain't a nationality because it ain't written in the books of Geo. Graphy.

Well, after that, I didn't know what to say, so I told them to shove us into the nationality they wanted. So I think they put us with the Injuns.

Oh! it's awful hard to go through life when you don't even have a country of your own, and you can't name your nationality. 'Cause you end up not knowing what you are at all. You feel you don't belong, nobody wants you. Oh, they don't make you feel it; they tell you you're a full citizen, but they can't name your citizenship. They don't talk to you in your language either, so you can't understand them.¹

To some degree, these words of the charwoman-heroine of Antonine Maillet's play *La Sagouine* echo the alienation of nearly a million French-speaking Canadians living outside Quebec. For the descendants of our first settlers, this estrangement in their own country is bitter.

On one hand, their English-speaking neighbours tend to ignore them, tell them to assimilate, or warn them at least not to ask more than "other" local ethnic groups. Usually the same English-speakers who most loudly denounce Bill 22 in Quebec have been leading the fight for years against free choice of decent French schools and against taxpaid services in French—even when the French "minority" population reaches 50, 70, or 90% of a region or town. On the other hand, many French-speaking cousins in Quebec show little more generosity. The new Quebec nationalist feels obliged to patronize and ridicule other French Canadians as

¹ Translation of *La Sagouine* by Antonine Maillet, Éditions Leméac, 1971, pp. 88-89.

quaint provincials cut off from the metropolitan Mecca. The message to brothers of earlier generations is brutal: return to a Quebec "home" (which most have never seen as home), or disappear.

In spite of these twin intolerances, or perhaps because of them, non-Quebec French-speakers, especially in the age group of about 20 to 40, are using new help from Ottawa to stage a cultural and political renaissance. Their parents, in the face of terrible pressures, fought hard too but their tradition nearly went under for lack of government encouragement. The rising generation is trying to reject the minority mentality obsessed with assimilation or survival. They believe the only dignified survival lies in development—cultural of course, but also economic and social. That means fighting to live as full-fledged Canadians who love Canada mainly in French, but who don't fear to seize its opportunities in both French and English.

The choice is bold. To assess its chances of success, we might recall certain problems facing French-speakers outside Quebec, sum up government efforts to meet them, then suggest some principles to back the communities' brave but fragile hopes.

1. Dimensions of Danger

Besides combating the prejudices of both neighbours and cousins, French Canadians outside Quebec face awesome practical difficulties.

The first is their numbers, which leave them, with only one in every twenty-three Canadians, a minority within a minority. Worse, their rate of assimilation to each local English environment remains alarming: of the 1,420,760 Canadians of French ethnic origin the 1971 census found outside Quebec, less than 48% still used French at home.

This national minority twice over is scattered thin. Stretched along our 4,000-mile border, with offshoots to the North (Peace River, Cochrane), the community is split into nine provincial jurisdictions giving its members different, though rarely adequate, rights to schools, courts and provincial services. Local traditions within most provinces divide them still further, and their only heavy concentrations occur in Ontario and New Brunswick.

Even in those two provinces, the sympathetic rhetoric of provincial governments over the past decade has not led to basic French services in such sensitive sectors as health care (notably children's and psychiatric hospitals) or the courts. The New Brunswick Government only three months ago dared to announce proclamation next July of the remaining five sections of its 1969 Official Languages Act—none of which corrects

well-known unfairness in municipal services.² Ontario, in spite of offering much better school rights and hit-and-miss improvements elsewhere, has still never really stopped pussyfooting before, and thus probably encouraging, English backlash: as of February 1977, it is still caving in before a group of English-speaking extremists in Windsor who, in a vicious campaign, are blocking a badly needed French high school. Queen's Park's new, ingenious excuse to hold up health care in French in strongly French Northern and Eastern Ontario is that the victory of the Parti Québécois has made it untimely to do anything sympathetic, however overdue and fair, for French-speakers.³

Federal services are still available in French outside Quebec only in a fragmentary manner. The Federal Government, in spite of firm intentions at the top, has not yet found a sense of practicality to translate its wishes consistently into bilingual services at counters in Moncton, Sudbury, or sometimes even Ottawa.

Another problem is a lack of money. Direct federal grants to these communities will rise this spring to just under 2% (\$5 million) of the total federal language reform budget. The communities consider this too little, given their desperate need for cultural centres in isolated areas (even Toronto's well-used *La Chasse-Galerie* went under last December), for education efforts in a hostile environment, professional help with cultural leadership and, not least, newspapers able to give them a feeling of local identity that the Montreal- and Quebec-oriented Radio-Canada seems uninterested in mirroring. The Franco-Saskatchewan weekly, *L'Eau-Vive*, went bankrupt last December, and the key Acadian paper, *L'Évangéline* (with Ottawa's *Le Droit* one of only two French dailies outside of Quebec), has been experiencing serious financial losses for over a year. No one wants direct subsidies to newspapers—sooner or later that would corrupt the freedom it was meant to buttress. But if the communities were helped to get on a more secure footing in education and culture, argue their leaders, the communities themselves could better support their press through creating more readers, more activities to read about, more trained writers, and more potential advertisers.

A final problem has been the Federal Government's own approach to the French communities. The latter complain that the government's machinery for dealing with them in the Secretary of State's Department until recently lumped them with other ethnic groups. This, they claim,

² In the last six months, the new administration at Moncton's City Hall has taken some tentative but encouraging steps toward recognizing that French-speaking ratepayers should be served in their language.

³ In early March 1977, the Honourable Thomas Wells, Minister of Education, held a stormy showdown with the recalcitrant Windsor school board and announced he would seek legislation to impose a solution to this eight-year-old dispute. He promised not only that the provincial government would order the French-language high school built in Windsor, but would guarantee such schools anywhere in Ontario where enough students exist, whether or not the local school board agreed.

undermined their position as members of one of the two founding societies.

2. *The Federal Lifeline*

In spite of these weaknesses, federal policies and resources have played a decisive role in the past decade in making the French renaissance conceivable.

First, Ottawa began in 1968 to give the French-speaking communities political priority and leadership. It did not invent these communities. Generations of determined parents and other unpaid leaders did that. But in officially recognizing and financially encouraging their provincial associations, by passing the Official Languages Act to extend their rights, and by broadening their self-awareness through socio-cultural animation, it made their rebirth plausible. All this no longer left them a minority within a minority. It defined them as part of one of the two national "majorities".

Simultaneously, the Federal Government has been building up the French-speaking communities' cultural facilities. Even if now inadequate, federal grants to provincial French-speaking associations, added to those of the Canada Council, have triggered a mini-Quiet Revolution for poets, musicians, artists, actors and playwrights whose language is French but whose home is not Quebec. The Acadian cultural flowering is now well-known; its counterparts are springing up in Ontario and the West. Federal "formula payments" for "minority-language education" have to a modest degree helped develop French-language schools. And in eight years CBC/Radio-Canada has gradually, if too slowly, extended its French radio and television networks from the Atlantic to the Pacific. This alone offers the new French-Canadian generation an unprecedented chance to grow in the ancestral language and culture. (It will help far more if Radio-Canada can be moved to stop starving local French programming in such key points as Halifax, Sudbury, Windsor, Edmonton and Vancouver.)

Federal policy and funding have also enabled the provincial associations to emerge as more useful pressure groups. In Ontario, New Brunswick and Manitoba, to cite only the strongest, these groups now command attention from press and government, even if their views must always be fought for. In 1976, on advice from the report *C'est le temps ou jamais* (It's Now or Never) commissioned by the Secretary of State, the Government encouraged creation of a national common-front body called the Fédération des francophones hors Québec (FFHQ). This body, with extremely limited means, is already doing its job well by shaking up quite a few people in Ottawa.

One of the early successes of the *Fédération* was to get the affairs of its constituency out of administrative concubinage with multiculturalism in the Department of the Secretary of State. The *Fédération* is pressing to deal with a still higher-placed office in that department, but its generally healthy agitation already often gets it the ear of the Under-secretary, and even of the Secretary of State.

Another fruit of the creative tension between the *Fédération* and the Department is the parallel preparation, as of March 1977, of two urgent action reports. The Department, seeking to define once again the French-speaking communities' cultural and linguistic requirements, seems likely to focus on four obvious needs: more financial and animation help; closer monitoring of federal formula payments to ensure that French schools are getting their fair share for the right purposes; better synchronization between the mass media and federal cultural bodies such as the CBC, Canadian Radio-Television and Telecommunications Commission (CRTC), National Film Board (NFB) and Canada Council; more lively and pervasive information programmes to tell French-speakers of their rights, duties and common interests.

The *Fédération's* report, which by its tone and content should make a few more waves, will analyze the present situation nationally and by province. Then it will urge a clear, generously funded policy of specific actions by Ottawa to help the new French-speaking leaders realize their hope for rapid and radical development. It will probably cover areas such as population movement, assimilation, legal and political questions at all levels of government, education, communications, cultural and economic needs, and the role of French-speaking communities in Canadian society.

With a little luck and foresight, these two reports should prove complementary. The Government should heed their urgency, and make sure they lead to fundamental reforms.

A final small change for the better from Ottawa: this Office a year ago adopted the *C'est le temps ou jamais* suggestion of devoting full-time staff to the French-speaking communities. Since that time, the senior officer charged with liaison of all kinds with these communities has helped the Office deepen its relations with them very helpfully. In January 1977, this officer (an Acadian) opened on an experimental basis an Atlantic regional office in Moncton. Should this demonstrate its worth for handling complaints, special studies and two-way information, a second representative may assume similar duties in the West. Added to this Office's lobbying of the Cabinet in favour of doubling or tripling financial aid to the communities, the activities and personal concern of our man in Moncton reflect a priority that badly needed emphasis.

3. *Old Principles to Back New Hopes*

If the Federal Government wants its language reform to succeed as a realistic Canadian enterprise, it cannot underestimate as before the nation-building role of the French-speaking communities. Ottawa must put its main energies into dealing with Quebec. And it must develop programmes to rally English-Canadian moderates through a new accent on language opportunities for young people. But it must never forget that the French-speaking communities are the *raison d'être* of language reform outside Quebec. To keep sight of this reality, the Government ought to follow up on four principles.

First, these communities should not be thought of as excess baggage to Quebec or as a burden to Ottawa. They should be seen as a unique resource for developing Canada's personality. They can play this role by supplying to governments and business a reservoir of ready-made bilingual staff, thereby immediately guaranteeing bilingual service to citizen-clients and avoiding costly and often ineffective language training. They can act as a cultural and political bridge between English Canada and French-speaking Quebecers. And they can help English-speaking Canadians who freely wish to learn French and understand French-Canadian culture to do so in their home province at modest expense in time and money.

Second, and following the idea of a people-resource, Ottawa should encourage the French-speaking communities and local English-speaking moderates to form mutually beneficial alliances. So far neither side has shown much foresight in trying this obvious bit of political realism, but it is time both did. They should realize that francophones and active francophiles are not yet in the majority anywhere outside Quebec, and their separate causes suffer from their failure to work in concert. The French-speaking communities, for example, should actively seek out sympathetic English-speakers to broaden the impact of the delegations they send to provincial and municipal governments and school boards to secure their rights. And their English-speaking neighbours who wish to explore the French language and culture, especially to benefit their children, could use the French-speakers as pathfinders.

Third, Ottawa should bring pressure, through both incentives and eventual condemnations, on provincial governments who fail to treat their French-speaking communities fairly. The main heat should be put on New Brunswick, Ontario and Manitoba which, together, are home to nine out of ten French-speakers outside Quebec. Justice, like peace, is perceived as indivisible. And whether we like it or not, and whether Quebecers say they care or not, mistreatment of French-speakers anywhere in our country will add grist to the mill of those who say Canada cannot be just to French-speakers. No constitutional cop-out about

“provincial autonomy” will fool anybody about what is really happening in our much-debated homeland.

Finally, Ottawa must make up its mind to consider the French-speaking communities as a permanent priority. Such a priority requires more than half-hearted or improvised programmes. It demands a deep and unflagging commitment, clear long-term goals, sensitive administration, plain explanations, and the guarantee of steady, generous funding.

One could no doubt say this, in standard bureaucratese, of any programme. But when the purpose is a country in harmony with itself, and the challenge a society of two world cultures arguing its very existence, these generalities may not ring so hollow.

They do not, in any case, ring hollow for the rising generation of French-speakers in English Canada’s midst. The gamble of these stubborn Canadians against history will bear more than fleetingly on the events of the next five years. And only Ottawa, backed by the provincial governments of a far more open-hearted and open-minded English Canada, can make their chance to win it believable.

C. AMENDMENTS TO THE ACT: What Does Parliament Want?

“If it works,” reasoned Archie Bunker with imperishable wisdom, “don’t try to fix it.” That is why, apart from one ill-advised foray in our *First Annual Report* of 1971, earlier reports in this series have resisted Section 34(1)’s invitation to suggest changes in the Official Languages Act.

Until last year the flexibility of certain of the Act’s sections allowed this Office to press departments and agencies to take a generous view of citizens’ rights to be served, and employees’ rights to work, in their language. In recent months, however, the courts have made decisions which may impair such interpretations. These decisions might well invite Parliament to clarify certain citizens’ and employees’ rights under the Act, to ensure that future interpretations by courts and administrators will tend to broaden these rights.

To predispose officials to say yes, rather than no, to the individual as to his choice of language, four amendments bear consideration.

1. Section 2: Cornerstone or Introduction?

For the past seven years, this Office has viewed Section 2 of the Official Languages Act as the Act’s cornerstone. That section’s simple declaration of equal status of our two languages should illuminate, we

have argued, all subsequent stipulations as to serving each citizen in his preferred official language. And its five admittedly vague words about equality of the two languages "as to their use in" all federal institutions allowed us to extrapolate, in our *First Annual Report*, a policy of defending quite extensive rights for federal employees to choose their language of work. This then-fragile policy was broadly recognized by Parliament in its *Resolution on the Official Languages in the Public Service of Canada* in June 1973 and by the ensuing Treasury Board directives of June 1973 and August 1975. In general terms, this language of work interpretation was also sustained in September 1976 by Chief Justice Jules Deschênes of the Quebec Superior Court in the case of *Joyal vs Air Canada*. The Chief Justice did so in rescinding an Air Canada regulation which tried to ban French from airplane cockpits except for passenger announcements.

In January 1977, however, Mr. Justice Louis Marceau of the Trial Division of the Federal Court of Canada took a more restrictive view of Section 2. His reasons for judgement significantly downgraded its importance. Even while agreeing it was the Act's cornerstone, he construed this notion as giving it merely the status of an "introduction", not the commanding or all-pervasive nature this Office had assumed. In short, he implied that Section 2 does not widen subsequent, more specific sections; these, instead, limit Section 2.

In administrative terms for both this Office and thousands of line managers obliged to apply the Act, the reasons for judgement may have two unfortunate results: 1) by deeming Section 2 merely introductory, it may undermine the already cryptic legislative basis we now have for recognizing the right for federal employees to choose their language of work; and 2) by loosening the Act's subsequent sections from the egalitarian moorings of Section 2, it may focus managers' attention even more on the exceptional circumstances that allow them to deny equal language services to citizens, rather than on their underlying duty deliberately and actively to offer such services.

This second point will emerge further in the following paragraphs on Section 9(2). But dealing only with Section 2, Parliament may do well to envisage two amendments or clarifications: 1) a section or sections recognizing language of work rights more specifically, and giving some guidelines to favour and guarantee their broadest exercise (the June 1973 Resolution could offer a good start); and 2) a clear indication of Parliament's intention concerning the dominating or merely introductory nature of Section 2 in relation to subsequent sections on language of service.

2. *Section 9(2): Feasibility and Significant Demand: Is the Customer Usually Right or Not?*

In the absence of bilingual districts (which may never be proclaimed), the Act's key section guaranteeing services in both languages outside the National Capital Region and head offices elsewhere is 9(2). The two extremely supple standards this subsection lays down for such services are feasibility and significant demand. Mr. Justice Marceau did not analyze at any length the meaning of significant demand. He did discuss the obligation of federal institutions to provide bilingual service "to the extent that it is feasible for it to do so"—the precise words of the Act.

Because he had relegated Section 2 to "introductory" status, his comments on Section 9(2) could only stress that subsection's prudent, gradualist implications—an approach which may encourage institutions not actively to seek every opportunity to respect the rights of the language minority but every excuse to entrench the exclusive rights of the language majority. This was assuredly not Mr. Justice Marceau's wish. But dealing with the arguments before him, the Act as it stands and his own view of Section 2, he had to give great emphasis to departments' discretion not to apply, except at their own gradual pace, the Act's egalitarian spirit and intent. Whatever the justification for holding this in the case at hand—and this Office left the same technical discretion to the Ministry of Transport in July 1975 in the same air traffic control dispute—the judge's arguments may well open wider the door for departments to claim discretion for other, less defensible, kinds of "feasibility"—economic, social, cultural, even political.

This Office has always presumed that Parliament intended, through the recommendations of the Commissioner of Official Languages, to reserve for itself the ultimate judgement of what is feasible. If this were indeed its wish, Parliament may now find it useful to state more specifically that institutions must answer to it, through the Commissioner's reports, for their decisions on feasibility. It may wish institutions, indeed, to supply Parliament in this way with solid proof whenever they deem bilingual services to be unfeasible. Thus Parliament may better maintain the Act's unequivocal bias in favour of extending, not denying, individual rights.

3. *Section 31(2): Pre-eminence: An Act Like the Others?*

Mr. Justice Marceau also considered the matter of the Act's possible pre-eminence over other legislation, notably the Aeronautics Act, and concluded that the Official Languages Act does not enjoy automatic primacy over other acts of Parliament.

This Office took a similar view with regard to the Aeronautics Act in July 1975, believing that no principle, however noble, should claim priority, in case of conflict, over the safety of human life. However, this recommendation was meant to be exceptional, almost *sui generis*.

It seems important to anchor the spirit of the Official Languages Act in all interpretations of the statutes of Canada. Already Section 31(2)(a) empowers the Commissioner to recommend changes to a given act or regulation if its provisions appear contrary to the spirit and intent of the Official Languages Act. But to extend this freedom to the courts (and thereby to a wider body of citizens), and to help line managers in their own decisive interpretations, Parliament might do well to assign the Official Languages Act a pre-eminence in our legislation akin to that held by the Canadian Bill of Rights.

4. *Section 11(2): Simultaneous Translation: The Press and Public Are "Parties" Too*¹

As the Act's Section 11(2) reads now, simultaneous translation of proceedings of judicial or quasi-judicial bodies established by, or pursuant to, an act of the Parliament of Canada (the federal courts, CRTC, Canadian Transport Commission, etc.) need be made available as a right, upon request, only to *parties* to the proceedings. And then only if a party would be placed at a disadvantage were such facilities not provided. According to an apparently well-settled rule of statutory interpretation which this Office has argued against, simultaneous translation for the general public in such instances cannot be considered an "available service" under Section 9 of the Act. If it were to be so considered, argue both the Federal and Supreme Courts, there would have been no need for a special provision such as Section 11(2).²

While this Office recognizes the desire of the Courts and other judicial and quasi-judicial bodies not to incur unnecessary expense for translation when the parties to proceedings do not require it, the interest of French-speaking and English-speaking members of the press and the general public in certain cases heard by these bodies cannot be disregarded. In fact many quasi-judicial regulatory bodies (e.g. the CRTC) and some bodies of inquiry (e.g. the Commission of Inquiry into Bilingual Air Traffic Control in Quebec) provide simultaneous interpretation to the public as a matter of course. They do this for reasons of common sense and to facilitate wider public understanding, even if it is not required by statute.

¹ Strictly speaking, the correct term is simultaneous interpretation. Perhaps to avoid ambiguity with jurisprudential interpretations, the Act uses "simultaneous translation", a usage followed here.

² The Federal Court took this view in the case of the *National Capital Commission vs Lafleche* (see our *Third Annual Report*, p. 236) and the Supreme Court in the *Morgentaler* case (*Fifth Annual Report*, p. 196).

There is, however, an important principle at stake. One of the essential features of a free country's courts is the openness of their proceedings to public scrutiny. Considering that French and English are the official languages of Canada, one can wonder to what extent certain proceedings before the courts are "public", in the widest meaning of the word, if members of both linguistic groups do not have equal "ear" to what is being said.

Again the goal of using the Official Languages Act consistently as an instrument to extend practical freedom and equality suggests some amendment. Here the amendment, by immediately helping the press to report more readily and accurately, could enlarge both collective and individual language rights. As with services under Section 9(2), any flexibility in a new obligation for the courts to provide simultaneous translation as a right for public and press, as well as parties, should clearly leave the burden on the courts to show why such service is not needed or is unfeasible. Only in this way can free and equal access to information become the norm for Canada's highest courts, instead of an exceptional and often reluctantly ceded privilege.

D. THE "YOUTH OPTION": Looking Beyond Our Noses, the Constitution and the Next Election (or Referendum)

Until a few months ago, official wisdom knocked all talk of building serious language reform through our young people as quaint or Quixotic. Today, the "youth option" runs some risk of becoming a new orthodoxy, and it may be worthwhile prefacing news of hopeful developments with a few points of perspective.

1. Opening Eyes Before Opening Pockets

First, the Government's apparent willingness to shift gears toward a greater emphasis on youth is no sudden conversion to equally sudden pleadings in our last *Annual Report*. Most "average citizens" have argued for years for a better linguistic chance for their children. And the Government itself (backed by all other parties, perhaps most eloquently by the late Cr ditiste leader R al Caouette) has already invested, since 1970, some 600 million dollars in better language opportunities for the young. Nor were appeals to this end a novelty in our report of a year ago. Every earlier report, though with little effect, had preached the youth theme, beginning with the first one in 1971: "The seeds of equal dignity for our two main language communities . . . must . . . be sown at every level, but most of all in the schools for today's children . . ."

This reminder leads to a second point of caution, the need for a balance, both real and visible, between the immediate defence of citizens' rights and the long-term development of attitudes and skills to buttress such rights. Before last October's Speech from the Throne, the Government had badly lost its balance. On one hand, it kept its good work with the provinces on education and exchanges almost perversely under a bushel; on the other, it funded such work, long beyond break-in periods, essentially on an experimental basis. When anybody in Ottawa, then finally elsewhere, spoke of "bilingualism", small wonder that the first image to come to mind was angry, frustrated civil servants—never one of nature's most popular breeds to begin with.

For those, by the way, (and not only the gleeful anti-B. and B. brigade), who thought our last *Annual Report* urged "scrapping bilingualism" in the public service in favour of "doing it all" through the schools, perhaps another glance at that report, beyond a headline or two, would help:

A reasonable national policy must draw on both the provinces' duty to teach young people and Ottawa's to serve citizens in their preferred tongue. This means weighting, integrating and financing these twin responsibilities through federal-provincial cooperation to achieve the best and quickest total result for Canada, at a cost that will appear to most Canadians to be a sound investment. Plainly, if the Official Languages Act is to offer its full measure of justice at a pace acceptable to French-speaking Canadians, we must make it work now with all the honest instruments that urgency and fair play impose—including language training for public servants. We cannot simply tell French-speaking taxpayers that implementing the Act is too tough now, but if they'll come back in twenty years when the provincial schools may have pulled off a linguistic miracle, then Air Canada might sell them tickets, and the Post Office stamps, in their language.

On the other hand, it is unrealistic to continue, as some do, viewing language training for public servants as a permanent panacea. The real analogy for such training is the treadmill, and we should be trying to get off it. Somehow, we must manage to produce a massive linguistic and attitudinal payoff for our children, thereby making it possible to phase out, or severely limit, costly (and, in its on-the-job use, distressingly underexploited) public service language training. Then we shall be doing more than exporting our own dreary tensions and hangups to still another generation of Canadians . . . ad infinitum.¹

Indeed, the debate between short- and long-term raises a third point about realism if we broaden our goals beyond the strictly linguistic to embrace attitudes. As some have rightly argued, we cannot wait 40 years

¹ *Fifth Annual Report*, p. 25.

To tell the blushing truth, last year's report may have inadvertently implied an artificial choice between the short- and long-term by coining the phrase "youth option". This may well have helped convey to politician-bureaucrats the need to do their cost-benefit homework again; but it misled some people into either-or thinking which just does not fit the complexity of the linguistic and attitudinal challenge. Since in fact we are dealing with two parallel priorities, perhaps (pouncing on a fresh ambiguity to resolve an old one) we ought to be using a code term such as "youth priority".

for five-year-olds in French immersion to flower into bilingual Deputy Ministers. But neither can we wait even five years for these children's parents to develop the more open minds such opportunities and such a vested interest usually foster. Among the least Pavlovian in English tribal instincts, it is clear, when English-French name-calling starts, are the proud parents of the some 35,000 mainly English-speaking children in French immersion in all provinces.

Summer exchanges of young people have been known to subvert helpfully some parental stereotypes of both language groups. "I did much *unlearning* during the exchange" reported a typical Ontario high school boy in 1975. "My twin's family did not have ten kids, they were not super-religious, the father was not a lumberjack, they did not live in a tarpaper shack, they were not stupid and there were no more 'red hot lovers' among the French of the group than the English."² A Quebec city student discovered similar wonders: "They are different, of course! At first glance, they seem quite cold, but when you get to know them better, they are very nice."³ The same student also added that his new friends loved hamburgers and hotdogs.

It is not so clever, then, to mock a youth priority as proof of simple-mindedness, or worse, of romanticism. Such a priority sprouts from crude, tough realism. It mirrors a will to reach the roots of intercultural misunderstanding which, beyond the four-year imaginations of most politicians, chokes all the constitutional and civil service plumbing we usually prefer to tinker with. Perhaps it would help self-conscious cynics (federalist or otherwise) to recall that the largest youth exchange programme in the world, the one between France and Germany, was started by two men whose reputation did not rely heavily on fuzzy-minded idealism: Charles de Gaulle and Konrad Adenauer.

2. *Hopeful Trends and a Little More Lobbying*

Three trends of recent years offer prudent hope our school systems may equip many children now in elementary school to deal more knowingly with their other-language countrymen.

First, the "back-to-the-basics" movement already visible in at least Ontario and British Columbia seems likely, if public pressure keeps growing, to include the second official language as part of a core curriculum. Influential voices continue to suggest this need both outside and inside Quebec. "Graduates who have some proficiency in the two official languages," noted Professor T.H.B. Symons in his 1975 Report to

² Bilingual Exchange Secretariat, *Annual Report*, 1975, p. ii.

³ *Ibid.*, p. 55. Translation.

the Commission on Canadian Studies, "will increasingly find this an advantage in seeking employment in Government and in many areas of the private sector . . . graduates who do not have this facility will be under an increasingly personal handicap in the years ahead . . . at least some degree of proficiency in both our official languages has become a pre-condition to any real understanding of Canada."⁴

A similarly utilitarian approach comes from both parents and leaders in Quebec. Six out of every ten French-speaking parents surveyed in September 1976 told the Montreal Catholic School Commission that they thought it as important for their children to learn English as to gain a good grounding in French.

Barely a year ago, Mr. René Lévesque while saying, during an interview, that he did not want to get embroiled in pedagogical issues or the level at which language instruction should start in the schools, nevertheless insisted upon the necessity of improving the teaching of English in French schools:

Once we have achieved independence, we will lose our complexes vis-à-vis the English language. When I hear people say we should put Spanish or Chinese on an equal footing with English as a second language, it is sheer delirium! We live on an anglophone continent, English is an important language throughout the world, and if we were sure of ourselves as a collectivity, we would consider it an opportunity to have easy access to the learning of English . . .⁵

These pragmatic attitudes ought to bode well for children now in school. It seems to mean that Quebec will continue its previous policy (it remains the only province with such a policy, in spite of other problems with Bill 22) of making both languages obligatory for all children from at least Grade 5 until the end of high school. And it seems to promise that more than the present four out of ten students in elementary and secondary schools outside Quebec will get a chance to learn some French—assuming, of course, their parents agree with Professor Symons through all recent and foreseeable political vicissitudes.

The second encouraging trend is the success of federal programmes of help to second-language education in the provinces. Since 1970, when Secretary of State Gérard Pelletier initiated special federal aid for this purpose, Canada has reaped impressive benefits from Ottawa's roughly \$600-million investment in youth: in spite of a drop from 55 to 41% in enrolment in secondary school French as a second language outside Quebec (due mainly to the free choice of curriculum which allowed many

⁴ T.H.B. Symons, *To Know Ourselves*, Report of the Commission on Canadian Studies, A.U.C.C., 1975, p. 113.

⁵ *La Presse*, April 17, 1976 p. A-7. Translation. Furthermore, Mr. Camille Laurin, Quebec minister of Cultural Development, stated recently: "All francophones who wish to accede to higher positions must know English. This is true from both the point of view of professional goals and personal development." (*The Gazette*, March 7, 1977, p. 33).

to bail out of “hard” subjects) enrolment in French among English-speaking elementary pupils has risen from 29 to 40%;⁶ 23,377 postsecondary students have taken six weeks of total immersion in their second official language under the Summer Language Bursary Programme; and another 1,500 postsecondary students have worked their way through a year or two of university, usually in another province, by teaching their mother tongue in a local school under the Second-Language Monitor Programme. Assuming that each monitor meets at least 100 young people during his stay, that makes 150,000 of our youth in four years who must find it a little easier to believe that the “Frogs” and “maudits anglais” derided back home are reasonably interesting human beings.

Other bilingual good news the Government’s information services have managed ingeniously to obscure include the Special Projects Programme and various scholarships for teachers and students. Special Projects have allowed hundreds of local groups across Canada to get half their funding from Ottawa for provincially-approved pump-priming schemes embracing everything from enriched kindergartens to senior citizens’ classes. Federally funded scholarships have allowed 13,122 teachers to upgrade their language skills, and 3,269 postsecondary students to study for a year in their second official language.

Finally, about \$425-million, or about 70% of the federal language contribution, has gone straight into provincial coffers as “formula payments”. This money, although accounting for its use remains partly speculative, is meant to cover extra costs of teaching the second official language, of training students in the minority official language (English in Quebec, French elsewhere), and of administration for these.

In sum, the federal effort on the youth priority is far from non-existent. But in the face of the enormous challenge of freeing our English- and French-speaking youth from their suffocating cultural cocoons, it remains inexcusably fragmentary. Ottawa needs to abandon its apologetic and experimental approach to its youth-and-language programmes and open opportunities for five to ten times as many young people. Anything short of that—for the monitor or summer bursary programme, among others—smacks of unconscionable dilettantism.

The litmus test for that nasty judgement lurks in the follow-through on a third encouraging sign, last October’s Speech from the Throne. The rhetoric, as custom commands, was upliftingly vague, but the direction plain:

1) A better balance should be established between the money spent to introduce bilingualism in the public service and the money spent to enable more Canadians, particularly young people, to learn to communicate in both official languages .

⁶ See Appendix C.

2) Canadians appear particularly anxious that their children have the best possible chance of understanding their compatriots of the other language. Consequently, the Government intends to discuss with the provinces arrangements to increase the effectiveness of training in both official languages in the school systems across Canada.

3) The Government also intends to increase programs to enable young people from various parts of the country to learn more about one another.

Moving from eloquence to action will take much care and a little time. Already, public servants in at least the Privy Council Office, the Department of the Secretary of State and the Department of National Defence are scurrying about to put together new youth programmes. If they improvise too hastily, and there are signs of this, they risk hatching jerry-built schemes that could imperil the concept of youth exchange; if they drag too long, they risk portraying the Throne Speech as window-dressing.

For the moment, our nosing about behind the scenes does not reveal any electrifying coherence in the Government's plans. Indeed, if Parliament, press and public do not keep the heat on for the youth priority, our young people may wait a long time still for their big chance to break through the language-and-culture barrier. Many ideas need exploring to extend exchanges each year to something like 75,000 or 100,000 young people, and language-learning opportunities to many million more of all ages.

The first five reports in this series sketched out a shopping list of a couple of dozen ideas to achieve this. Four of these ideas could stand another plug.

First, Ottawa should offer the provinces incentive money to deal specifically with the following: language teachers' motivation to deal sympathetically with the other Canadian culture—the snobbery about 'Parisian French' and Quebec teachers' derision for an English-Canadian society few of them know beyond Westmount folklore are equally destructive, and can probably change only through large-scale exchanges of teachers, newsletters and conferences over many years; motivational materials to tell children and teenagers the well-kept secret that learning a second language, especially a world language, is useful and joyful; an interprovincial textbook and teaching methods centre, to be created (perhaps under the Council of Ministers of Education Secretariat) as a kind of pedagogical supermarket for local schoolboards;⁷ temporary certificates for pedagogically "unqualified" native-speaking teaching aides; and reinstatement of both official languages, as entrance requirements for university, beginning with each institution's first Canadian

⁷ This is one goal of a national conference this Office held in late March 1977 for parents and professionals interested in better teaching of French as a second language and in youth exchanges.

language, at least for arts and social science courses—not to mention all graduate studies.

Second, federal backing is urgent for all manner of exchanges: summer study, summer camps, summer jobs, twinning of classes for visits and extended study, interfamily visits and any other reasonable format allowing youth of the two cultures to mix. The models of the hugely successful Office franco-québécois pour la jeunesse (eloquently, the largest youth exchange in Canada) and its Franco-German inspiration merit close study. But perhaps far preferably, to avoid creating another expensive and distant bureaucracy, the main exchange investment should go into subsidies and matching grants for private groups harnessing local enthusiasms and voluntary workers. The long-proven examples of the Canadian Council of Christians and Jews, Visites Interprovinciales and the Bilingual Exchange Secretariat, among other programmes, show that great good does not always demand great budgets. To do even this, however, the Secretary of State will have to recreate some version of the Travel and Exchange Directorate his Department, with unfortunate timing, abolished last year.

Third, the Government should press widely upon Canadians' attention the opportunities in Section 60 of the Income Tax Act. This lovely little sleeper clause offering a tax deduction on fees over \$25 for job-related training has been touted in these reports and in speeches for the past three years. Finally, in January 1977 a meeting this Office held on it with the Minister of Finance produced the once forbidden (or let us say uneaten) fruit: a promise to interpret the notion of "job-relation" very generously to allow adults and students in almost any situation to benefit, and a promise to give this interpretation, after consultation with the Minister of National Revenue, appropriately noisy publicity.

Finally, to get right down to intercultural brass tacks, the Prime Minister should call a meeting of Air Canada and CN, enjoining them to think again about their role in helping Canadians know each other. To these two and to CP Air and CP Rail, as well as other private carriers and major buslines, he should propose a new national commitment: to get Canadians travelling around their own country at least as easily as charters and package deals get them to Tibet or Tierra del Fuego. The goal should be to offer every Canadian citizen one low-cost trip anywhere in Canada once a year—roughly what those incorrigible idealists, the French and Germans again, have been doing for decades. One approach might allow each citizen to deduct from his income tax 60 to 80% of any return ticket used during annual holidays; another, more simple and perhaps politically more striking, might allow travel companies to offer every adult one yearly return trip anywhere in Canada for \$100 and every child the same for \$50—Ottawa then paying the fare differential to

the companies as a deliberate investment in inter-regional, and much of the time intercultural, understanding.

Screams from the tax mandarins about assaults on their lovely fiscal machinery and guffaws from sophisticated airline executives about fantasy fares should not deter the Prime Minister from stating a tough-minded political principle: the Canadian Government, especially faced with a population rarely before as deeply divided on language and culture, must insist that Canada's transportation system gear itself to facilitate mass intermingling of Canadians. The loss of tax revenue would cost a lot, and so would direct subsidies. But the gain in understanding among the peoples of Canada is worth a great deal, maybe even a country.

Indeed, for skeptical travel executives, perhaps a really successful see-Canada-first crusade could prove a boon by attracting new regular customers as a loss leader. And higher load factors might actually lessen the need for subsidies as accountants offset lower fares with fuller planes, trains and buses. What an irony it would be if this simple-minded idea actually ended up improving Air Canada's earnings!

3. *Ottawa and Byzantium*

Most of these ideas, though not all, require intimate cooperation between the federal and provincial governments. Traditionally, that has meant new excuses for politicians and bureaucrats to play the charming old Canadian game of the two-way chase between money and jurisdiction. "In the question of aid to bilingual education," noted the 1976 OECD report on education in Canada, "there is exemplified the whole realm of difficulties and ambiguities that may arise when the federal government is prepared to be a supplier of funds, but the provinces, on constitutional grounds, wish to avoid even the appearance of co-operation."⁸ The report might have added that Ottawa usually wishes to avoid the appearance of not knowing how the provinces spend the funds it supplies.

Since federal-provincial cooperation on bilingual education began in 1970, both sides have grown a little more flexible. The provinces have gradually—and freely—armed the Secretary of State with nearly enough details to defend his funding programmes in Parliament; and Ottawa is learning not to drop its money-bags too heavily on provincial toes when urging new programmes in the "national interest".

But old vices, unlike old soldiers, do not fade away. Unless the public loudly and consistently makes plain its impatience with federal-provincial guerrilla war, the antagonisms of lawyers and taxmen at both levels will continue to slow progress to wider opportunities for our children.

⁸ Organization for Economic Co-operation and Development, *Reviews of National Policies for Education, Canada*, Paris, 1976, p. 60.

The average Canadian, one suspects, does not care nearly as much as politicians think whether he is taxed through his left pocket by Ottawa or through his right pocket by a province. What he cares about, in this case, is a better chance for his child. Probably the only sure way for the crucial things to get done under a new federal and provincial youth priority is for the Federal Government to offer to pay all extra costs destined for developing, improving and extending second language programmes, as well as the costs of all youth exchange programmes. This offer ought to guarantee a long solid period of entrenchment, such as ten years. In proposing this, Ottawa can then invite the provinces to trust in its commitment enough to draw up and run the best programmes they can. The Council of Ministers of Education—which even the present Quebec Government generally supports—ought to play a dynamic role in convincing the public this is truly a valuable new investment in youth and not a blind transfer of resources to provincial treasuries.

The Council of Ministers of Education might do more. It might start proposing youth and language policies for Ottawa to react to, instead of leaving policy vacuums for Ottawa to fill. In the past, the Council's timid approach to coordinating its ten fiefdoms' goals and methods has badly served both the children of Canada and the Council's own position as the normal national leader of educational reform. The obsession with each province's autonomy has gone far beyond healthy particularism. It is causing a terrible dispersal of ideas, energy and money. When the provinces meet, their imaginations seem to focus mainly on jurisdiction and money, rarely on objectives and programmes to benefit children. Ironically, the main political beneficiary of this short-sightedness is Ottawa itself: it can claim with some plausibility that it must trace a national path which others fear to tread.

The Council's Secretariat, now kept to an extremely modest housekeeping role, could greatly heighten the Council's usefulness and indeed its political strength. Already, on a shoe-string budget, it coordinates impressively two youth-and-language programmes initiated by Ottawa. It could do much more, if authorized and better financed, to research and propose new national policies. This would be so much healthier. Then the provinces, who hold the power, would be able truly to set the course for Canadian language reform in the schools; and Ottawa, the resented but affluent intruder, could concentrate on helping with money.

The OECD report may have had something like this in mind when it said: "Without political leadership and responsibility—and after all neither of these is forbidden under the BNA Act—a severe backlash against future educational development in Canada may be unavoidable."⁹

⁹ *Op. cit.*, p. 103.

If, instead of statesmanship, our federal and provincial leaders give us only more fights over money and more constitutional cop-outs, they may meet the fate of all apprentice sorcerers: their sponsor, the people, will take away their magic powers.

E. PUBLIC INFORMATION: Don't Complain If You Don't Explain

In 1976 much was said about language in Canada, very little of it by the Government. If the absent are always wrong, the Government has been dead wrong, and for Canada dangerously wrong, on this score for many years. Another self-serving quote from our *First Annual Report* (echoed in every subsequent one) may sum up the warning and the challenge: "It is painfully ironic that, some two years after its passage, an Act designed to promote linguistic justice should be viewed by so many as a possible instrument of linguistic discrimination(...) There still remains(...) a great majority of citizens(...) willing to support any reasonable application of the principle of linguistic equality if only public authorities would explain frankly and meaningfully the practical impact of their policies."

Whatever miracles the Government may work in adjusting its priorities and administrative plumbing, it shows every sign—nearly *eight* years after the Act's passage—of continuing to sabotage its best efforts through bankrupt information programmes. If it persists in ignoring the people's need to believe, or even to understand, the Government's reckless squandering of goodwill may sooner or later cost our language reform its vital, and newly fragile, popular support.

Is indeed such backing irretrievable? Possibly. But probably not, if the Government could cast aside old bad habits, illuminate positive themes, then explain these with order, simplicity and practicality.

Apart from normal bureaucratic langour, three vices persist in sapping the Government's ability to show and tell. First, the sin of legislative archivism (passing, then failing to explain, a law) denounced in our *Second Annual Report*. After the aviation crisis of last summer, it is true, the Prime Minister enjoined his caucus to go out and "sell bilingualism". Perhaps, indeed, it was time. But the ensuing campaign soon faltered, and the Government seemed to return to its legalistic vision of language reality: "if it's on the statute books, everybody should know all about it and sympathize with whatever policies flow from it."

Dramatic forays may briefly seize the limelight. Mainly, and sadly, though, they tend to make people ask why the Government did not offer clear, accessible explanations of its initiatives from the outset. More changes in approach to language, and new methods, must follow in years ahead. Somebody well placed ought to make it a rule of thumb that

nobody slips a new policy or regulation through without demonstrating how it will be shown to make sense to those affected. That simply means making information part of policy.

The second sin is the Government's minefield mentality toward language: its tendency to view Canadians as so explosively prejudiced that all talk of things linguistic must lead to apoplexies. To flail at this is not to advocate kamikaze missions. It is merely to underline that fear in the face of fire can feed on itself and, worse, goad the aggressiveness of extremist adversaries.

Often, it seems, the most prudent course when meeting perceived or incipient hysteria is calculated imprudence. Not to get too fancy about it, all one senses some ministers and mandarins need to display is confidence that Parliament has given them a supremely sensible cause to defend and pride that their Government is doing many sound things to advance that cause. Only then can the bilingual "good news" crowd aside some of the bilingual "bad news" and give the public something like a balanced view of things.

Getting off the defensive requires, for starters, that everybody stop the pitiful apologizing for "not forcing French down your throats." Instead, to those who allege they suffer from this complex of the Strasbourg goose, one could answer: "Try swallowing. It might taste good, and is rumoured to relieve constipation."

The third vice, earlier decried as the "Crown Jewels syndrome" (secretiveness among rival allies), derives from the endemic division of responsibility for language administration. Appeals in previous reports for coordinating language information never did move the Government to put order in its several linguistic houses. Even today the Department of the Secretary of State, the Treasury Board, the Public Service Commission and the Privy Council Office (not to mention dozens of other departments and agencies) pursue distinct paths in information—that is, when they pursue any at all.

The idea underpinning all information efforts should be opportunity. No lasting progress in language reform can happen until Canadians change the value they assign to language: from pain in the neck to chance for growth. The Government can hasten this turn-around of attitudes by expressing its purposes through three themes. All are linked to the notion that accepting the equal dignity of our two language communities should lead to a more lucid relationship between English- and French-speaking Canadians. And, more broadly, through our two world languages, to a more clear-headed way of dealing with the world outside Canada.

These themes echo in layman's terms either the letter or spirit of the Official Languages Act: 1) it is normal, for the Canadian Government, where there is significant demand, to serve each citizen in the language

he is taxed in; 2) it is normal, as much as practicality and imagination allow, to let each federal employee work in the official language in which he can contribute more and feel more at home; and 3) it is beneficial to give children a better chance than most of today's parents had to acquire a useful knowledge of two languages which express the culture, hopes and fears of the the two Canadian "solitudes"—and which happen to be languages of worldwide currency.

All these themes, of course, must find expression which, in balance and timing, respects the delicate chemistry of credibility which has always conditioned the Act's implementation. On one hand, this means demonstrating honestly to French-speaking Canadians that our language reform is serious, with prospects for fairly radical and rapid improvement to their advantage. On the other, it means reminding English-speaking Canadians that the reform is reasonable and humane, and that it carries for their children hope for a more realistic understanding of their country and century.

How can we make all this lovely preaching work? Plainly, the Government cannot pull its information act together until it pulls its administrative act together. The separate outlooks and concerns of the Government's four or five main language agencies have thwarted coherent information efforts. An eventual Ministry of Linguistic Equality might offer the only practical chance of focusing and articulating ideas by linking information, in one place, to policy and implementation.

That still leaves just an empty shell. Inside such a Ministry would have to work a small group of hardened bureaucrat-communicators (starting with the Deputy Minister) who knew how to subvert the system and enlist, probably on contract, first-class writers and artists. This group could commission kits, posters, films and all manner of P.R. paraphernalia to present basic and current language questions in a simple, good-humoured manner. Materials would aim at audiences with definite needs: the general public, in all its cultural, economic and professional facets; federal employees, with up-to-date job-related data supplied by individual departments; and school-children, mainly offering them perspectives on languages as opportunities to know themselves, other Canadians and the world more richly.

None of this would require genius, or even that favorite Government substitute for genius, bloated budgets. Just a sense of what is clear, practical and engaging.¹ And none of it would do the slightest good

¹ Modesty does not forbid us from citing, as examples of how to get good mileage from the obvious, some of this Office's own shoestring initiatives: for the general public, posters, pamphlets and a film which in earlier years got around to several hundred thousand people; for federal employees, a now-fading *Safari Kit*, which got to (one way or another) 140,000 people; and for school-children, a bilingual take-home adventure kit called *Oh! Canada* which has gone through three printings totalling 1,563,000 and led to a spin-off two-hour cassette, for teachers, in two runs totalling 24,000. We need not dwell on other schemes which bombed.

without a key ingredient: the political will to explain. Without that, and only a handful of politicians in various parties have shown it, any new information unit would merely go the way of still-born Information Canada. In speeches as well as directives, such a will must flow from the top, and flow at all times—not just when the roof blows off.

If the Government persists in viewing communication of its purposes, plans and acts as of marginal importance, the linguistic cause it must anguish over, still again, will end by striking many as of marginal value, if not of unacceptable annoyance. Surely the passionate events of the past year have told the Government that much. And warned it that, however sound its reshaping of priorities and methods, if the people know nothing, they will believe nothing. And anything.

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Chapter II

THE PERFORMANCE: ENCOURAGING, BUT STILL UNEVEN

As in previous reports, this “technical” chapter offers readers a chance to delve beyond the generalities of Chapter I. No one should feel guilty for skimming over the small ocean of detail which follows. To our knowledge, only two or three Members of Parliament in the past six years have confessed to water-skiing even fleetingly along the surface of such data.

It would be some consolation, for our hard-working staffers in the ombudsman and preventive medicine business, if a few more public persons glanced at the read-out on their favorite department before denouncing this or that linguistic scandal. But all is not wasted. The main clientele for this meticulous stuff is a captive audience: the heads of departments and agencies who, with their language advisers and coordinators, must carry the linguistic can.

So it is to these, our most faithful readers (if not followers) on the inside, that we dedicate another chapter of minutiae. Even though apparently safe from parliamentary accountability on its contents, these doers of more or less will no doubt continue to do their duty and plod on through it . . . at least to the part about themselves. For this we are grateful, and we look forward again to hearing from the flattered, the disgruntled and the ignored.

The chapter leads off with a sketch of some stubborn trends which thwart reform. Then it tries the pretentious, but necessary, task of assessing institutions’ performance—first in a kind of dubious honours list (which in the past two years was read, if not loved), then in a department-by-department read-out made less off-putting for the busy by a short initial evaluation in italics. This year, the list of special studies undertaken since the Office came into being and statistics on complaints will be found in appendices. As for complaints summaries, we have improved on last year’s report by limiting them to even fewer selected

cases. This may disappoint readers who used to savour our endless summaries, but it may perhaps console some taxpayers.¹

A. PERSISTENT PROBLEMS OF REFORM: Pains in the Neck and Elsewhere

Information this Office gathers in investigating complaints, carrying out special studies and following up on earlier recommendations usually reveals broader problems than the ones at hand. As obstacles to implementing the Official Languages Act these call for action by departments and agencies even though they do not gain precise mention in our recommendations. Earlier annual reports have brought a number of disturbing patterns under scrutiny. This year the list lengthens.

1. Old Flaws in Character: Managerial Weaknesses

a) Lack of Initiative

Each year this Office adds new preventive medicine blueprints to its catalogue of "Special Studies". The total is now 76 studies covering 45 institutions. Every year the diagnosis points to a recurring malaise: the lack of initiative shown by federal organizations in giving effect to the letter, spirit and intent of the Act.

On any scale measuring alertness to achieving the Act's goals, performance is usually unimpressive. Managers seem ready to settle for a bare and comfortable minimum, and rarely lose sleep cooking up innovative ways to meet Parliament's wishes. They are loath, for example, to advance beyond the confines of the visible and tangible (such as signs or publications), or of the Treasury Board's directives, which focus mainly on infrastructure. Only under direct heat will they organize to achieve manpower goals or devise an imaginative programme.

The laggard approach of moving only when prodded or led produces two results that thwart Parliament's intent. First, responsibility for implementation shifts from where Parliament placed it—with the departments and agencies—to the central agencies. This leaves a void at the operational level, the only place where reforms can effectively bite. Second, compliance with the Act as a management concern gets downgraded to a secondary or third-rate objective enjoying attention only

¹ Members of Parliament and interested citizens may obtain on request information they might need concerning files closed during the year, except for complainants' names, which are privileged by law.

when management finds leisure for it or is dragooned back in to put out fires. And so, language rights stay in limbo.

b) Lack of Integration

The above weaknesses also perpetuate the federal language régime the Act was passed to change: English everywhere and French only where unavoidable. The Act calls on federal administrators actively and systematically to replace “unavoidable” by “feasibility” and “significant demand”, and to serve the travelling public by a presumption of system-wide demand. Without this deliberate integration of language equality into operations, the Act changes little, and French continues to seem an interloper, indeed a bothersome concession. Under such an approach, it can never become an equal and useful instrument of communication.

However a federal organization defined its purpose before the Official Languages Act, it is now required, to the flexible degree imposed by law, to pursue that purpose in the two languages of its clientele and staff. This expanded purpose must filter into all planning, organization, personnel policies and budgeting. To persist in viewing the other official language as a foreign tissue, somehow to be grafted on, is to consign Parliament’s intent to a never-ending transition.

2. The Bionic Bureaucrat: Technical and Scientific Problems

a) Storage of Technology

In the federal government, because of the linguistic make-up of personnel and their relations with educational institutions and the business community—relations which lead to various kinds of initiatives—technical and scientific knowledge is very often stored in English only. As a result, one of the official languages cannot develop as it should, and those who speak it are unable to benefit in their language from the country’s intellectual resources, in spite of the fact that they have helped to finance the accumulation, the expansion and the exploitation—until now often pursued to the detriment of their language—of those resources.

In order to counteract this anomaly, federal government departments and agencies should establish relations with Francophone educational institutions as well and should promote research and dissemination of the findings and the training and development of specialists.

b) Scientific and Technical Publications

The Official Languages Act requires that publications prepared and distributed by, or on behalf of, departments or agencies be in the two

official languages. There are certain reasonable grounds for pleading exceptions but efforts to comply with the letter, and more particularly with the spirit and intent, of the Act can hardly be taken seriously if they do not try to keep those exceptions to a minimum.

Mere publication in the two languages is not enough; the languages must enjoy equal status. Languages can claim equal or unequal status from a number of standpoints, embracing quantity, quality and precedence. Equal status requires basically that a client in one language have access to the material at the same time and with the same ease as a client in the other. Otherwise one client, and one language, suffer some disadvantage, however minor.

These principles would apply to all publications put out by departments and agencies unless, of course, a publication were sure to be used by one language group only. Yet works of a scientific and technical nature issued by federal institutions or subsidized by them, whether in the human or the exact sciences, are often published in English only or, long before a French version, at least in English first.

Scientific and technical publications present peculiar problems. Still, where they aim for the general public or some sector of it, or may be used as work instruments by federal public servants, institutions should issue them in both languages at once.

Where the work is a report of original research to be published in a scientific or technical journal over the author's signature, it might reasonably appear solely in the language in which it is written. By avoiding delay, this could safeguard recognition of the author's achievement and society's interest in early access to the new knowledge. Equality of status of the two languages would in that case lie mainly in striking a defensible balance in the use of each for drafting—a practice contingent, of course, on the talents and preferences of many individuals. Alternatively, such works could be translated, a choice contingent on the likely public for each piece. Choosing the right mix of approaches must naturally rest on administrators' common sense and imagination.

There can be compelling reasons (such as safety or health) why the public interest demands a report be published as quickly as possible and why translation cannot be done in time for simultaneous publication in the two languages. Publication first in the language in which the work is written, with a short delay in publication in the other language, may then prove unavoidable. That first publication should, however, be accompanied by an abstract of the work in the other language and, if possible, by an indication of when the document will appear in the other language.

Since the decision not to translate, or, if translating, not to publish simultaneously, represents a deliberate deviation, however justifiable, from the Official Languages Act, it should not be taken lightly. It cannot be left therefore to all and sundry, some of whom might not feel the department's or agency's concern with observing the Act's requirements. Such a decision belongs to senior managers (an assistant deputy minister or equivalent or someone to whom he has delegated the job)—to persons fully aware of the Act's requirements and the practical alternatives in its application.

Scientific and technical material already published, as well as material to be published in future, should reflect the same principles. In coping with a backlog of material published in only one language, the decision to translate would take into account the material's continuing relevancy and an order of priority based on demand and resources.

c) Shortage of French-speaking Staff

Naturally, the storage of knowledge in only one language is linked to the shortage of French-speaking employees in the federal government, and particularly of French-speaking employees working in their language in specific technical and scientific fields.

The 1975 Annual Report of the Public Service Commission gives the following percentages of Francophone employees in certain fields: 3.9% in scientific research; 8.2% in biological science; 5.8% in forestry; 5.1% in physical sciences; 10.2% in chemistry; 12.5% in electronics; 8.6% in meteorology; 9.9% in engineering and scientific support; and 7% in aircraft operations. These rather low percentages would be even lower if they covered scientists and technicians working for Crown agencies outside the jurisdiction of the Public Service Commission, such as those involved in nuclear and petroleum research.

Thus, French-speaking scientists and technicians are rather few and far between in the federal public service. In addition, the studies carried out by this Office reveal that the pressure exerted by the work environment on these employees is sometimes such that, rightly or wrongly, they feel obliged to work in English, which further contributes to diminishing the status of French. The same phenomenon is found in policy development, where in too many cases the French language is not used at all.

Equality in theory, said Camus, hides real inequality. Unless a special sensitivity is developed toward these basic problems, French in the scientific and technical fields will remain a language equal to English in principle but inferior to English in fact.

3. *The Joy of . . . Learning: Language Training*

a) *Appeal Mechanisms*

The very size of the federal public service language training programme—whose growth was a necessary consequence of the June 1973 Resolution—has resulted in the creation of a whole range of administrative mechanisms, including examinations, assessments, orientation procedures, withdrawals from courses and reviews. Of course, investigations of complaints about language training rarely turn up violations of the Official Languages Act, but such complaints often serve to highlight situations which, in the long run, could undermine the morale of employees who are catapulted into the maze of language training courses and upon whose enthusiasm, or at least upon whose well-meaning neutrality, the whole of the language reform process, including the application of the Act, depends for its success.

One of these mechanisms in particular—the Language Review Committee—caught our attention. This Committee, composed exclusively of Public Service Commission representatives, was formed in 1974 to examine cases submitted by employees and particularly appeals against withdrawal from language training courses or failure to pass the Language Knowledge Examination (LKE). The uniqueness of the Committee lies in the fact that its deliberations are confidential, that its decisions may not be appealed and that employees requesting reviews are not admitted to its meetings, although their department or agency may be represented.

While the Committee initially seemed to meet a real need, it is becoming increasingly evident that many people are now dissatisfied with it. Criticism is focussed on two main points: first, the Committee is a creation of the Public Service Commission and therefore cannot claim to have total freedom in reviewing the Commission's administrative decisions and, secondly, employees, since they are not admitted to its meetings, do not have the opportunity to be heard in a case in which they themselves are the most interested party. At the time of writing we know that the Commission is endeavouring to amend this procedure. It is essential for major changes to be made to this mechanism if the government wishes to avoid giving public servants the unfortunate impression that their language development is in the hands of isolated, inaccessible administrators. No small measure of progress would be achieved if employees were given the right to come before the Committee or to be represented by the person of their choice, but the creation of a means of recourse that was totally independent of the Commission would perhaps be the only way of making the appeal mechanism a fully credible procedure once again.

b) *Training Related to Work Requirements*

Our findings both in our special studies and in our investigations of complaints often make implicit reference to deficiencies in the very content and organization of language training courses. Our observations serve merely to confirm what we said last year following our survey of the use of the second language by graduates of the Public Service Commission Language course.² It would be much easier and, it would seem, cheaper for most of the major departments to deal with their language training needs (and, at the same time, meet the requirements of the Act) if they could set up in-house courses directly related to their functions instead of having their staff pass through the training mould of the Commission's language school.

Some experiments in in-house language training being carried out in the Post Office, the Department of National Revenue and elsewhere, have produced some extremely promising results and should encourage the government to consider decentralizing its language training programme to a certain extent. It is, however, even more important for changes to be made quickly in course content. If mailmen knew the vocabulary of postal rates, customs officers the vocabulary of smuggling and accountants that of balance sheets, not only would the taxpayers be reassured but the public servants who are still struggling to master "la plume de ma tante" would be given an incentive.

4. *"Easy Off" for Frustrations: Simple Problem-Solvers*

Many complaints reveal shortcomings in services to the public which the institutions concerned could easily rectify with a minimum of ingenuity and good will and—taxpayers will be overjoyed to hear—without undue expense.

Members of the public "come into contact" with their government in three basic ways: over the telephone, in person—at wickets, counters and information booths, through visits to their home and so forth—and through written material such as letters, folders and questionnaires.

Nothing is more annoying than to call a federal government service only to find that it is impossible to communicate with it in one's own language. For example, a French-speaking person, already somewhat upset about his taxes, who telephones the taxation office for information and is told by the official, "Sorry, I don't speak French", will be strongly inclined to add to the number of complaints we receive. However, if the officer answering the call had the presence of mind to say a simple phrase

² See Commissioner of Official Languages, *Fifth Annual Report* (1975), pp. 4ff.

such as “Un instant, s’il vous plaît”, even in a broken accent, and then transfer the call to a colleague who could speak French, we would have a satisfied customer instead of a potential complainant, at least as far as language of service is concerned.

This kind of service, which should be offered out of common courtesy, can be provided if departments give their staff clear, though not intimidating, instructions with a short list of five or ten phrases which the most unilingual of unilingual employees will be able to use in order to make an initial contact in the official language he does not know. This solution naturally presupposes that the office receiving the call has recourse to the services of an employee who can speak the other official language, a fact which, at least in the National Capital Region and in regional and district offices serving areas inhabited by official language minorities, should not pose problems of Herculean proportions. However, ever since we made this suggestion on page 17 of our *Second Annual Report* and propagated the idea in 1973 in the 140,000 copies of our *Safari Kit*, the task of correcting such a small defect as this seems to have appeared to many senior officers to be as immense as that of cleaning out the Augean stables.

Unilingual officers working behind a wicket or a counter could, by adopting the same courtesy, serve members of the public in both official languages with aplomb and without embarrassment to themselves. In cases where a department has enough bilingual staff, it could also adopt a solution which has already been applied by some departments but disdained by other organizations (which would, however, be wise to improve relations with a substantial number of their customers)—that of setting up clearly identified wickets where members of the public may be served in either official language. Among other things, this solution would spare the taxpayer the particularly unpleasant experience of being asked, with varying degrees of politeness, to go to the end of another line. In short, clearly stating that service is provided in both languages in a particular place makes everyone feel more comfortable and encourages people to use the official language of their choice.

The difficulties involved in written communications are of a different kind. Replying to citizens’ letters poses no problem at all, since the replies are drafted in the language of the addressee. Though there is an occasional slip-up, this procedure is followed by most departments and agencies with highly commendable consistency. The situation becomes slightly more complicated, however, when it is the institutions themselves which initiate communication with members of the public, for in most cases they do not know the preferred language of the addressee. A convenient and reliable answer to this problem is to provide a space on certain bilingual forms for the customer to indicate his language preference, which is then entered in the file or—since the computer is playing

an increasingly important role as intermediary between the government and the general public—on a computer programme. Subsequent communications will then proceed without any hitches or gnashing of teeth. Of course, the mass distribution of folders and circulars must be approached differently. Here, service meeting the requirements of the Act can be provided only through the use of a bilingual format, and the mistake of distributing bilingual material in Quebec and unilingual English material in the rest of the country should be avoided at all cost (don't laugh: in 1976 a federal agency committed a blunder of almost "Olympic" proportions by doing just that).

In short, it is a question of following simple prescriptions, and it is almost embarrassing to have to make such suggestions to professional managers more than seven years after the introduction of the Official Languages Act. A systematic application of these solutions would not only make for more human relations between the federal government and the taxpayers who support it but would also help to reduce the number of unpardonable violations of the Act which increasingly annoyed complainants continue to bring to our attention.

5. *The Minotaur Vanquished: Internal Communications*

a) *Main Difficulties*

There are still hurdles to be overcome in raising French to equal status in internal communications. An English-speaking federal employee almost never has to venture outside his or her own language to communicate orally or in writing with others in the organization during the course of the work day. All the conditions in place to assure this must also be in place if a French-speaking person is to enjoy the same advantage.

The hurdles are not hard to imagine, and our special studies and the complaints we receive confirm their reality. The employee should have the opportunity of using the tools of his job, whether manuals, forms, instructions or directives, in his own language. Communication from and with his supervisor should be in the employee's tongue. There must be enough people competent in his tongue around at all pertinent levels so that he is not hemmed in and isolated by a language barrier. Job-oriented training provided by or through his organization has to be available in his language. His participation in meetings and other forms of group action or deliberation must be as comprehensively in his language as it is for others present in theirs. Because of the preponderantly English-language atmosphere, traditions, practices and presence reigning in many offices and organizations, the French-speaker must be encouraged, even urged or at least induced, to function in his language without inhibition.

To state the case more positively, his work environment should lead him naturally, almost irresistibly, to carry out his duties in his first language. When such an environment exists in the nation's Capital and in other areas comprising French Canada or serving it, it will be possible honestly to argue that French-speakers can work for their Government under conditions approaching those enjoyed by their English-speaking fellow citizens.

b) Change in Nature of Complaints

From April 1, 1970, to December 31, 1976, complaints relating to the language of work in federal institutions only accounted for slightly more than 15% of the total number of complaints investigated under the Act.

Is this figure a reflection of excessive timidity on the part of the government's faithful servants? It is quite possible, since the special studies that this Office has carried out so far show that, in general, the situation is not always rosy for French-speaking federal government employees, even when they are working in Quebec.

The situation has changed over the last two years, however, in that the number of complaints concerning internal communications has been gradually increasing and the content of those complaints has been becoming more substantial. The complaints laid by the air traffic controllers in the Department of Transport and by various Air Canada employee groups, to mention only the most well known ones, clearly indicate that federal government employees have a greater awareness of what application of the concept of the equality of status of the two official languages means in terms of their working environment.

Confusion nevertheless persists over the two sometimes closely related notions of language of work and language of service. The point must be stressed that the employee's right to be able within reason to work in the official language of his choice cannot take precedence over the taxpayer's right to service in the language of his choice. At least some of the employees working behind wickets in an office selling postage stamps to people from both language groups will have to serve them in the official language of their choice. On the other hand, those employees may choose their language of work within the federal public service in their relations with their superiors or their equals or in any dealings with the government as their employer.

The complaints submitted to our Office may be grouped in two main categories: those pointing out specific short-comings in internal communications networks—that is, deficiencies in work instruments, such as manuals, forms, reference works and instructions for use, and in occupa-

tional training courses offered in one language only, and written and verbal communications of a unilingual nature—and those referring to more general problems or reflecting dissatisfaction with, or uneasiness over, certain aspects of the application of the government's official languages policy, involving language courses and examinations, language requirements of positions, and discrimination.

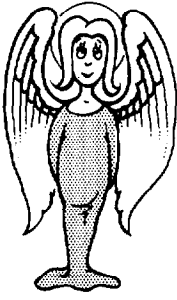
It will come as no surprise that nearly all the complaints in the first category were lodged by Francophones, while most of those in the second category were laid by English-speaking employees. Therefore the twofold challenge facing the government and all Crown corporations is clear: they must work more vigorously than in the past to create a working environment conducive to the use of French in internal communications and they must simplify the bureaucratic maze mentioned earlier, where countless English-speaking public servants wander without even a tiny piece of Ariadne's thread to guide them.

B. THE READ-OUT

1. LA COMMEDIA NON È FINITA: *The Divine Comedy of Bilingualism—Being a Dantesque Account of Places Saintly or Sulphurous Where Each Is Found Classified According to His Linguistic Deeds or Misdeeds*

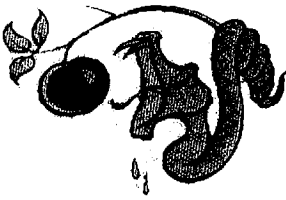
Criticism about flippancy in previous reports has not gone unnoticed. Indeed, wounding comments about our conduct in that sphere have stung us to the quick. Therefore, filled with remorse and perfect contrition for past sins, we have decided to renounce all gastronomic or Olympic¹ pursuits and to cleave wholeheartedly to our noble task. In passing from the irreverent to the sublime, the lesson we have retained for our literary back-to-the-bible hour is that, after all, the whole sense of institutional bilingualism is to let each man (or woman) go to his just reward in the official language of his choice.

¹ For those who still do not find comparisons odious, the categories for this year can be readily matched with the six Olympic medals used last year. Once again, an arrow indicates the direction of movement, if any.



The Angels, Seraphim and Cherubim

Stars are hung out like Lamps in the Heavenly Kingdom of Bilingualism. Those who shall pass through the Pearly Gate shall witness beauty beyond the power of both official languages to describe, and shall bask in the crystalline light of the True Faith. (This seventh Heaven will open when those below are certified as canonizable by an appropriate test of the Public Service Commission.)



The Biters of the Big Apple

This second Best, this Eden, this Alhambra of the Spirit, this Happy Hunting Ground is reserved for the pure who, free of Original Sin but not of originality, have wandered into their happy valley of language reform after eons spent in the deserts of Endeavour. They should be careful not to fall from grace—just when they are getting the hang of it—because of a rotten apple or two.

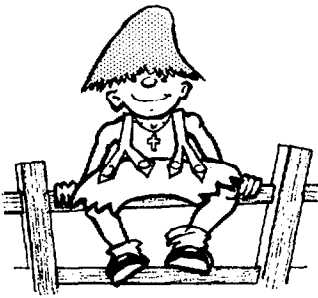
Chief Electoral Officer ↔
Manpower and Immigration ↑
National Defence ↔
National Revenue (Taxation) ↔
Secretary of State ↔



The Wearers of Tin Haloes

The Land of the Elect is the home of plain, down-to-earth people, not yet dead to good or bad deeds, but who live sober if dull lives in the pursuit of a better linguistic hereafter. Like some pulpit bible-pounders, their promise of reform and repentance is sometimes better than their delivery, though there may blush unseen among them some budding Billy Graham (a Charles Templeton?) of bilingualism looking for a crusade to lead.

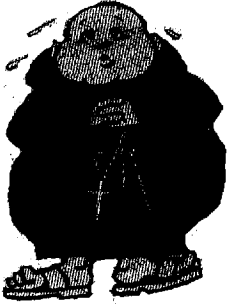
Canadian National Railways ↑
External Affairs ↔
National Arts Centre ↓
National Capital Commission ↓
National Museums of Canada ↔
Parliament ↑↑
Public Service Commission ↓
Science and Technology
Treasury Board ↔
Unemployment Insurance Commission ↔



The Fence-sitters

Sometimes called the fool's paradise, Limbo is for good heathens who are on the edge of almost everything to do with the official languages. This halfway house is the dwelling place of all those who have been guilty of numerous sins of omission.

Canadian International Development Agency
Energy, Mines and Resources
Environment ↔
Indian Affairs and Northern Development ↔
Industry, Trade and Commerce ↔
National Health and Welfare (Welfare) ↔
Royal Canadian Mounted Police ↔
St. Lawrence Seaway Authority
Statistics Canada ↔
Supply and Services ↑
Urban Affairs



The Apprentice Screwtapes

Upper Gehenna to some, Purgatory is a place frequented by gleeful deceivers and other flim-flam men of bilingualism. They bide their hour in hope of better times. Let us pray that they will presently feel the heat as they see the light.

Air Canada ↓
Canadian Broadcasting Corporation ↓
Consumer and Corporate Affairs
National Energy Board ↑
National Health and Welfare (Health) ↔
Post Office ↑
Transport ↔



The Devils and Do-littles, whose Mortal Sin Is Sloth

At Dante's entrance to the Inferno burned these words: "All hope abandon, ye who enter here". Presided over by a titular guardian, the Angel of Silence, this Sheol 420 times hotter than fire and filled with opaque smoke and hot air is reserved for those who have been shown the way to institutional bilingualism and have refused to follow it.

Canadian Transport Commission ↔
National Revenue (Customs and Excise) ↔
Public Works ↔

2. "Evaluation" by Department and Agency

a) Departments and Agencies "Evaluated"

AGRICULTURE

EVALUATION

In 1976, citizens cited 12 complaints about such matters as unilingual English publications, an appeal notice in English only, the French version of a job competition differing in content from its English original, a telephone directory in English only, communication between Ottawa and a Quebec regional office conducted in English. The Department was thoughtful and generally rapid in settling most of these

complaints. However, some of the language-of-work complaints revealed quite serious linguistic problems and will take a while before satisfactory solutions are found. This Office's special study recommendations (see below) should be helpful in correcting some of those weaknesses. The Department's Official Languages Branch received these recommendations with convincing enthusiasm.

SPECIAL STUDY

The Commissioner conducted in 1975 a study on the status of the implementation of the Act in the Department of Agriculture from the standpoint of both services to the public and the internal use of English and French as languages of communication. The study followed a similar review carried out in 1972 but restricted to the Department's district office at Moncton (see *Third Annual Report, 1972-1973*, pages 107 and following). It focused on the Department proper, exclusive of the various agencies and boards that come under it or under the Minister of Agriculture.

The Department published in 1972 a "Policy on Bilingualism and Biculturalism" which was updated in 1974 and distributed to all employees. This comprehensive statement provides useful guidance to the Department's decision-making heads, especially those at headquarters, but needs strengthening if the Department is to serve the public everywhere in the official language of its choice. While, for instance, the Department has made concrete efforts to provide members of the public at large with services in the official language of their choice in the National Capital Region, Quebec and certain bilingual areas in New Brunswick and Ontario, it has taken no steps to have a bilingual capability elsewhere in Canada.

Publications of interest to the general public are available in both official languages. Not all publications are, however, issued simultaneously in English and French and some are even made available in one language only. These are exceptional cases in the main, involving real technical problems, limited geographical areas or other valid considerations.

It was pointed out to the study team, in the course of the 89 interviews conducted both at headquarters and in the district and sub-district offices, that among the difficulties encountered in giving French a status equal to that of English there is the predominance of English in agriculture and related fields, particularly in the North American context. This appears to have limited to a certain extent the Department's ability to offer its employees all working instruments and in-house training and development courses in the two official languages. Further-

more, several positions identified as requiring knowledge of both English and French are occupied by either unilingual employees or by employees whose proficiency in French is insufficient to permit effective communication in that language, especially with the Department's field units in Quebec; this situation accounts for several of the complaints directed at the Department. The shortage of specialists working in French and of graduates proficient in French in a number of disciplines also creates problems that will require imagination, initiative and perseverance to resolve.

In short, the Department has taken a number of useful measures to ensure compliance with the Act, such as the publication and wide distribution of its bilingualism policy, the active offering of services in both English and French by its Public Services Section and by its Food Advisory Services and the development of bilingual glossaries and lexicons. The study revealed nonetheless certain practices or omissions which stand in the way of full compliance with the Act, especially in the area of internal communications where French has yet to take its rightful place as a language of work.

To assist the Department of Agriculture in meeting its obligations under the Official Languages Act, the Commissioner made the following recommendations:

CONSULTATION

(1) in implementing the following recommendations, the Department maintain close liaison with its employees' unions;

JOB SECURITY AND CAREER OPPORTUNITY

(2) implementation of the recommendations in this report do not jeopardize the job security and career opportunities of the Department's personnel;

HANDLING OF COMPLAINTS

(3) the Department deal with complaints taken up with it by the Commissioner of Official Languages in his role as ombudsman and take corrective action in the shortest possible time and this notwithstanding any action taken by the Department with regard to the recommendations contained in this report or for any other purpose, and regardless of any target dates specified in these recommendations;

POLICY ON OFFICIAL LANGUAGES

(4) the Department revise its "Policy on Bilingualism and Biculturalism" by December 31, 1977, making it more precise, bringing it up to date and taking into account all the requirements of the Official Languages Act; and more precisely

(a) to assist managers in complying with the Act, the Department clarify Objective 2 of its policy on bilingualism by identifying in the statement those

locations outside the National Capital Region where "significant demand" is deemed to exist;

(b) the Department define the meaning of "limited internal correspondence", as used in Objective 5 of its policy, and add "simultaneously" to the wording of Objective 6;

(c) with regard to documents, reports, press statements, etc., published by the Department, the terms "limited audience" (items 5 and 6 under "Services to the Public" in the policy) and "in exceptionally difficult circumstances" (item 7 under "Services to the Public" in the policy) be defined;

(5) the Department develop by December 31, 1977, an implementation programme which would include both short- and long-term objectives to give effect to the Act and the Department's official languages policy indicating, where appropriate, target dates and designating persons or centres of responsibility for each stage or activity;

(6) the Department entrust, without delay, a senior official or group with central responsibility for planning, organizing, coordinating and controlling implementation of all facets of the Official Languages Act and of the Department's Policy on Bilingualism;

(7) the Department incorporate, but not necessarily exclusively, the findings, suggestions and recommendations of this report into its policy on bilingualism and integrate them into its implementation programme, whenever appropriate;

LANGUAGE REQUIREMENTS OF POSITIONS

(8) (a) the Department ensure that, where it has not already so provided, a sufficient number of positions are identified and designated as bilingual to meet the needs of the public and of its own employees, especially those employees serving in Quebec or in units elsewhere in which French is a or the language of work;

(b) the Department, in conjunction with the Public Service Commission, ensure that the assessment of the level of proficiency in the second official language, required of incumbents of bilingual positions, adequately corresponds to the current and projected duties of these incumbents;

(9) the Department establish and review regularly such data on the language requirements of positions and the language capability of personnel as will enable it to determine promptly the extent to which the capability of employees, in a given unit (branch, division, group, section, etc.) or geographical location, matches the language requirements for service to the public and for internal communication; and, in so doing, pay special attention to the impact of such factors as attrition, rotation, as well as to the distribution of language skills according to managerial responsibilities and employment categories;

(10) the Department take whatever interim measures are necessary to meet the requirements of the Official Languages Act with respect to those bilingual positions whose incumbents are unilingual or which become vacant, so that service can be provided to the public and communication with staff members assured in both official languages;

LANGUAGE TRAINING

(11) (a) in order to equip employees in bilingual positions with a sufficient knowledge of the scientific and technical language, developed in consultation with the Translation Bureau of the Secretary of State, to deal effectively with the public and their fellow-employees in the other official language, the Department

(i) supplement the instruction given in language schools with job-oriented training or

(ii) make arrangements to integrate the necessary job-related material into the contents of language-training courses or

(iii) make job-related language training an integral part of the Department's professional development activities;

(b) the Department take steps to provide supplementary instruction in reading and writing in the other official language to language-school graduates, where necessary, to enable them at least to deal effectively with correspondence and reports in that language with the least possible resort to translation;

(c) wherever possible, and on a voluntary basis, the Department arrange to place employees who have just completed instruction in the other official language in a work environment where they will have to make frequent use of their newly-acquired skills, thus providing them with an effective means of retaining and improving their knowledge of the other official language;

(d) the Department periodically inform its employees of all opportunities for language training which may be taken at public expense, outside regular working hours, and advise them of the provisions of Section 60(f) of the Federal Income Tax Act;

(e) the Department encourage employees to take advantage, on their own initiative, of other opportunities outside working hours for increasing their second-language capability such as supplementary reading, radio, television, etc.;

RECRUITMENT

(12) the Department continue to ensure that, in all aspects of recruitment, its obligations under the Act are met in full and, in particular, that all members of selection boards are able to communicate with any candidate in the official language(s) of his or her choice;

(13) the Department continue to seek solutions to the problem of recruiting French-speaking candidates in the professional and scientific category and develop close cooperation with French-language institutions so that these institutions can train students with the qualifications the Department is looking for;

TRAINING AND DEVELOPMENT

(14) (a) the Department ensure that employees at headquarters and in the field are informed of all professional and technical training and career-development courses, other than language training, for which they may apply, and indicate in which language or languages the courses are to be given;

(b) the department ensure that employees of both official-language groups have equal access to professional and technical training and career-development courses given at headquarters and in the field in their preferred official language

where such is not already the case or, if this is not practical, that comparable training be made available either at headquarters or in the field;

(c) where in-house courses with the same content are given in the same location in both official languages, the Department offer some of these courses in French first so as to encourage its French-speaking employees to receive training in that language and its bilingual English-speaking employees to avail themselves of such training if they so wish;

(d) the Department consider the possibility of originating certain in-house courses in French first, rather than in English, so as to give practical application to the principle of equality of status of the two official languages;

(e) when the Department arranges seminars, films, audio-visual and similar presentations or meetings at which English- and French-speaking employees will be in attendance, written and oral communication of equal quality be available in both official languages;

TRANSLATION AND TERMINOLOGY

(15) (a) the Department review its policies and practices relative to the use of its Translation Office, in the light of its needs, so as to derive maximum benefit from the resources made available by the Translation Bureau of the Department of the Secretary of State; and, in particular, designate an employee or employees to coordinate and process all translation requests and demands for revision within the Department;

(b) the Department review its present priorities for translation so as to provide managers with a standard scale to indicate the relative urgency of material to be translated;

(c) the Department approach the Translation Bureau of the Secretary of State Department with a view to increasing, if deemed appropriate, the number of scientific and technical translators assigned to it or to its work;

(d) the Department ensure that its employees, either at headquarters or in the field, are not assigned translation duties, as this may lead to an infraction of the Official Languages Act if the quality of the translated text does not match that of the original;

(16) the Department give priority to the developing, in consultation with the Translation Bureau of the Secretary of State Department, of glossaries in agriculture and related fields, in both official languages, so as to facilitate communication (internal and external) and translation, and that such glossaries be widely publicized and distributed throughout the Department;

LANGUAGE OF SERVICE

Telephone and Reception Service

(17) (a) the Department provide henceforth, where such is not already the case, bilingual telephone-answering and reception service in the National Capital Region and at locations serving both official-language groups, including ports of entry, giving precedence to the official language of the majority being served;

(b) the Department ensure henceforth, at locations mentioned in (a) above, that unilingual employees answering the telephone can and do identify their units in both official languages and, where appropriate, refer the call to another employee

proficient in the caller's language by using a simple phrase such as "one moment, please" or "un instant, s'il vous plaît";

(c) where bilingual telephone-answering service is not available as set forth in (a) and (b) above, the Department provide toll-free long-distance service in the two official languages to headquarters or some other appropriate location;

(d) the Department take appropriate measures to ensure that all entries relating to the Canada Department of Agriculture appear in both official languages in telephone directories in Canada, the next time the latter are released;

Signs and other items

(18) the Department ensure that, by December 31, 1977, all remaining unilingual directional signs, directory boards and other forms of internal and external information posted on premises, especially those that are not in federal buildings, occupied by the Canada Department of Agriculture respect the equality of status of the two official languages and that the Department Branch responsible for these matters periodically review the extent to which this recommendation is being implemented;

(19) the Department ensure that, by July 1, 1977, all calling cards and rubber or other stamps in use at headquarters or in the field are bilingual, utilizing, with regard to the latter, the international dating system where appropriate;

Written Communications

Correspondence

(20) the Department

(a) ensure that its policy of answering mail in the language of the addressee continues to be observed and that everything possible is done, including revision where necessary, to encourage employees who are able to do so to originate correspondence in the language of the addressee;

(b) respect the equality of status of the two official languages by ensuring that the delay in answering correspondence in one language is not significantly greater than in the other and that texts are of equal quality;

(c) when originating correspondence, take all necessary measures to determine the language preference of the addressee;

Publications

(21) (a) all written material directed to the general public be simultaneously released in both official languages, preferably under one cover and in back-to-back or tumble form, to avoid problems of distribution and language precedence;

(b) when material is released in separate English and French versions, each of these indicate in the other language that a version in the other official language is also available and the address where it can be obtained;

(c) provision be made for translation into the other official language of all unilingual English and French material of continuing interest to the general public so that such information be equally available to both the English- and French-speaking publics;

(d) in respect of publications of a scientific and technical nature, the Department adhere to the principles enunciated in Appendix C;*

Media Communications

Public Relations

(22) the Department, wherever possible, originate press releases simultaneously in both official languages rather than rely on adaptation or translation from one official language into the other;

Exhibitions

(23) the Department continue to ensure that, when one of its components participates in an exhibition or other special event, enough bilingual staff or unilingual staff of both official-language groups, are assigned; make sure that the language given precedence is that of the majority in the area; and that all material intended for distribution to visitors is available in both official languages and complies with the requirements of equality of status of both English and French;

Meetings

(24) (a) when the Department sends its employees as representatives or resource staff to meetings, conferences or similar gatherings, it ensure that the service of such individuals can be made available in English and French if members of both official-language groups participate;

(b) the Department ensure that material distributed at such meetings be obtained, when available, in both English and French;

(c) when the Department calls or sponsors seminars or meetings, at home or abroad, which will be attended by English- and French-speakers, arrangements be made for communications of equal quality, both oral and written, in at least the two official languages;

LANGUAGE OF INTERNAL COMMUNICATIONS

Work Instruments

(25) (a) in the case of acts and regulations, the Department distribute them simultaneously in the two official languages to all employees concerned or distribute them according to the language preference of employees;

(b) the Department obtain all core instruments from central agencies in both official languages;

(26) (a) the Department take measures to increase the volume of material available in French by exploring and tapping all possible sources in the French-speaking world;

(b) in the case of core instruments produced outside the public service, such as operating or maintenance manuals, instructions, machinery or apparatus and office furnishings, the Department specify to government agencies or suppliers its

* This Appendix is an excerpt from the Commissioner's *Sixth Annual Report*.

requirements that these instruments be in both official languages and, when available in only one official language, have the material translated at the earliest opportunity whenever it is or is likely to be used by employees working in the other official language;

(c) to enable its employees to perform their duties, as a general rule, in the official language of their choice, ensure that, where such is not already the case:

(i) all existing unilingual material [manuals, directives, circulars, reports (except as provided in 21 (d), notices, memoranda, forms, etc.) originated within the Department and of continuing interest to the Department as a whole or to a particular unit (branch, division, group, section, etc.) or units comprising employees of the two official-language groups be made available at the earliest opportunity in the other official language, according to the language preference of recipients and irrespective of their geographical location;

(ii) all future material in separate language versions [manuals, directives, circulars, reports (except as provided in 21 (d), notices, memoranda, forms, etc.) originated within the Department and directed to the Department as a whole or to a particular unit (branch, division, group, section, etc.) or units comprising employees of the two official-language groups be distributed simultaneously in the two official languages, according to the language preference of recipients and irrespective of their geographical locations and of the language ability of the originator(s);

(d) in order to expand the use of French as a language of internal communication, have in-house manuals originated in French so as to take full advantage of qualified employees of both language groups and of available translation resources;

(e) where the shortage of reference material in French warrants it, the Department consider contracting for the origination of such material with French-language universities or colleges and, where there is no other solution, have fundamental reference material translated;

(f) in the case of bilingual material, including forms, the Department adopt, wherever possible, the recto-verso format, rather than the side-by-side format, to avoid problems of official-language preference and precedence and, where any such material is posted or otherwise displayed, ensure that both versions are equally conspicuous;

(g) where it is not possible to adopt a recto-verso format, the Department, in the case of material of limited circulation, give precedence to the official language of the majority in the area of circulation and, in the case of material for nation-wide distribution, ensure that precedence is shared by English and French on some equitable bases of alternation so as to avoid system-wide precedence of only one of the official languages and to accord equality of status to both;

Internal Services

(27) the Department ensure

(a) that all central services provided to its staff, such as those rendered by the Personnel Administration Branch and the Financial and Administration Branch, are equally available in both official languages and, in particular

(b) (i) that job descriptions continue to be made simultaneously available in both official languages for all positions identified as "bilingual" or as requiring "English or French";

(ii) that, for all other positions of interest to both official-language groups, the job descriptions are made simultaneously available in both languages;

(c) that, where it is not already being done, employee performance review and evaluation reports are henceforth prepared and discussed in the official language of the employee, unless he or she has expressly indicated a different preference;

(28) to determine whether the reports prepared by the Department's Management Consulting Services are to be submitted in one or both official languages simultaneously, account be taken of their relative utility and the first official language of employees who may be required to act upon or who may have a prime interest in this material;

(29) the Department continue its efforts to increase the amount of material in French in its library system so as to enable employees to carry out consultation and research work on the same range of subjects in French as in English:

(a) by keeping abreast of current bibliographical material available, particularly in French, and circulating information on such material to employees;

(b) by maintaining regular contacts with publishers, suppliers and libraries who or which can provide advice and assistance;

(c) by regularly requesting staff to recommend books, periodicals and other material available in French and acting upon their suggestions;

Internal Use of Both Official Languages

(30) (a) the Department achieve institutional bilingualism at headquarters at the earliest possible date by providing branches with sufficient staff capable of handling oral and written internal communications in both official languages, so that communication within and between branches and with field units can be achieved in both official languages;

(b) the Department develop, as quickly as possible, a programme to foster the use of French and make it easier for employees who chose to do so use that language, thereby ensuring that the use of the two official languages reflects their equal status:

(i) by examining the possibility of establishing in all branches at headquarters components in which personnel would be able to work primarily in French;

(ii) by considering the possibility of increasing at headquarters the number of positions that require a knowledge of French only;

(iii) by actively and periodically identifying and eliminating obstacles that impede the use of either official language in the work environment;

(iv) by encouraging French-speaking and bilingual English-speaking employees to extend, in every possible way, the functional use of French in oral and written internal communications, particularly at internal meetings of a technical or professional nature and in the drafting of reports;

(v) by ensuring, in particular, that oral and written communications between headquarters and field units in Quebec are carried out in French; that positions in the National Capital Region and elsewhere which involve frequent contact with field units in Quebec are assigned a level of knowledge of French that would permit effective oral and written communications in French to take place necessarily between headquarters and field units in Quebec; and that communica-

tions between field units in Quebec and field units in other provinces are conducted in the language of choice of the employee;

(vi) by encouraging employees in New Brunswick and Ontario to communicate with their district offices or, where applicable, with headquarters in the official language of their choice.

COMPLAINT

File No. 4399—Lack of Bilingual Service to the Public

A French-speaking person informed the Commissioner that between 2 and 4 p.m. on December 8, 1975, he made telephone calls to the Health of Animals and Fruit and Vegetable sections of the district office in Windsor, Ontario, but was unable to obtain certain information in French.

The Department first indicated that at that time none of the positions in its Windsor district office was held by a bilingual incumbent but that two employees in agricultural officer positions would be returning from language training in September 1976 and September 1977 respectively. Owing to the complexity of this matter, the Department decided to carry out an extensive study of bilingualism in its Windsor office. The Bilingualism Programme Division subsequently recommended that:

- 1) a clerk position in Windsor entailing contact with the public, particularly over the telephone, be reidentified as bilingual and designated as such immediately. This position had previously been identified as English-essential;
- 2) a district veterinarian position in the Windsor office be reidentified as bilingual and designated as such in September 1977. This position had previously been identified as English-essential;
- 3) another clerk position in the Windsor office be reidentified as bilingual and designated as such immediately. This position had previously been identified as English-essential;
- 4) the Health of Animals Branch take special steps at the administrative level to ensure that there are bilingual personnel in the Windsor office while the present staff are receiving the required language training;
- 5) identification of the Department in the Windsor telephone directory reflect the equality of status of the two official languages; that the decision-making heads of the Health of Animals and Fruit and Vegetable sections make the necessary arrangements with the Government Telecommunications Agency in order to ensure that their units are identified the same way in both languages in the directory and that the French entries are given the same prominence as the English entries;
- 6) all public posters be bilingual in the offices of both Windsor units and that the decision-making heads of both units make the appropriate arrangements with the Department of Public Works in order to achieve this;

7) the offices of both Windsor units obtain French-language copies of all folders and brochures for public use which do not already have a bilingual format and inform the public that their publications are available in French as well as in English.

The Deputy Minister informed the Commissioner that he had approved all the recommendations and assured him that they would be carried out.

The Commissioner asked the Department to inform him, at the appropriate time, of the steps taken to carry out each recommendation and passed on the information he received to the complainant.

The Department later told the Commissioner that it was having difficulty in carrying out the recommendations. With respect to the first three, the Department identified three bilingual positions, but the incumbents refused to take continuous language training courses. Other administrative provisions were planned as a follow-up to the fourth recommendation, but in the meantime services to the public were still not available in both official languages. With respect to the fifth and sixth recommendations, the Department had taken the appropriate steps, but the results were not yet apparent. Finally, the Bilingualism Programme Division had advised the directors in the Windsor offices of their responsibilities with respect to the seventh recommendation, but it was too early to draw any conclusions in this particular matter.

The Commissioner considered it unfortunate that such a large discrepancy should exist between the Department's initial willingness to carry out these recommendations and the poor results obtained. The Commissioner stated that he would continue to follow the situation closely and hoped that the study undertaken by the Department would help it to improve the way in which its language policy was being implemented.

AIR CANADA

EVALUATION

There is hardly a technical or administrative problem in language reform that Air Canada could not solve if its attitude were different. From the start, the Corporation's approach to language has been fearful, defensive and negative. No wonder so many of its employees seem to have the impression that respecting the official language preferences of paying passengers on the State airline is not a high priority. And no wonder reasonable wishes of its own employees to work at least part of the time in their preferred language have caused near trauma.

In fairness, we must credit Air Canada's new president with trying to make many changes that should have been made freely, or following our numerous proddings, over the past seven years. But he is not dealing with an institution well disposed at the outset to support his good intentions. Beyond the recital of details below, his crucial challenge is probably to articulate and convey to all 20,000 employees his will to make our two languages an opportunity rather than an obstacle: a personal opportunity for most employees, a commercial one for the Corporation. If he can achieve this, through the massive information effort the Corporation has persistently ignored, attitudes will change. And all the Corporation's language problems will start to look solvable.

Citizens lodged 80 complaints in 1976; 42 were settled and, at the end of the year, 69 complaints remained unresolved. Compared with previous years, 1976 was particularly marked by language-of-work complaints, although members of the public also registered their displeasure with lack of bilingual service from Air Canada in a number of cities across Canada. Complaints, one blushes to repeat, were painfully similar to those received during the last seven years (most were about the lack of person-to-person service in French) and Air Canada's answers were nearly the same—replays of excuses heard many times before. On the whole, Air Canada replied quickly, but unfortunately its own investigations into the causes were not always thorough; and solutions, in many cases, were inadequate.

Air Canada has made little headway since our 1975 Annual Report. Between 1970 and 1976, this Office made some 60 recommendations resulting from four language-of-service special studies (Ottawa Airport (1970): 4 recommendations; London and Paris Airports (1972): 5 recommendations; National (1972): 34 recommendations; Moncton Office (1972): 17 recommendations and language-of-work studies of the Montreal Reservations Office, the Maintenance Branch at Dorval, Headquarters, and the Eastern Region (1976): 172 recommendations. Two of the four recommendations made about the Ottawa Airport are implemented, and the remaining two are only partly in effect. Only one London-Paris recommendation is implemented and the remaining four are in various stages of compliance. Of the 34 recommendations aimed at improving Air Canada's services in the second official language across its system, 15 are being carried out and 19 are only partly complied with. As for the Moncton Office, 14 of the 17 recommendations are implemented, two partly, and one is no longer applicable.

The year 1976 was a big one from the point of view of language of work. Readers may recall that, in response to several complaints, we undertook a language-of-work special study of Air Canada's Headquarters and the Eastern Region (which, in addition to Quebec, comprises the Atlantic provinces and the Ottawa district), including the

Reservations Office in Montreal and the Maintenance Branch at Dorval. We made public (Feb. 4, 1977) 172 recommendations concerning language of work. The Corporation's initial reaction was positive and it has promised to provide a detailed response by early April.

The Montreal Reservations Office has made quick and commendable progress: four of the 11 recommendations made initially have been put into effect, and the remainder are partly implemented. In addition, three of the 15 recommendations concerning the non-technical and non-safety aspects of language of work at the Dorval Maintenance Branch have been carried out, no action has been taken on one, and the remaining 11 are at different stages of compliance. Generally speaking, however, this Branch seems reluctant to comply in full with our recommendations.

Air Canada's Eastern Region has taken a number of positive steps. Quite a number of its forms, bulletins and auxiliary services are available in French. The Montreal Reservations Office has, for example, gone somewhat beyond the requirements of one recommendation concerning its Display Reference Information System (a computer terminal system that provides Air Canada employees with easy access to information which they need in the course of their work). The Branch has, in fact, made 40 items of general information on this system available in French as well as in English and another 100 items of general information will be made available. Also, it has made notable advances towards offering training and development courses and instructional material in both official languages.

The Company continues to offer extensive language training programmes to its employees, to make available its printed materials in both official languages on an increased scale, to maintain a monitoring system for signs, announcements and to endeavour to hire bilingual staff. In addition, its inflight journal enRoute is a trailblazing, imaginative example of a bilingual and bicultural publication and it deserves more publicity.

Recently, the Ottawa Airport and the Ottawa City Ticket Office have, in an endeavour to prevent persistent complaints and misunderstandings, identified the main problems which usually lead to lack of bilingual service to their respective publics. They are also now seriously examining ways of fully ensuring that service at all hours. Travellers may already have noticed the sign at the airport offering bilingual service which, no doubt because it is attached to the ceiling, is surviving better than previous counter signs which kept mysteriously falling down. Management is also contemplating offering increased job-related training to employees on a voluntary basis (on company time and at company expense), re-installing unstable counter-top signs indicating special

counters for bilingual service, and ensuring more effective deployment of bilingual resources among public-contact teams. One hopes these noteworthy measures will soon be implemented and that they will prove effective.

Seven years, roughly 371 complaints and some 232 recommendations later, one hardly knows what else to suggest for improvement. We can hope, however, that 1977 for Air Canada will be a year of greater linguistic thrust. To many Canadians, Air Canada is a "national dream" yet unfulfilled.

A last, and genuinely friendly, wish. The new president of Eastern Airlines, former astronaut Frank Borman, salvaged his airline from financial failure through a personal, all-pervasive appeal to employees. What fun if Air Canada's Claude Taylor, without even flying to the moon, should press on to become the Frank Borman of bilingual profit.

SPECIAL STUDY

The Commissioner of Official Languages received a series of complaints between March 31 and May 21, 1976, regarding the language of work in various departments of Air Canada, as a result of which he undertook a study of the various aspects of the language of work used at the Corporation's headquarters and in the Eastern Region.*

The team conducting the study met with some 180 executives and 325 employees from both language groups between April 26 and November 8, 1976. In addition, the team examined the system of internal communications used by three foreign airline companies, Air France, Sabena and Swissair, the training programme for pilots offered by the flying school at the CEGEP in Chicoutimi, and the aircraft maintenance courses at the Edouard-Montpetit CEGEP.

In the first part of the study the members of the team examined the non-technical aspects of the language of work at the Montreal Reservations Office and the Maintenance Branch (Dorval Base). This examination gave rise to a first set of twenty-six recommendations which the Commissioner sent to the President of Air Canada on July 8, 1976. Following the second part of the study, the Commissioner drew up 146 other recommendations which were sent to Air Canada on January 24, 1977. At a meeting on February 4, 1977, the President of the Corporation informed the Commissioner that he accepted the second series of

*The main branches of the Corporation which were studied are Maintenance, Purchasing and Facilities, Marketing, Computer and Systems Services, Personnel, Finance, Public Affairs, Transportation Services, Flight Operations Branch and the Montreal regional base, In-Flight Service Branch and the Dorval/Mirabel regional base, and the Sales and Services Branch in the Eastern Region, which includes the province of Quebec, the Ottawa district and the Maritime provinces.

recommendations in a positive spirit and that he would give the Commissioner a detailed answer in about two months time.

The study revealed that the Corporation had made progress in the area of language of work. This included, among other things, the development and implementation of a plan to make French the main language of work in the Quebec area of the Eastern Region, an increase in the resources allocated for translation of administrative manuals and certain texts related to training, the existence of a number of auxiliary services in both languages and an increase in bilingual personnel because of language training. Members of the team met English-speaking executives, especially in Computer and Systems Services, who were attempting to promote the use of French in their departments. In addition, management of the Eastern Region made sustained efforts over the past few months to raise the status of French in this sector of the Corporation.

However, the information gathered proved that the situation at the time of the study was still unacceptable to the Corporation's Francophone employees in many departments. English was almost exclusively the language of work in the branches at Headquarters, and employees in the Eastern Region had to use that language to communicate with Headquarters.

The inferior status accorded to French in internal communications showed up in various ways. Some parts of Air Canada's bilingual policy in force at the time of the study tended to restrict the use of French. The following statement was an example: "English is the international technical operating language of aviation and will continue to be used in operating and technical communications". This statement prompted many executives in the Corporation to limit the use of French to administrative matters. Furthermore, the study revealed the Corporation's prolonged inactivity in the area of professional and technical training in French and a lack of working tools in this language. According to several people who were interviewed, these two shortcomings hindered the use of French in internal activities, since the Francophone personnel knew only the English technical terminology.

Moreover, the insufficient number of bilingual executives and the lack of control over the programme designed to identify the linguistic requirements of positions made any progress difficult. This lack of control and the absence of specific dates to indicate when the incumbents of bilingual positions would have to be able to communicate effectively in both languages often rendered the programme inoperative, although it still contained valuable elements. One of the major problems involved in using the two languages arose from the scarcity of Francophones in several departments at Headquarters such as *Purchasing and Facilities*, *Flight Operations*, *Marketing and Finance*, and at the Montreal Flight

Operations Base. French was non-existent in these areas. In addition, recruiting methods, which were restrained in the case of the Francophone market, often had the effect of maintaining the status quo in the representation of the two language groups within the Corporation.

It would certainly be unfair to make an overall judgement of Air Canada's performance regarding the language of work without taking into account the serious constraints which invariably accompany the far-reaching reform required by the legislator. The predominance of English in aviation, especially in North America, the Anglophone tradition at Air Canada, the complexity of certain manuals and the safety factor are all undeniable constraints. However, the team noted Air Canada's tendency to take refuge behind these constraints in order to avoid applying the necessary measures to better fulfil the requirements of the Official Languages Act.

These findings led the Commissioner to formulate 146 recommendations. However, the Commissioner indicated that, in making these recommendations, he was taking for granted that:

- 1) Air Canada would give priority to safety if there were any conflict or incompatibility between the use of both languages and safety;
- 2) Air Canada would draw the distinction between the real elements of safety and those which may have been associated with safety because of tradition or custom, so that the latter would not hinder the use of the two languages in areas where safety was not in question;
- 3) employees' job security would not be affected;
- 4) Air Canada would discuss these recommendations with its unions to ensure the fairness of the recommendations and facilitate their implementation;
- 5) Air Canada would explain the content of, and the reasons for, each recommendation to its employees (the Commissioner and his staff being prepared to participate in any information session if the management, the unions or the employees deemed it desirable);
- 6) Air Canada would immediately take measures to create a favourable climate for relations between its French-speaking and English-speaking employees;
- 7) the recommendations would not be considered in isolation but rather as a whole, to avoid interpretations out of context;
- 8) finally, the implementation of these recommendations would not release Air Canada from its obligations to the public in accordance with the requirements of the Official Languages Act.

List of recommendations:

MONTREAL RESERVATIONS BUREAU

Work Instruments

- (1) translate all unilingual forms still used at the Montreal Reservations Bureau, publish them in bilingual format and make them available to employees by December 31, 1976;
- (2) henceforth issue in both official languages (preferably in bilingual format or simultaneously in the case of separate versions) all Air Canada bulletins, issued at any level, which are posted on bulletin boards or distributed to the Montreal Reservations Bureau staff;
- (3) no later than December 31, 1976, all national news shown across the system on the terminal screens of passenger agents be in both official languages;
- (4) henceforth local news prepared by the District Office and shown on the terminal screens of passenger agents be presented *either* entirely in both official languages *or*, given the fundamentally bilingual character of the Montreal Reservations Bureau, half in French and half in English;
- (5) require that other companies providing documentation indirectly related to the passenger agents' work (including publicity and promotional material but excluding schedule and tariffs such as OAG or ABC) issue such documentation in both official languages and ensure that both versions are of equal quality;

Training and Development

- (6) preferably offer all training and professional development courses intended for Montreal Reservations Bureau staff in each of the official languages or, bearing in mind that all positions in the Bureau have been identified as bilingual, offer programmes in which courses are given partly in French and partly in English, provided that:
 - (a) a balance is effectively achieved between the two languages;
 - (b) all employees taking these courses are fully bilingual;
 - (c) the instructors and resource-persons are fully capable of giving these courses in both languages;
 - (d) the employees are themselves satisfied with this approach;
- (7) plan and undertake as soon as possible the translation into French of all instructional material related to training and development courses offered to the Montreal Reservations Bureau staff;
- (8) (a) at the Montreal Reservations Bureau, establish and pursue a policy which authorizes passenger agents to communicate with supervisors, and as a general rule, subordinates with superiors, in the official language of the former's choice, both orally and in writing;
 - (b) take all necessary measures to ensure that henceforth correspondence of a personal nature (employment, retirement, pay, etc.) addressed to the Montreal Reservations Bureau staff always be written in the official language of the employee's choice;

- (c) immediately inform the Bureau staff of the above;
- (9) (a) ensure that all steps, oral and written, of the performance evaluation of employees of the Montreal Reservations Bureau henceforth be carried out in the official language of the employee's choice, without the latter suffering any prejudice or having to insist on this procedure;
- (b) immediately inform the Bureau staff of the above;
- (10) henceforth give precedence, in the province of Quebec, to French
 - (a) on all posters or signs;
 - (b) in all new bulletins, forms, manuals and other documents for the internal use of Air Canada personnel;
 maintaining English precedence
 - outside the province of Quebec;
 - on system-wide documents;
- (11) take all possible steps to encourage French-speaking employees to use French in oral and written communications and have management set an example and lead the way in this regard.

MAINTENANCE BRANCH

Administrative Work Instruments

- (1) (a) Translate all unilingual administrative forms still used in the Maintenance Branch, and publish them in bilingual format;
- (b) implement this recommendation as quickly as possible by transferring all outstanding stock of unilingual English forms to unilingual English-speaking regions;
- (2) (a) complete the inventory of all unilingual administrative manuals (including all draft and interim or unofficial versions distributed for purposes of consultation) used in the Maintenance Branch (such as the *Clerical Handbook*) and render them bilingual as soon as possible; determine the number and the identity of recipients and distribute translated and printed manuals to them; ensure that versions in both official languages receive equal distribution and are equally accessible and that all new manuals and all amendments are issued simultaneously in both official languages;
- (b) inform employees of both language groups of the existence of such manuals in both official languages and indicate where they may be consulted;

Training and Development

- (3) offer the two courses entitled *Fire Prevention* and *First Aid* in each of the official languages as soon as possible;
- (4) offer training and development courses in management, administration, labour relations and other related fields in each of the official languages; these courses include *New Manager Training*, *Labour Relations Training*, *Management Discussion Skills*, *Professional Management Development Program*;

Labour Relations

(5) ensure that all documents concerning labour relations, such as agenda, minutes of committee meetings, forms, etc. are distributed simultaneously and in their entirety in both official languages;

(6) ensure that employees of the Maintenance Branch in the province of Quebec can, without prejudice, use the official language of their choice in all stages (written and oral) of the grievance and appeal procedures;

(7) ensure that, by the end of 1977, the Labour Relations Service possesses a sufficient bilingual capability to provide all services automatically in both official languages;

Communications

(8) ensure that all directives, circulars, notices, bulletins, memos, guidelines and other documents of an administrative nature for general distribution to Maintenance Branch personnel are henceforth presented (distributed, or posted, as the case may be) in bilingual format, side by side;

(9) (a) ensure that any correspondence or documents of an administrative or personal nature to employees of the Maintenance Branch (at the office or at home) are in the official language of their choice, without them suffering delay or prejudice;

(b) ensure that all data concerning language preference are kept up to date and that such preference is strictly respected;

(c) inform the employees of the above;

(10) (a) ensure that telephone answering and reception services are conducted in both official languages at all times;

(b) ensure that, henceforth, unilingual telephone receptionists and other receptionists can at least identify their Service in both official languages and after having used a simple phrase in the other official language, such as: "One moment, please" or "Un instant, s'il vous plaît", pass calls or refer visitors to a colleague who can provide the desired service fully and without delay in the appropriate language;

(11) ensure that, by the end of 1976, the Central Pay Office can automatically provide *all* services in both official languages and that, in order to be able to do so, it increases the bilingual capability of each operational group;

(12) (a) ensure that, no later than July 1, 1978, all clerk-stenographer positions involving contact with employees of both language groups are occupied by incumbents having an adequate knowledge of both official languages;

(b) offer these employees, during working hours, free language training directly related to their duties;

(13) (a) ensure that, no later than July 1, 1981, all foreman and general foreman positions involving contact with employees of both language groups are occupied by incumbents having an adequate knowledge of both official languages, this system to be introduced on a gradual basis and as evenly as possible for each of the five years;

(b) in the meantime, take all necessary administrative measures to ensure that in communicating with their foremen, mechanics have the right to use the language of their choice;

(c) offer these employees, during working hours, free language training directly related to their duties;

General

(14) ensure that all procedures concerning hiring, such as advertisements, preselection, selection, tests, examination interviews, medical examinations or any other formality, take place in either or both of the official languages, according to the candidate's choice, and that he be so informed in advance;

(15) henceforth give precedence, in the province of Quebec, to French

(a) on all new posters or signs;

(b) in all new bulletins, forms, manuals and other documents for the internal use of Air Canada personnel;

maintaining English precedence

—outside the province of Quebec;

—on system-wide documents.

HEADQUARTERS AND EASTERN REGION

Recommendations Common to All Branches

OPERATIONAL COMMUNICATIONS

(1) Develop, before June 30, 1977, a programme relating to the use of English and French in the operations of the Company with the following objectives:

(a) increase progressively the use of the French language so that it becomes, by December 31, 1978, the *normal language* of work in the part of the Eastern Region located in the province of Quebec and the Dorval/Mirabel In-Flight Service Base, in the same way that English is, for all intents and purposes, the language of work in the other Regions and Bases;

(b) make English and French the languages of work at the Headquarters in the province of Quebec, at the Montreal Flight Operations Base and in the Ottawa and Moncton districts;

(2) to this end, ensure that by December 31, 1977, oral and written communications:

(a) between the Quebec part of the Eastern Region and

—Headquarters,

—the Dorval/Mirabel In-Flight Service Base,

—the Montreal Flight Operations Base,

be conducted normally in French;

(b) between the Dorval/Mirabel In-Flight Service Base and

—Headquarters,

—the Quebec part of the Eastern Region,

—the Montreal Flight Operations Base,

be conducted normally in French;

- (c) between the Ottawa offices and those of Rouyn and Val-d'Or be conducted normally in French;
- (d) between the Ottawa and Moncton districts and
—the Quebec part of the Eastern Region,
—the Montreal Flight Operations Base,
be conducted in English and in French in the case of collective communications and either in English or in French in the case of one-to-one communications;
- (e) between a branch or unit at Headquarters and
—another branch or unit at Headquarters,
—the Montreal Flight Operations Base,
be conducted in English and in French in the case of collective communications and either in English or in French in the case of one-to-one communications;
- (3) before December 31, 1977, increase the bilingual capability of those units which cannot conduct communications according to the preceding recommendation;
- (4) (a) before December 31, 1977, require Headquarters representatives who participate in meetings with the Quebec part of the Eastern Region or the Dorval/Mirabel In-Flight Service Base to be bilingual;
- (b) henceforth, provide in French all documentation pertaining to these meetings;
- (5) henceforth, in order to enable French to be used at Headquarters meetings, agenda and documents be made available in both official languages and the Chairman of the meeting be bilingual;
- (6) henceforth, all stages of performance evaluation be conducted in the language preferred by the person being evaluated;
- (7) Francophone employees be supervised in their language in the performance of all their functions to the same extent as Anglophone employees already enjoy this right. This objective be achieved notably through the implementation of the position designation programme outlined in other recommendations;
- (8) investigate all possible ways to increase the use of French at Headquarters, e.g., organization of work projects to be conducted in French and, as a transitional measure, groups working in French particularly in the following branches: Marketing, Public Affairs, Computer and Systems Services, Purchasing and Facilities, and Maintenance;
- (9) ensure that henceforth Francophones (and bilingual Anglophones) already in positions designated as bilingual have support services with a sufficient capability in French to permit them to work in French, and that, in the future, those in positions designated as bilingual or French essential have such support services by the time their positions are so designated;
- (10) encourage, by all possible means, Francophones and bilingual Anglophones to use French in their work;
- (11) before December 31, 1977, ensure that all persons responsible for telephone answering and reception can identify their unit in both official languages and provide information in the appropriate language either directly or, in the case of unilinguals, after using a simple and courteous sentence in the other language (such as: "Un instant, s'il vous plaît" or "One moment, please"), ask a bilingual colleague to handle the matter;

LANGUAGE REQUIREMENTS OF POSITIONS

(12) before June 30, 1977, complete the revision of the language requirement identification and designation programme of positions taking into account the following elements:

(a) as of January 1, 1982, all bilingual positions are to be designated as "A"*; in the meantime carry out the following actions:

(i) assign a designation date** to all bilingual positions in the Eastern Region and at Headquarters, giving the unilinguals at Headquarters (except those described in (ii) below) the choice to remain unilingual if they so wish;

(ii) identify as bilingual "A" all the positions of vice-president, director-general, director, and those managerial positions which are not under a director, and designate them as bilingual by December 31, 1980;

(iii) at Headquarters, the managerial and supervisory positions involving the supervision of members of the two language groups be designated in the following manner:

identify in each branch at least two-thirds of these positions as "A" and at most one-third as "B", assigning specific designation dates covering the period from now until December 31, 1981;

(b) after January 1, 1982, unilinguals can still be hired for bilingual positions in very specialized fields where it is impossible to find bilinguals; they must, however, commit themselves to becoming bilingual within two years after being hired;

(c) increase to level 04 the knowledge of the second language required for all bilingual positions ("A" and "B"), except for the positions of pilots and certain unionized and support staff positions in the Eastern Region which are specified in recommendations 84 and 70(b), respectively;

(13) further to the identification process, first orally brief and then inform, in writing, *all* employees of the language requirements of their positions, and tell the incumbents of bilingual positions their designation date as well as the modalities governing their language training;

(14) establish a designation plan for each branch (the designation dates are described in the specific recommendations) giving priority to incumbents of positions:

(a) which involve functions related to professional and technical training;

(b) at Headquarters which involve contact with employees in the Eastern Region;

(c) which involve the supervision of a large number of employees, giving priority to those supervising groups which have members of the linguistic minority (whether they be English-speaking or French-speaking);

(15) to enable Francophone (and Anglophone) managers to work in French, a sufficient number of support staff positions be designated as bilingual:

(a) before December 31, 1978, among the support staff providing services to managers already in bilingual positions; and

*See *Definitions*.

**Date by which the incumbent must satisfy the language requirements of his (or her) position.

(b) among the support staff providing services to managers whose positions will be designated as bilingual, no later than those of the managers;

(16) to enable unilingual Francophones to fill positions at Headquarters, designate at least 10% of the positions at Headquarters as French essential, particularly within Marketing, Computer and Systems Services, Purchasing and Facilities, and Maintenance;

(17) give pilots over 40 years of age and other employees over 50 years of age who fill bilingual positions the possibility of being exempted if they so wish from meeting the language requirements of their position;

MANPOWER PLANNING AND RECRUITMENT

(18) develop and implement a manpower planning and recruitment policy which will provide the company with enough Francophones (bilingual and unilingual) to ensure that French be used regularly at Headquarters and at the Montreal Flight Operations Base, and to make French the usual language of work in the Eastern Region within Quebec and at the Dorval/Mirabel In-Flight Service Base. Accordingly:

(a) to attract a larger number of Francophones into all areas of the Company's activities and at all levels, henceforth increase, particularly through the use of liaison officers, information sessions and visits, contacts with French-language educational institutions (junior colleges, universities, etc.), professional associations and with the Francophone private sector;

(b) use public notices for open competitions in categories which have a considerable number of positions (e.g., passenger agents, station attendants, storemen, cargo agents, mechanics, flight attendants, data processing specialists, etc.) and place these notices in media reaching the Francophone market;

(c) consider effective knowledge of the two official languages for bilingual positions as an asset on the same plane as other professional qualifications, and integrate this principle into the criteria used for hiring, promotion or transfer;

(19) ensure that those employees having contacts with educational institutions, the private sector and potential candidates for positions are fluently bilingual, at least at level 04;

(20) in order to establish a more equitable representation of the two language groups in areas such as Finance, Marketing (including Payload and Operations Control), Flight Operations and Transportation Services, where Francophones' presence has been traditionally weak and in order to ensure a more equitable use of French there, undertake a special programme to increase Francophones' access, whether via recruitment, training, transfer, promotion, development or special assignment, to positions in these services;

(21) for recruitment, promotions and transfers take into account the linguistic requirements of positions and ensure through periodic monitoring that this principle is applied continuously in all areas and at all levels;

(22) before June 30, 1977, include an item in the application form (ACF85) which would permit candidates to indicate their principal language, and indicate on this form that candidates have the right to have all the stages of the recruitment process conducted in the official language(s) of their choice;

(23) adopt, before June 30, 1977, a regulation specifying that for employment or promotion interviews, or for all other interviews the language to be used will only

be that preferred by the person being interviewed or the two languages equally when he (or she) selects to be interviewed in both;

(24) ensure that the member(s) of the selection jury have the capability to communicate fully in the language(s) preferred by the candidate;

(25) post and distribute competition, promotion, and appeal notices in both official languages in a side-by-side format and indicate on these notices the linguistic requirement(s) of the positions;

(26) plan the summer employment programme for students in such a manner as to ensure equitable representation of the two linguistic groups in this programme which often serves as an important source of permanent employees;

(27) evaluate the linguistic capability of candidates for bilingual positions using a standardized test which all the candidates must take;

*AUXILIARY SERVICES**

(28) henceforth, offer automatically and without delay all written and oral auxiliary services in the official language chosen by the employee being served;

(29) no later than December 31, 1977, increase the bilingual capability in the units where it is at present insufficient to apply the previous recommendation; meanwhile, take all necessary measures to provide services in both official languages;

(30) inform employees that all auxiliary services are now available in both official languages;

(31) upon receipt of the report, require companies and bodies which, pursuant to agreements with Air Canada, provide services to its employees (cafeterias, credit union, insurance companies, etc.) to offer such services in the official language chosen by the employee; ensure that a clause specifying this requirement is included in any new contract or renegotiation of existing contracts and Air Canada provide advice, if necessary, to these organizations;

(32) henceforth, issue simultaneously in both official languages all directives, circulars, memoranda, etc., concerning personnel and administrative matters and ensure that both languages be of equally high quality;

(33) henceforth,

(a) ensure that all stages of grievances can be conducted in the official language chosen by the employee by providing simultaneous translation services when one party or the other (or both) is not conversant in the employee's language; and

(b) provide in the employee's preferred official language all documents related to his (or her) grievance;

(34) before December 31, 1978, translate all job descriptions and henceforth issue all new descriptions simultaneously in English and French;

(35) henceforth, encourage employee organizations (clubs, associations, etc.) and other bodies which distribute or post circulars and bulletins intended for employees to do so in both official languages;

*See *Definitions*.

(36) before June 30, 1977, have all information related to the safety of employees, equipment and buildings (signs, inscriptions, directions for use, etc.) in both official languages;

(37) before March 31, 1977, render bilingual calling cards, rubber stamps, identity cards, licences, certificates and diplomas awarded by Air Canada; ensure that they are completed, if applicable, in the employee's preferred language;

WORK INSTRUMENTS

(38) (a) for those manuals prepared by Air Canada whose translation deadline is not mentioned in the specific recommendations, establish immediately a conversion plan spread over a period of five years for manuals already in existence and new manuals developed by Air Canada according to the following priorities:

1st priority—operational manuals affecting the physical safety of the public and of employees in the Eastern Region and the regional bases in Quebec

2nd priority—administrative manuals

3rd priority—operational manuals used for training in the Eastern Region and the regional bases in Quebec

4th priority—all the other manuals in use in the Eastern Region and the regional bases in Quebec

5th priority—all the other manuals in use at Headquarters.

Within the frame work of these priorities, take into consideration the following factors:

- influence on the physical safety of employees and public
- the number of users
- the frequency of usage
- life-span of the manual
- number of pages

(b) closely follow the progress made in computerized translation and when it becomes operational begin to translate the manuals which are produced by manufacturers of airplanes and computers and which are used by Air Canada personnel in the maintenance of airplanes and in computer operations, while respecting the priorities for the translation of other manuals;

(c) Implementation

the different branches would designate a responsible official who would:

- (i) maintain operational relations with the Bilingualism Development Group;
- (ii) develop criteria for the utility of manuals used in the branch and ensure that the modalities of the conversion plan are applied according to the priorities of the branch;
- (iii) co-ordinate the demand by establishing a system for processing documents;
- (iv) co-ordinate different activities related to the policy, to the production and distribution of texts;
- (v) prepare an inventory of work instruments and up date it on a continuing basis;
- (vi) periodically send reports on the progress and implementation of the policy on work instruments to the Bilingualism Development Group;

The Bilingualism Development Group would be responsible at the Corporate level for:

- (i) the co-ordination of all translation activities;
 - (ii) the establishment of priorities for the Corporation once the data from all the branches are received;
- (39) whenever possible write into the conditions of purchase that suppliers provide in English and in French the manuals and instructions accompanying equipment sold to Air Canada;
- (40) henceforth, all personnel:
- (a) be told in writing which of the work instruments that they use are now available in French and be kept informed in writing as soon as additional ones become available;
 - (b) have as ready access to the work instruments in French as they have to those in English;
 - (c) be told where the work instruments in French can be obtained or consulted;
- (41) (a) by such methods as communicating systematically with other organizations (such as Machines Bull, IBM, L'Aérospatiale, and Air France) Air Canada investigate thoroughly, on a continuing basis, the availability in French of all work instruments relevant to its activities (including those which could help the Company in the preparation in French of the work instruments it produces) and acquire all those now available or which will become available in French;
- (b) Air Canada make available to its personnel all relevant work instruments (such as NOTAM's II and Air Navigation Orders) produced by other bodies in French;
- (42) (a) henceforth, to issue in both official languages, preferably in a bilingual format or simultaneously in the case of separate versions, all new manuals produced by Air Canada and used at Headquarters, all documents, bulletins, guidelines and instructions posted or distributed to the employees and which are related to the administrative as well as the operational activities;
- (b) to ensure that all drafts which are put into use be distributed simultaneously in both official languages;
- (43) (a) to make available to all personnel: dictionaries, grammar books and all terminology documents related to their activities;
- (b) to initiate collaboration with other organizations which can provide assistance in the field of terminology (such as the Translation Bureau of the Secretary of State, European airline companies and the Régie de la langue française);
- (44) wherever feasible, a bilingual format under one cover (preferably a side-by-side presentation or facing pages) be used for work instruments which in the future will be made available in English and French, and for reprints of work instruments now available in both languages under separate cover;
- (45) (a) as a general rule, all Air Canada forms, including those of an operational nature and all future forms, be issued simultaneously in the two official languages;
- (b) forms which are now unilingual and are used in the Eastern Region or by Headquarters be rendered bilingual by March 31, 1977, and December 31, 1977.

respectively, and the bilingual versions be put into use as soon as they are available (to facilitate implementation of this recommendation, the remaining unilingual stock could be distributed to the other North American Regions);

(46) (a) all manuals, except those dealing with personnel, administrative matters and physical safety of employees and passengers, that will not be used after December 31, 1978, may remain in one language;

(b) all manuals (whether revised or not revised), except those used in the Eastern Region and by the In-Flight Service and Flight Operations bases in Montreal, whose projected life-span is less than one year may remain in one language;

(47) except where impossible, render bilingual before December 31, 1978, the unilingual instructions and inscriptions on equipment (e.g., forklift trucks and airplanes) used in the Eastern Region and by Headquarters; give priority to areas where this could make operation of equipment safer and/or increase the opportunity of personnel to work in the language of their choice;

*TECHNICAL AND PROFESSIONAL TRAINING**

(48) before December 31, 1977, offer all training courses in management, administration, human relations, labor relations and any other related field in each official language;

(49) in the case of courses given on a contract basis outside Air Canada (including courses related to the purchase of equipment), make the necessary arrangements with educational institutions or firms so that wherever possible courses in French equivalent to those given in English can be offered;

(50) no later than December 31, 1977, wherever possible offer in each official language the courses for trainers and instructors;

LANGUAGE TRAINING

(51) ensure that Francophones and Anglophones have equal access to language training courses;

(52) give priority to employees in units which have not yet reached half of the bilingual capability required and to incumbents of supervisory positions;

(53) upon receipt of the report, continue the development of training programmes (such as the one for passenger agents) geared to the needs of the work environment;

(54) upon receipt of the report, continue to elaborate a French language development course for Francophones geared to their technical and professional needs;

*BILINGUALISM POLICY AND GUIDELINES FOR IMPLEMENTATION** (1975)

Information

(55) upon receipt of the report, information sessions be organized to inform all personnel of the recommendations and to explain them;

* See *Definitions* for what is considered to be a course given in French.

The word *Training* is taken to mean both "training" and "development".

* It is possible that some recommendations related to the content of the Policy and Guidelines are already implemented, due to the revisions which were recently made by Air Canada, but which were not in effect at the time of the study.

(56) the Company's Bilingualism Policy and Guidelines for Implementation once revised to make them conform entirely with the Official Languages Act and with the recommendations be distributed directly to all personnel, and information sessions be organized to explain them;

Policy and Guidelines

(57) before June 30, 1977, the Bilingualism Policy and Guidelines be revised in order to make them conform entirely with the Official Languages Act and to indicate clearly the Company's new objectives in terms of language of work, taking into account the present recommendations;

(58) wherever the word "practical" appears in reference to the use of the two official languages, delete it;

(59) to the list of requirements which the Official Languages Act imposes on Air Canada add the phrase: "provide for the equality of status and equal rights and privileges for the English and French languages as to their use within Air Canada";

(60) where the safety of passengers or crews is not affected, delete any statement which may serve to limit the use of French; e.g., "English is the international technical operating language of aviation and will continue to be used in operating and technical communications areas, such as . . .", "Except with respect to matters of an operating or technical nature, . . .";

(61) the Bilingualism Development Group have the responsibility of monitoring and auditing the implementation of the goals and programmes and of recommending measures to be taken to facilitate their implementation;

(62) wherever the phrase "other areas where use of languages other than English is prohibited by regulatory authority. . ." or an equivalent phrase is used, spell out the areas and regulatory authorities concerned;

(63) any Committee regarding bilingualism matters affecting the Eastern Region include at least one representative from that Region and a representative from the Bilingualism Development Group;

(64) the Bilingualism Development Group be given sufficient resources to monitor effectively the implementation of the Policy and Guidelines, and the authority to recommend measures to facilitate their implementation;

(65) (a) define more precisely the role and responsibilities of the bilingualism co-ordinators in each branch and provide them with sufficient resources to enable them to carry out effectively their responsibilities;

(b) ask bilingualism co-ordinators to report periodically to the Bilingualism Development Group on the implementation of the Bilingualism Policy and Guidelines, regarding matters of language of work and the implementation of the recommendations contained in this study, within their respective branches;

(66) by December 31, 1978, at the latest, make the bilingualism programmes part of the procedures contained in the appropriate manual(s) and progressively integrate these programmes into such administrative activities as:

planning (manpower, budgetary, etc.)
management objectives
control (budgets, etc.);

CONSULTATION

(67) maintain liaison and consultation with the unions in those cases where implementation of the preceding recommendations requires it;

JOB SECURITY

(68) ensure that the job security of its personnel is not jeopardized in implementing the recommendations listed in this report;

Recommendations Concerning Specific Branches and Services

EASTERN REGION

Language Requirements of Positions

(69) Designate as bilingual "A" all management and supervisory positions of the Eastern Region in the province of Quebec and in the Ottawa district before December 31, 1978, and before December 31, 1982, in the Moncton district;

(70) proceed with the identification and designation of unionized (station attendants, cargo agents, etc.) and support staff positions which have not yet been examined by Air Canada, with the following objectives:

(a) to make, by December 31, 1977, at least 40% of the positions within Quebec "French essential" so as to give unilingual Francophones the opportunity to be hired, just as unilingual Anglophones can be hired in the largely English regions;

(b) by December 31, 1978, to designate as bilingual "A" the remaining positions in these occupational groups within Quebec but only require from present incumbents level 03;

Operational Communications

(71) ensure that the teletype unit can provide its services in French no later than December 31, 1977;

(72) increase the bilingual capacity of the Dorval and Mirabel Operations Control Centre (STOC) so that they can communicate (orally and in writing) in both official languages before December 31, 1978;

Work Instruments

(73) henceforth, issue all bulletins, directives, guidelines, etc. (whether posted or distributed) according to the following principles:

(a) in French (or in both languages in a bilingual format) in the part of the Eastern Region located in the province of Quebec;

(b) in both official languages, in a bilingual format, in the Ottawa and Moncton districts;

(74) actively pursue the efforts to increase the information in French contained in the computer used by passenger agents and henceforth begin to store information in French in the computer used by cargo agents, and by December 31, 1978, make available in French the manuals related to the use of these computers;

Professional and Technical Training

(75) before December 31, 1977, offer in French courses equivalent to those existing in English for employees of the Eastern Region in the province of Quebec;

(76) henceforth, offer to employees in the Ottawa and Moncton districts all training courses in each of the official languages either in the districts or at Montreal;

(77) before December 31, 1977, a minimum of 80% of the instructor positions be designated either bilingual, requiring at least level 04 knowledge of French, or French essential;

(78) before June 30, 1977, ensure that courses offered through the Canadian National Railways to the Air Canada employees at Rouyn and Val-d'Or as well as the training given by the Eastern Region at these locations are in French;

(79) the Francophone and bilingual Anglophone employees in the Atlantic provinces, who wish to, be able to take work-related courses given in French at Montreal;

(80) continue the translation of all instructional material used in training courses so that it is available in French by December 31, 1977;

(81) by June 30, 1977, make available in French the exams which station attendants take to obtain their certificate, as well as any other exams of a similar nature;

Manpower Planning and Recruitment

(82) investigate thoroughly the reasons for the supposed disinterest among Francophones in managerial and supervisory positions, and following this investigation, take the measures necessary to encourage a larger number of Francophones to apply for these positions;

(83) henceforth, increase the sources from which Francophones are recruited in the Eastern Region thereby enabling unilingual Francophones to be hired just as unilingual Anglophones can be hired by the Company in the English-speaking regions;

FLIGHT OPERATIONS

(84) in order:

(a) to reduce the tension which may arise from the inability to understand the other official language,

(b) to increase the possibility of French being used among members of mixed cockpit crews and between the crew and flight attendants,

(c) to improve the service that pilots provide to the passengers,

identify and designate as bilingual at level 03 the pilot positions at the Montreal Base according to the following modalities and deadlines:

—upon receipt of the report, designate vacant positions (existing and future) as "B";

—as of December 31, 1978, designate vacant positions (existing and future) as “A”;

—as of December 31, 1982, designate all the positions as “A”;

(85) henceforth, at internal meetings of the Montreal Base and at those involving the Montreal Base and the Flight Operations Headquarters (excluding other Flight Operations Bases), participants be able to use the official language of their choice;

(86) take the following measures concerning the initial training course Air Canada gives to its future pilots (“Ground School”):

(a) by December 31, 1979, offer the course in each of the official languages. In the meantime, systematically provide explanations in French to students wishing them or experiencing language difficulties;

(b) by June 30, 1977, all students have the choice of taking the exams and tests in either English or French;

(87) by December 31, 1978, offer the conversion and annual recurrent courses in each of the official languages;

(88) by December 31, 1978, offer an equivalent in French to the course for future crew schedulers given in English;

(89) (a) examine the possibility of offering the courses for technicians in each of the official languages;

(b) meanwhile, systematically provide extra explanations in French to students wishing them or experiencing language difficulties;

(90) by December 31, 1978, offer pilots the opportunity to take their proficiency checks, instrument flight rating checks, and practice flights in French;

(91) henceforth, take the necessary measures to give pilots the same opportunity to take their licence renewal test in English or in French according to their preference;

(92) henceforth, ensure that the crew scheduling office communicate (orally and in writing) with pilots in the official language the pilots prefer; and more particularly, but without restriction, when the crew schedulers telephone the pilots' home;

(93) translation of the work instruments developed by Flight Operations be commenced, giving priority to those used more frequently;

(94) henceforth, distribute revisions and updates to all work instruments simultaneously in the two official languages;

(95) the key manuals prepared by Air Canada used during the courses given by Flight Operations be made available in English and French by December 31, 1979;

(96) before June 30, 1978, offer to Francophone pilots refresher courses concerning the use of French technical terms;

IN-FLIGHT SERVICE

(97) by June 30, 1978, offer progressively all training and development courses for the staff of In-Flight Service in each of the official languages; more particularly, but without restriction:

Annual refresher course on emergency procedures
In-charge course
Report writing skills
Observation flying
Aircraft interiors;

(98) by June 30, 1977, offer courses in French equivalent to those given in English outside the Company (e.g., courses given at the Friesen Institute in Ottawa);

(99) starting with the first session in 1978, offer the flight attendants' *Induction Course* in each of the official languages;

(100) before December 31, 1978, translate all inscriptions (inside and outside the aircraft) which are used by the staff of the In-Flight Service Branch in the course of their work and especially in emergency situations;

(101) (a) translate Manual 356 (*Emergency Information and First Aid*), starting with parts 3 and 4, and publish it in one bilingual version, no later than December 31, 1977;

(b) translate all other manuals used by the In-Flight Service Branch and publish each in a bilingual version, no later than December 31, 1978;

(102) identify and designate the bilingual positions at the Dorval/Mirabel Base and Headquarters of In-Flight Service which are described below according to the following modalities and deadlines:

(a) upon receipt of the report, designate as bilingual "A" the positions at the regional base and at the In-Flight Service Headquarters which are vacant, newly created or which are now occupied by bilinguals;

(b) as of December 31, 1978, designate as bilingual "A" all positions at the regional base;

(c) by December 31, 1978, designate as bilingual (at least two-thirds "A" category, and at most one-third "B") the managerial and supervisory positions at the In-Flight Service Headquarters;

(103) no later than December 31, 1977, ensure that the Communications Centre and the Crew Scheduling Unit communicate (orally and in writing) with employees in the official language employees prefer; more particularly, but without restriction, when the staff of the above-mentioned units telephone the employees' home;

MAINTENANCE

(104) before December 31, 1979, make available to mechanics, as the existing unilingual stock is depleted, bilingual job cards, taking into account the following factors:

number of users
frequency of use
life-span

(105) (a) before December 31, 1979, offer in each of the official languages all technical and professional courses taken by learner mechanics;

(b) begin by the more general subjects, such as: physics, chemistry, electricity, blue-print reading, standard practices, etc.;

(c) obtain from the Ministry of Transport the regulations and other documents necessary for instruction in French;

(d) between now and the time courses become available in both official languages offer systematically extra explanations to students wishing them or experiencing language difficulties;

(e) before June 30, 1978, offer in the two official languages the exams for these courses;

(106) (a) before December 31, 1980, offer in English and in French all technical and professional courses given to junior mechanics;

(b) begin with categories such as: Upholstering, Painting, Sheet Metal Fabrication and Repair, Welding, etc.;

(c) before December 31, 1980, offer courses in French equivalent to those of the International Correspondence School;

(d) before June 30, 1978, offer in the two official languages the exams for these courses;

(107) increase the number of bilingual instructors to enable the preceding recommendations to be implemented;

(108) (a) before December 31, 1980, offer in the two official languages the courses (Avionics and Aircraft Maintenance and Inspection Certificate Endorsement Training) leading to mechanic's certificates;

(b) take the necessary measures to make available before June 30, 1978, the exams taken to obtain these certificates;

PURCHASING AND FACILITIES

(109) identify and designate as bilingual the positions which are described below, according to the following modalities and deadlines:

(a) designate as bilingual "A", by December 31, 1978, all positions functionally attached to the Eastern Region (Mirabel Stores, Regional Properties and Supply, etc.);

(b) before December 31, 1979, designate as bilingual, at least two-thirds "A" and at most one-third "B", the number of unionized and administrative support positions required to ensure communications with the other branches in both official languages;

MARKETING

(110) before June 30, 1977, make available simultaneously in both official languages all tariff Bulletins, as well as excerpts, summaries, and advance notices, whether teletyped or printed;

(111) before December 31, 1978, distribute Manual 376 (Pricing) in both official languages;

*PAYLOAD AND OPERATIONS CONTROL (POC)**

(112) by December 31, 1977, ensure that the bilingual capability within POC is sufficient to enable oral and written communications:

* At the time the study was conducted, POC was administratively part of Marketing.

(a) between POC and the Eastern Region in Quebec, and between POC and the Dorval/Mirabel In-Flight Service Base, to be conducted, as a general rule, in French;

(b) between POC and Headquarters, and between POC and the Montreal Flight Operations Base, to be conducted in English or in French;

and to designate, by the same date, a sufficient number of "A" bilingual positions;

(113) (a) henceforth, members of POC be able to communicate in French on work-related matters without being required to convey the gist in English to colleagues within POC;

(b) upon receipt of the report, all members of POC be immediately informed of this policy;

(114) (a) henceforth, all new work instruments prepared by POC be distributed simultaneously in English and in French;

(b) no later than December 31, 1978, operating procedures prepared by POC be made available in both official languages;

(c) all remaining work instruments prepared by POC be made available in both official languages before December 31, 1980. Give priority to those used more frequently;

(115) the "take-home" course for assistant flight dispatchers be made available in French, by December 31, 1978;

(116) the test which assistant flight dispatchers must pass to become flight dispatchers be made available in French by June 30, 1977;

(117) the annual training given to flight dispatchers be made available in French by December 31, 1977. In the meantime, systematically provide explanations in French during the course;

COMPUTER SYSTEMS AND SERVICES

(118) henceforth, all new work instruments developed by Computer Systems and Services be made available simultaneously in English and French;

(119) existing work instruments developed by Computer Systems and Services which are currently available in English only, which are regularly used, and which are projected to be in use at least until December 31, 1981, be made available in French before December 31, 1979;

(120) collaborate with Passenger Sales and Services and Cargo in the inclusion of more information in French within the computers used by these two units in the Eastern Region;

(121) henceforth, acquire technical training courses and specialized periodicals, books, manuals and handbooks (theory and principles of data processing, languages, applications, etc.) in French as soon as they become available;

(122) henceforth, establish and maintain contacts and exchanges with organizations which carry out their electronic data processing operations in French (Quebec Health Insurance Board, Mouvement Desjardins, etc.) in order to exchange information in the fields of work instruments, training, and operations;

(123) offer training and information sessions to the other branches of the Company in each of the official languages no later than June 30, 1977;

PERSONNEL AND ORGANIZATION DEVELOPMENT

(124) by June 30, 1978, increase the bilingual capability in the following areas in order to provide all services in both official languages: Employee Services and Suggestions, Pension and Retirement Programme, Management Development, Organization Planning and Development, and Employee Benefit Programme; and to designate, by the same date, a sufficient number of "A" bilingual positions;

(125) before June 30, 1977, conceive and distribute in both official languages the advertising material (posters and others) related to employee suggestions;

Labour Relations

(126) before December 31, 1978, designate all positions (management and clerical) as bilingual "A";

(127) (a) henceforth, distribute simultaneously in both official languages all documents (reports, interpretation guidelines, etc.) emanating from Union Management Headquarters;

(b) henceforth, distribute all agenda, documents and minutes of the Union Management Headquarters Committee in both official languages;

(128) henceforth, publish simultaneously the English and French versions of collective agreements and take the necessary steps so that they have equal status and are equally authentic in matters of interpretation;

FINANCE

(129) (a) upon receipt of the report, the necessary measures be taken so that the Winnipeg office can provide in French the same services it provides in English and that the services in French be of equivalent quality and speed as those in English;

(b) designate a sufficient number of bilingual "B" positions before June 30, 1978, to ensure that the preceding recommendation can be implemented as part of the normal operations;

(130) before December 31, 1980, all manuals prepared by the Finance Branch and used within Headquarters or the Eastern Region be available in both English and French. Commence with those used more frequently;

PUBLIC AFFAIRS

(131) before December 31, 1978, designate as bilingual "A" at least 50% of the positions;

(132) henceforth, issue any document, printed or teletyped, simultaneously in both official languages;

(133) henceforth, conceive the French edition of *Horizons* mainly in French and take measures to encourage employees to send articles in French;

TRANSPORTATION SERVICES

(134) before December 31, 1977, increase the bilingual capability of the Administrative Support unit so that it can provide all its services in English and in French;

(135) upon receipt of the report, identify as bilingual "A" at least one quarter of the positions among the management staff in Systems and Airport Services;

(136) by December 31, 1978, designate as bilingual "A" two positions and as bilingual "B" one position among the non-management Passenger Sales and Services staff;

(137) to enable French to be used more and to reduce recourse to translation, henceforth, begin the practice of developing simultaneously in English and French a number of the work instruments and their updates, and increase this practice progressively;

(138) henceforth, publish simultaneously in both official languages all new manuals prepared by Transportation Services;

(139) upon receipt of the report, begin translating the existing manuals prepared by Transportation Services, giving priority to those used more frequently whether by Transportation Services, by other parts of Headquarters or in the Eastern Region, so that all manuals are available in both official languages by December 31, 1980;

FREE AND REDUCED RATE TRANSPORTATION

(140) continue the bilingualization of all types of transportation vouchers (tickets, passes*, cards, etc.) and have them completed either in the official language of the employee's choice or entirely in both official languages, no later than December 31, 1977;

(141) increase sufficiently the Department's bilingual capability so that it is able to offer all of its services in both official languages no later than December 31, 1977;

LIBRARY

(142) before December 31, 1978, designate as bilingual "A" at least half of the support staff positions;

(143) upon receipt of the report, the Library step up its efforts to keep abreast of current bibliographic material in French and continue its practice of circulating this information throughout the Company;

(144) upon receipt of the report, the Library increase its contacts with publishers, suppliers and other libraries, which can provide assistance and advice with respect to increasing the holdings in French;

(145) upon receipt of the report, the Library subscribe to at least one more French daily newspaper;

MEDICAL SERVICES

(146) provide all X-ray services in English or French, according to the employee's choice, no later than December 31, 1977.

*Including the 25 years service pass.

APPENDIX

DEFINITIONS

A	:	See <i>Identification category</i>
Anglophone	:	a person whose <i>principal language</i> (and not necessarily his/her mother tongue) is English.
Auxiliary services	:	all services not directly related to the object of the work itself; for example, compensation, fringe benefits, administrative and personnel matters, and labour relations.
B	:	See <i>Identification category</i>
Bilingual (objects)	:	applies to both official languages of Canada.
Bilingualism	:	applies to both official languages of Canada.
Bilingual (persons)	:	applies to Anglophones as well as Francophones who can perform their work in both official languages of Canada.
Communications	:	exchange of information <i>within</i> Air Canada.
Designation	:	the date when an incumbent of a position must satisfy the language requirement(s) of his (or her) position.
Designation plan	:	the scheduling of designation dates.
Employee	:	any person employed by Air Canada.
Francophone	:	a person whose <i>principal language</i> (and not necessarily his/her mother tongue) is French.
Identification	:	the date on which the employee is informed in writing of the language requirement(s) of his (or her) position: bilingual or unilingual category: A or B level: 03, 04, or 05 designation date: according to each case

Identification category (linguistic requirements of positions)

A	:	knowledge of both official languages required upon appointment.
B	:	knowledge of second language not required upon appointment, but must be acquired.
French essential	:	a position whose incumbent must be either a Francophone or an Anglophone having reached level 05 in French and for which only French is required.
Language of work	:	1) language(s) in which an employee performs his (or her) functions 2) the language(s) used in the operations of a unit (conception and carrying out of duties, supervision, directives, instructions, manuals, forms, training, writing of reports, auxiliary services, etc.)

Level of proficiency* (language requirements of positions) the second language proficiency of incumbents is measured according to a progressive scale from 01 to 05.

<i>Level 03</i>	Speaking	Ability to converse about familiar subjects and participate in discussions with occasional difficulties.
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*Taken from *Language Requirement Identification Program—Management/Professional and Clerical Positions*, Air Canada, February 1974.

Writing Ability to write simple reports and letters with few serious mistakes.

Understanding Ability to understand someone speaking normally on familiar subjects or slowly on unfamiliar subjects.

Reading Ability to grasp general meaning of news items or texts related to one's own functions.

Level 04

Speaking Ability to participate in normal conversations with sufficient vocabulary and command of the syntax.

Writing Ability to correctly compose routine business letters and texts related to one's own functions.

Understanding Ability to understand communications live or recorded delivered at normal speed on familiar subjects.

Reading Ability to grasp quickly and accurately the meaning of texts and reports related to one's own functions.

Level 05

Speaking Ability to express thoughts as well as an educated native speaker.

Writing Ability to correctly write texts related to a wide range of subjects.

Understanding Ability to understand communications delivered at any speed and to adjust to regional peculiarities of accent or expressions.

Reading Ability to grasp the meaning of communications related to a wide range of subjects.

Training course in French

: a course:

- 1) given by a Francophone instructor, or by an Anglophone who has reached at least level 04 in French;
- 2) in which all lectures, instructions, explanations, questions, etc., are in French;
- 3) using instructional material (directly or as a reference) in the French language. Transitionally, a course will be considered as being given in French even if part of the material is in English;
- 4) for which a test or exam (if applicable) is administered with all questions or statements in French.

Work instruments

: applies to an object including language elements, which is used by Air Canada employees in the course of their work and which possesses a certain permanent character; for example, forms, manuals, and bulletins. Excluded from this category are: memos, internal letters, circulars, letters, and reports (they are classified under *Operational Communications*).

03, 04, 05

: See *Level of proficiency*

CANADIAN BROADCASTING CORPORATION

EVALUATION

Amid faint whiffs of smoke from the pyres of defiant martyrs, the CBC goes on, as people see it, uniting, disuniting or merely mirroring Canada in our two official languages. It does so through 131 radio stations and 370 television stations on the English network, and through 137 radio stations and 92 television stations on the French network. The CBC did not wait for the Official Languages Act before beginning to develop bilingual manpower resources for its system. "Indeed, the CBC was among the very first federal bodies to make institutional bilingualism a reality." (Fifth Annual Report, 1975, p. 64).

In light of these commendable achievements, it is unfortunate that the CBC's reactions to our complaints and special studies recommendations have lacked zeal for meaningful reform. Based on the information obtained through complaints investigations and our request for follow-up on recommendations, we must present a discouraging review.

The CBC's response to our 64 recommendations made in March 1976 revealed that its perception of what is meant by compliance with the Official Languages Act differs rather fundamentally from our view. While each side agrees on the need to achieve equality between the French and English languages, the CBC cites "a basic and perhaps inevitable difference in approach." The CBC complains that our Office "assume(s) the immediate availability of all means necessary for the implementation" of official languages programmes. This Office sympathizes with the CBC's plea that the lack of resources (time, money and manpower) "force(s) on the Corporation a different order of priorities", but we must underline the urgent need for many concrete steps to solve most of the nuts-and-bolts problems amply documented by our special study and the complaints we continue to receive. The CBC seems to have made some progress in establishing an exchange of training information between the two language groups and in promoting reciprocal participation in their respective training programmes. However, it appears that the Corporation has fully and unambiguously implemented only one recommendation, that concerning job security. The CBC's very generally phrased information in regard to the remaining 63 does not indicate specifically what action, if any, has been taken on them since the special study. Also, in some instances, the slightly cavalier vagueness of the CBC's reply leads one reluctantly to believe that it may not be looking actively enough for ways to solve some of the problems cited by the special study.

If we consider most recommendations as partly implemented, it is because in these cases certain measures had already been taken before

the study or because the Broadcasting Act obliged the Corporation to adopt such measures.

As for its treatment of complaints, the CBC claims that it "deals with all complaints as quickly as possible"; our records show its responses to be less than breathtakingly swift. A review of the 26 complaints in 1976 shows that the CBC's unenthusiastic co-operation may stem from its jurisdictional views. The Corporation implied in several cases that our interventions under the Official Languages Act were an unwelcome and unwarranted interference with its—ahem!—mandate under the Broadcasting Act.

Problems complainants cited were, among other things: poor reception of French programming, unilingual English identification and signs, person-to-person and telephone services not always available in the preferred official language of the client, technicians allegedly obliged to work in the producer's language, and English-speaking announcers and commentators murdering the names of Francophone hockey players. Confusing Houle and Hull is bad enough. But how would they like it in Parry Sound if we added an (h)aspirate "h" to Bobby Orr?

COMPLAINTS

File Nos. 3831, 3832, 3833 and 4304—Hockey Night Bungles

Three French-speaking Manitobans complained that the CBC did not broadcast the Montreal-Vancouver game of April 17, 1975, on the French station in Winnipeg, CBWFT, while the English network station, CBWT, did show the Toronto-Philadelphia game that same evening.

In contrast, an English-speaking resident of the Ottawa area complained that the CBC broadcast mid-week hockey games only over its French network.

In both cases, the complainants believed that there was inequality in the treatment of one of the official language groups.

Following the Commissioner's inquiries concerning the Winnipeg complaint, the Corporation agreed to make the necessary application to the advertising agency which owns the broadcast rights in order to have the game in question rebroadcast. Afterwards, the Corporation assured the Commissioner that this game had been shown by the French station in Winnipeg and also by Edmonton station CBXFT, which had previously eliminated this game from its schedule.

The reasons which prevented the CBC from rebroadcasting the hockey game arose from a provision in the contract between the Corporation and the advertising agency.

According to the Commissioner, this provision contravened section 2 of the Official Languages Act, which establishes the equality of status of French and English. He therefore recommended that,

in future, when the CBC signs contracts with private businesses or other bodies, it should take care that there are no terms which prevent it from providing equal services to the two official language groups.

The Corporation objected to the Commissioner's intervention in both the Ottawa and the Winnipeg cases. In its opinion, there had been no contravention of the Official Languages Act since, according to the Broadcasting Act, the Corporation must provide service in both official languages, but not necessarily the same service. In addition, the Corporation was of the opinion that the complainants should have addressed their complaints to the CRTC since it is responsible for regulating the rights of licensees concerning the content and nature of programmes offered to the public. According to the CBC, the complaints were not about the language in which the service was provided, but rather about the content of the service itself, a question which is not within the scope of the Official Languages Act.

Despite this reaction, the Commissioner continued to maintain that the Corporation had not provided equal services to its Francophone and Anglophone audiences. Consequently, he reiterated his recommendation, which the CBC still had not accepted. The Commissioner warned the Corporation that he would investigate any and all new complaints of this kind.

CANADIAN INTERNATIONAL DEVELOPMENT AGENCY

EVALUATION

CIDA has implemented 13 of the 33 recommendations this Office made in 1975. The Agency has partly implemented 17 others, failed to meet 3 more, and missed certain deadlines.

The Agency's language training programme is very well-structured; more particularly, its retention programme is imaginative and well-coordinated. In addition, it commissioned a study of its manpower needs, taking into account such factors as mother-tongue and employment categories.

Notable efforts have been made in such areas as staff information, provision of bilingual service at all times, correspondence, use of media, exhibitions and, lastly, professional and technical development.

Despite such commendable, and in some cases impressive, efforts, CIDA's actions and attitudes have been somewhat disappointing. Publication and distribution of its official languages policy has unfortunately been delayed until certain Treasury Board directives and amendments are promulgated. Moreover, this draft policy reflects a certain confusion about basic elements of language of service and language of work.

CIDA, quite clearly, needs to take the reins in its own hands while continuing to comply with existing Treasury Board directives. It should formulate and distribute to its employees a clear and comprehensive policy and implementation plan, as well as set up an effective system for monitoring the implementation of the Act. One hopes that such measures, when adopted, will enable the Agency to make better use of the already high bilingual capability of its staff and, above all, enable it to promote the use of French as well as English for job-related functions.

CANADIAN NATIONAL RAILWAYS

EVALUATION

On the whole, the CN's performance was fairly satisfactory in settling 25 complaints during 1976. Problems cited were, for example, lack of service in French in Jasper, at Montreal Station (ouch!), on the Vancouver-Montreal run, on the Toronto-Montreal run (again!), a lack of English newspapers on the Toronto-Ottawa train, work manuals available in English only in Montreal, and memos for general information circulated in English only.

Despite seeking reasonable solutions, the CN tends, from time to time, to fall back on a narrow legalistic approach and gives the impression that it will do the bare minimum and no more. This not exactly extravagant generosity, however, is not characteristic of the Company, which has been actively involved in bringing about language reform long before the Official Languages Act came into force—especially in its St. Lawrence Region. The summary below of this Office's recent language-of-work study of this region shows many encouraging developments as well as a number of weaknesses.

In addition to setting up a Translation Priority Committee, the CN continues to have signs and printed materials rendered bilingual. Also, it continues to make telephone and person-to-person services increasingly available in the public's preferred language and has continued to offer to its employees videotape and audio-visual programmes such as "Parlez-vous français?" and "The Jonquière Experience" about its French-language immersion programme. The toll-free Zenith system (commended

in the 1975 Annual Report), has been extended to nine of the ten provinces to provide information and reservations to French-speaking clients. According to the CN, the province of Quebec and the National Capital Region have sufficient bilingual capacity and therefore do not need the "Inwats" telephone link. And Winnipeg, says CN, now has sufficient bilingual capability to deal with all calls immediately.

Readers of our previous reports may recall that, apart from the St. Lawrence Region language-of-work study, the CN was the subject of two language-of-service special studies: one in Moncton and the other of a national scope. The seven recommendations resulting from the Moncton Study are all implemented (1975 Annual Report, p. 85); the CN has put into effect only 5 of the "national" recommendations, 15 are still in various stages of implementation and two have not been acted on. While keeping track of the number of recommendations is important for this Office's "linguistic audit", it is no less important that the CN fully meet the purpose of these recommendations—which were made to assist the CN to offer and ensure bilingual service always, but mainly on the trains and in hotels, whether through hiring, language training or deployment. Obviously, the CN has made notable progress. But the recurrence of similar complaints from the same sources seems to indicate that the intent of our recommendations is still far from being met.

Recently the federal government created a Crown Corporation—The Via Rails Canada Ltd.—to ensure better passenger services and has appointed as its President the very able Vice-President of the St. Lawrence Region. Rumour has it that "when it comes to moving people", . . . (he) "believes in attention to detail."

We hope that, with Via, this will include bilingual detail. For as a subsidiary of CN, this new Crown Corporation comes under the Official Languages Act, and we would not want to miss this splendid new chance to pursue our linguistic imperialism on behalf of fare-paying citizens.

SPECIAL STUDY

In response to the invitation of June 7, 1976 from Dr. R. A. Bandeen, President and Chief Executive Officer, the Commissioner's Office conducted a comprehensive study of the various aspects of the language of work in railway operations in the St. Lawrence Region of the Canadian National Railways (CN).

The study team conducted over 400 interviews with individuals or groups, meeting with some 500 managers and employees from the two language groups between early July and the end of September 1976.

During these meetings, the team paid special attention to four main areas: CN policy on bilingualism in the St. Lawrence Region, the

language of written and oral internal communications in that Region and with headquarters, professional and technical training and language training.

The study indicated that CN had begun to carry out language reform even before the Official Languages Act was passed. It is especially appropriate to mention the efforts of the management of the St. Lawrence Region to encourage the use of French as the main language of work in railway operations in the Region. The progress that has been accomplished in this respect, especially in recent years, has not gone unnoticed by the employees. Examples of this include the increased use of French in written and oral internal communications, units in which French is increasingly being used as the normal language of work, the ongoing translation of work instruments, regional management meetings in French and daily reports in French on train movements.

Notwithstanding these commendable practices, CN will have to carry out a certain number of reforms in order to give French in the St. Lawrence Region a status equal to that of English in the rest of its System. CN has already "cleared the track" in many areas. The language reforms which it has begun must be continued and expanded. This seems well within the reach of those who participated so willingly in the study.

In order to assist CN in adding further to the language reforms it has already achieved, the Commissioner of Official Languages made the following recommendations:

GENERAL POLICY ON OFFICIAL LANGUAGES AND ITS IMPLEMENTATION

Revision of the Language Policy

(1) undertake, before October 1, 1977, to revise the language policy of CN, as expressed in the documents "Management Guide Bulletin No. 19:30—The Official Languages—Measures to Ensure Equality of Status" dated October 27, 1972 and "CN Policy on Bilingualism in St. Lawrence Region" dated March 18, 1974, so that the new policy will allow French in the St. Lawrence Region a status equal to that of English in the rest of the System, in accordance with the spirit of the Official Languages Act;

(2) inform all present and prospective employees that knowledge of written and spoken French is a prerequisite for employment and promotion within the St. Lawrence Region on the same basis as English elsewhere; in implementing this recommendation, CN should continue to take all necessary steps to make this transition humane and fair to unilingual Anglophone employees;

(3) develop and carry out a programme for implementing the Official Languages Act with respect to the language of work, indicating target dates, designating persons or centres responsible for each stage or activity and specifying the practical ways and means of complying with the Act; include the resulting directives in procedures and methods manuals;

(4) use, not necessarily exclusively, the findings, suggestions and recommendations of this study for the revision of its policy on official languages, and incorporate them into its implementation programme;

Staff Information Programme

(5) (a) distribute its revised policy on official languages in bilingual format to every member of its staff and to all new employees, and inform them of whatever measures are necessary to comply therewith;

(b) adapt and establish as a permanent activity a staff information programme on the Official Languages Act, in order to take into account its language policy, specify ways and means of putting it into effect, and note that the Commissioner and his staff are always prepared to take part in meetings which may further understanding and implementation of the Official Languages Act;

Organization, Supervision and Monitoring

(6) examine the responsibilities of the personnel in charge of activities related to official languages in the St. Lawrence Region, especially with respect to the language of work, and, where necessary, redefine them so as to ensure that its organization and resources are sufficient to enable it, with the support of the company's top management, to fulfil its role in all areas and to encourage compliance with all the requirements of the Official Languages Act and of the programmes stemming from it;

(7) (a) carefully supervise and monitor implementation of the Official Languages Act, in respect of language of work, in all services in the St. Lawrence Region including those reporting directly to headquarters, so as to ensure that they consistently fulfil all their obligations;

(b) carry out regular evaluations of all activities related to the official languages in respect of language of work and take prompt corrective action when necessary;

UNION PARTICIPATION

(8) (a) take upon itself to inform the unions of the company's position with respect to the establishment of French as the principal language of work in the St. Lawrence Region;

(b) see that the language rights and obligations of the parties are included in collective agreements;

LANGUAGE OF INTERNAL COMMUNICATIONS

General Situation with Respect to the Use of the Two Languages

(9) ensure, by December 31, 1978, that CN headquarters is capable of communicating in the two official languages in all activities and that measures are taken to increase its bilingual capacity in order to allow employees of the St. Lawrence Region to use French freely when communicating with headquarters;

(10) (a) ensure, by July 1, 1977, that the remaining permanent written and visual inscriptions (signs, posters, directory panels, etc.) are bilingual and reflect the equal status of the two official languages;

(b) take, as soon as possible, the appropriate steps with the regulatory bodies in order to ensure that all technical indications inscribed on CN rolling stock appear in the two official languages and provide the Commissioner with a plan of action in this regard, including deadlines, by the end of 1977;

(c) make sure that all existing or future safety posters at work stations are in the two official languages, even if they appear in some other language because of the linguistic make-up of the staff;

(11) (a) encourage in every way possible all those capable of writing in French to do so;

(b) ensure that no office equipment proves a deterrent to writing in French; this includes, though not exclusively, such items as typewriters, rubber or other office stamps, etc.;

(c) ensure the use of French in computer operations;

(12) undertake an ongoing and thorough review of all administrative, scientific and technical manuals for internal use, verifying their actual linguistic status and establishing a list of priorities and provide the Commissioner, by December 31, 1977, with a plan of action containing deadlines which will guarantee that up-to-date versions of the essential manuals and their amendments are available at least to St. Lawrence Region employees in French by December 31, 1978, and all others by December 31, 1979 at the latest, and continue the policy whereby any new manual or amendment for use across the System is published in both official languages simultaneously and is always available in either separate or bilingual editions;

(13) (a) ensure that all internal forms, bulletins, memoranda, directives, guidelines, etc., for use in the St. Lawrence Region are available in French or bilingual version by June 30, 1977;

(b) ensure that this recommendation is complied with in the shortest possible time by transferring all present stock of unilingual English forms to the unilingual English Regions;

(c) inform employees of both language groups of the existence of these documents in the two official languages and of the place where they may be obtained;

(14) continue to examine, in conjunction with Canadian and foreign manufacturers and distributors, the situation regarding the provision of equipment with operating and maintenance instructions, as well as the markings thereon, in French, (using purchasing power as leverage where possible); where this cannot be achieved, take the necessary steps so that these instructions and markings are in both official languages; following this investigation, provide the Commissioner with a plan of action by December 31, 1977, including deadlines, which will ensure that the most essential of these are in French by December 31, 1978, and all others by December 31, 1979;

(15) ensure that both official languages are entirely respected in terms of spelling, syntax and proper usage in all translations;

Auxiliary Services of the St. Lawrence Region

(16) ensure that, where such is not already the case, all auxiliary services (personnel, accounting, administrative services, etc.) are equally available at all times in both official languages to employees of both language groups;

(17) re-examine without delay the language requirements of supervisory positions, especially in the Accounting Department, in order that employees in the Region may work in French;

(18) immediately take whatever measures are required to provide support services (stenographers, clerks, and so on) in the appropriate language in all cases where the non-availability of these services in French prevents staff members from using French as the language of work;

(19) take care that the Public Relations Branch gives more consideration to the language element when preparing press reviews; consider the possibility of making a résumé of each article in the other official language in order to comply more fully with the provisions of the Act;

Services Reporting to Headquarters

(20) achieve institutional bilingualism, by December 31, 1977, at the latest, in all those services operating within the St. Lawrence Region, but reporting directly to headquarters, by staffing them with personnel capable of furnishing in French and English all the services offered to personnel of the regional administrations;

(21) continue to investigate means of producing in French, catalogues containing the names of parts and other materiel as well as other basic texts and provide the Commissioner with a plan of action, including an urgent time-frame, by the end of 1977;

PROFESSIONAL AND TECHNICAL TRAINING

(22) ensure, by the end of 1977, that all professional and technical courses are available in French and that the course material for them is available in this language as soon as possible, and no later than the end of 1978, at the same time taking care that the courses are offered equally in both languages from the point of view of both frequency and the choice of subjects;

LINGUISTIC SERVICES

(23) (a) examine the various needs for language training in all departments, paying special attention to the language training needs of headquarters employees in order to facilitate communication in French;

(b) modify the criteria of admission to French courses so that a larger number of employees who wish to continue working in the St. Lawrence Region may meet the requirements of the new regional language policy;

(c) offer courses in administrative and technical writing to Francophones who have difficulty expressing themselves in French as a result of past language policies as well as to Anglophones wishing to improve their French;

(d) explain to personnel clearly with adequate notice the conditions and the procedures to be followed for admission to these courses;

(e) regularly inform personnel of opportunities to take language courses after regular work hours, according to the current reimbursement scheme, keep them informed of courses offered within the company and make them aware of the provisions of Section 60 (f) of the Income Tax Act (federal) in this regard;

(f) see that all French courses mentioned above are related as closely as possible to the real requirements and vocabulary of the job;

(24) decide on and publish evaluation procedures for language proficiency in order that the company may utilize its human resources to their full potential in terms of their actual duties;

(25) take all necessary measures (telephone service, better use of a telex service, etc.) to make the translation and terminology services more readily available and more quickly responsive to requests of employees wishing to write in French;

(26) continue to encourage collaboration between Linguistic Services and St. Lawrence Region employees in the field of terminology and inform the personnel of this policy;

CONSULTATION

(27) maintain liaison and consultation with the unions in those cases where implementation of the preceding recommendations requires it;

JOB SECURITY

(28) avoid jeopardizing the job security of its personnel in implementing the recommendations listed in this report;

HANDLING OF COMPLAINTS

(29) continue to deal with complaints taken up with the company by the Commissioner of Official Languages in his role as "language ombudsman" and to take corrective action in the shortest possible time, and this notwithstanding any action taken by the company with respect to the recommendations contained in this report or for any other purpose, and regardless of any target dates that may have been set;

APPLICABILITY OF RECOMMENDATIONS

(30) extend the implementation of these recommendations, making whatever modifications are necessary, to non-railway services operating within the St. Lawrence Region, regardless of their reporting structure.

CANADIAN TRANSPORT COMMISSION

EVALUATION

The CTC has prepared a draft "Guide to the Proper Use of Translation" and collaborated more closely with the Public Service Commission in the annual recruitment of graduates in economics from both English- and French-language universities. The CTC's co-operation with this Office in settling complaints is also noteworthy.

However, the CTC has failed to put into effect most of the 23 recommendations made by this Office in 1974. It is very difficult to point out positive steps taken by the CTC on these other than to say that

it is continuing its work in those areas mentioned in our last report. The Commission's bilingualism policy is still only in draft form. Failure to promulgate it has held up implementation of recommendations about the co-ordinator's duties, employee information, and directives on internal communications. Progress in translating work instruments is slow. Little is being done to encourage the use of French either through the acquisition of working instruments or through the establishment of Units Working in French (UWFs).

CHIEF ELECTORAL OFFICER

EVALUATION

Complaints resulting from several bye-elections held in 1976 reveal that our language reform does not quite earn everybody's vote. The Office of the Chief Electoral Officer has not yet fully implemented any of the recommendations outstanding since our Fifth Annual Report. Thus it has fully complied with only 7 of the 16 recommendations made in 1972. Three recommendations touching on bilingual notices, posters, lists of voters, and the choice of printers remain partly implemented. The remaining 6 seem to depend on the bilingual capacity of the thousands of election workers outside the Chief Electoral Officer's direct control—returning officers, enumerators, revising officers and such others appointed by the various political parties. Also, these changes depend on the amendments to the Canada Elections Act.

These two constraints, real as well as onerous, will have to be overcome if voters are to exercise their full civic rights in the next elections.

Unfortunately, the Office of the Chief Electoral Officers also seems to have abandoned the idea, which it had already discussed with this Office, of using an automated telephone answering system in order to provide services in both official languages in areas where bilingual personnel is not available.

Notwithstanding these difficulties, the Office of the Chief Electoral Officer remains an outstanding example of how intelligence, imagination and goodwill can make language reform work.

CONSUMER AND CORPORATE AFFAIRS

EVALUATION

Only three complaints required settling in 1976. The Department's co-operation was satisfactory and solutions to problems cited in complaints were positive.

Of the 37 recommendations this Office made in 1975, however, only 9 have been implemented. These concern a policy and implementation plan, staff information, delegation to international conferences, expositions, correspondence, personnel services, professional development courses, information about PSC courses and the settling of complaints. Some 24 recommendations are in varying stages of implementation and one concerning Trade Mark Regulations has not been put into effect. In addition, the Department considers that two recommendations, concerning union consultation and job security, do not require any particular action on its part at the present time and that it would not be advisable to carry out the recommendations touching on Bankruptcy Rules.

The Department has revised its policy statement on official languages principles, has added on to it an implementation plan and has designated most centres of responsibility. This document was distributed to all employees in October 1976, and regular information sessions have been held.

Among other improvements are: in-house language and retention courses to meet headquarters and regional needs, provisions for lateral transfers which would enable employees to improve their second-language skill, the creation of a French Editor position in order to improve the quality of French texts, grants to educational institutions from which future employees can be drawn, and an exhibition of books in French.

However, due to limited manpower resources and lack of administrative leverage, the Official Languages Branch cannot exercise adequate control and monitoring. Also, the Department's popular information programme "ROTO" does not unfortunately reach the two language communities in their preferred official language. That some readers of "The Canadian" and of "The Weekend Magazine" claim French as their first official language should not blind the Department to the fact that restricting its information programme to such magazines prevents it from reaching a significant number of minority-language communities. A programme which includes minority-language weeklies in areas not reached by the currently used media would not, as the Department claims, cause it to create "an artificial demand." It would simply enable the Department to respond to a real, though presently non-vocal demand, and to implement to the full Section 10 of its own official languages policy. Clearly, the Department needs to show greater sensitivity to meeting fully the objectives of the Official Languages Act.

ENERGY, MINES AND RESOURCES

EVALUATION

Readers may recall this Office's review of the Department's linguis-

tic performance in the Third Annual Report (1972-1973). The 1974 report attempted no such evaluation due to lack of evidence.

However, the 1976 evidence seems to indicate that the Department's linguistic life this year was rather troubled. Seventeen complaints were settled during the period under review. The Department handled relatively simple matters quickly and co-operated well. On the other hand, complicated matters such as language of work in the Lithography Section in the Directorate of Map Production, departmental publications (scientific and technical in nature) in English only, departmental publicity in an English newspaper only, not only took longer but seemed to take too long.

The problem of whether technical publications should be available in both official languages is a thorny one which has plagued the Department. This question is discussed in Chapter II of this report and should be helpful to the Department in preventing complaints.

On a more positive note, readers will be happy to know that the Department runs quite a few useful courses to enable its scientific, professional and technical employees to use their official language skills more effectively. Two are noteworthy: French as a language of work, a course of phonetics, administrative correspondence, and telephone reception with 80 students taking part; and the other, a refresher course (on grammar and composition) mainly for Francophones (registration of roughly 60) who, because of the habit of working in English, have lost some ability of writing in French.

ENVIRONMENT

EVALUATION

Twenty-five complaints were settled in 1976. Problems cited in the complaints were, for example, a letter in English addressed to a French-speaker, a course in meteorology offered in English only, the absence of French in the Ottawa Meteorological Office, a publication available in English only, the poor quality of French on a press release, and a Francophone in a French-essential position obliged to work on an English text. In general, if not always, the Department cooperated in settling complaints in a prompt and efficient manner.

Of the 45 recommendations this Office made to the Atmospheric Environment Service (AES) in 1972, only 31 are fully implemented; 12 are partly carried out and no concrete action has yet been taken in regard to two. The nine recommendations concerning the Fisheries Branch in Moncton are finally considered implemented.

Although the Department has made some progress, it is not encouraging to note that a number of matters have yet to be acted on. The reasons and excuses advanced have all been heard before. However,

at long last, AES's internal newsletter Zephyr is bilingual. Also, Francophones visiting the Ontario Science Centre can receive information in French via a telephone linked to the regional office in Toronto, where bilingual staff is on hand between 8 a.m. and 4 p.m. on weekdays. It seems that, because of budget restrictions, the Department is having second thoughts about hiring bilingual employees at that Centre. Our Office believes that money spent on a bilingual person there will result in better service.

COMPLAINT

File No. 3251—From Bilingual to Unilingual: Setting New Language Requirements for a Position

An English-speaking technician at the St. Hubert weather office near Montreal told the Commissioner that he was being laid off because he did not meet the language requirements of his position.

The complainant, who had joined the weather service in 1966, was promoted, in May 1973, to a bilingual position, the French language requirements of which he met (level 02). However, his position was later identified as "French essential" in a French-language unit (FLU) and he and his supervisor subsequently concluded that his knowledge of French was inadequate to do the job properly. The Department was unable to get him accepted for further language training because he was already bilingual. The complainant requested a transfer but the only opening was in Inuvik, and he refused it for family reasons.

In September 1974, the Quebec regional superintendent of general services wrote to tell him that he was being laid off because, "as described in your performance evaluation, you do not meet the language requirements and, therefore, you do not accomplish satisfactorily the duties of your position". The notice of dismissal was subsequently withdrawn but the complainant left the public service to take another job with a private firm. Although the complainant lost his personal interest in the investigation, the Commissioner decided to pursue his inquiry since he felt that the Department's action had been contrary to the Parliamentary Resolution of 1973 and Treasury Board guidelines.

The Commissioner took up the matter with the Department of the Environment, which corroborated the complaint and said that it hoped that the Public Service Commission (PSC) would soon be able to offer language training to incumbents of unilingual positions (especially those occupying positions before they were identified) so that they might improve their knowledge of the second language.

The Commissioner brought the matter to the attention of the PSC and asked what could be done to encourage individuals to attain the

necessary operational fluency in English or French should this be beyond the minimum level for the category to which they belonged. This was a problem which not only affected the present FLUs—later renamed UWF (Units Working in French)—but could also prove an obstacle to the creation of new ones in certain sectors.

The PSC said that the complaint “was more than justified. The situation developed from a change of linguistic status of a position and the incumbent has certain rights to the position in such instances.”

As to the issues raised by the Commissioner, the PSC proposed three interrelated solutions. The first was in the form of paragraph 14 of Treasury Board Circular No. 1975-111 of September 25, 1975, which states, in part, that “. . . employees who do not meet the language requirements of their positions in an identified UWF will have the option of

- a) being appointed to another position . . .
- b) undertaking language training . . . (on a priority basis) . . . for a maximum of 12 months, or 6 months in the case of persons qualified as bilingual for one bilingual position but who require a higher level of language knowledge of French; or
- c) if they decline an appointment outside the UWF or language training or if, after training, they are unsuccessful in meeting the language requirements of their position, they may remain in that position . . .”

Secondly, taking into account the linguistic knowledge that can be acquired on the job, the PSC had developed a new test to determine minimum levels of second-language knowledge required for French-essential and English-essential positions.

Finally, the PSC described the third approach as follows:

In addition, in response to specific needs, the Commission through the Special Courses Program offers made-to-measure courses based on specialized functional vocabulary. Within this program monitors are available to help public servants adapt the specialized vocabulary they have learned to their particular jobs and working environments. Furthermore, in response to specific needs and requests by departments, the Language Bureau offers courses within government departments. Both methods are available to incumbents of unilingual positions where the working language is not the first official language of the individual. Requests for such assistance is the responsibility of an individual through his or her departmental bilingualism adviser. You will agree that after training through the Language Bureau, it remains primarily up to public servants to actively continue their development in the second language, both in the work environment through the continual acquisition of specialized vocabulary, and socially.

The Commissioner transmitted the above information to the Department of the Environment and thanked the PSC for its co-operation.

EXTERNAL AFFAIRS

EVALUATION

Diplomats thrive on crises. With only ten citizens' language problems this year, they will no doubt complain of boredom. Undiplomatic protests included: the Department being identified in English only, absence of bilingualism in a Canadian display at the Commonwealth Institute (London), absence of service in French in the Toronto passport office, absence of service in English in Tokyo and, to the Department's horror, a misspelled word in the French version of the new Canadian passport. In general, the Department cooperated well, but its explanations sometimes left us bemused. Also, the slowness of replies occasionally made us wonder if the Department communicated with its embassies via steamboats, rather than jetliners.

INDIAN AFFAIRS AND NORTHERN DEVELOPMENT

EVALUATION

The Department was fairly co-operative in its handling of 21 complaints, but its responses were usually very slow in coming. Most complaints concerned lack of service in French to the public; a few touched on various elements of language of work.

The efforts of the National Parks and Historic Sites Branch to act on the 99 recommendations this Office made in 1972, and the Canals Division's in following through on 31 recommendations made in 1973, have resulted in the implementation of 68 and 23 recommendations respectively. This is substantial progress, but unacceptably slow.

Parks Canada has established a naturalist school offering both English- and French-language training at Jasper. It now has sufficient bilingual personnel in the Atlantic Region to man positions as information booth attendants and guides. The Canals Division apparently has recruited sufficient bilingual staff at some centres and has set up a direct telephone link between these centres and those with no bilingual staff.

Parks Canada has once again set back target dates for converting remaining unilingual historic markers and for producing bilingual written material and signs. It has not as yet insisted on a bilingual service clause in existing contracts with concessionaires and does not provide service automatically in both languages. Some telephone listings for Parks Canada and the Canals Division are still unilingual.

The Department—which, “through early recognition of its responsibility under the Official Languages Act’s Section 10 to provide bilingual services to the public from coast to coast, traced a trail” which others “might profitably follow”—unfortunately seems to have let slip its previous performance as an imaginative, determined innovator in language reform. Given the millions of visitors exposed each year to its services, this Department needs to be pressed urgently and monitored constantly to ensure the fullest nation-building benefit from its activities.

INDUSTRY, TRADE AND COMMERCE

EVALUATION

The Department was resourceful in settling the four complaints it received in 1976. Also, considering the short time since our 23 special study recommendations in 1976, the Department should be commended on the speed with which it has dealt with at least some of the recommendations. IT&C has revised its policy to cover most, if not all, problem areas identified by the special study. The Departmental text revision service (French Manuals and Directives Section) and the Writing Dynamics course may encourage Francophones and language school graduates alike to use French within IT&C much more than previously. In addition, the Department has made its training courses available in English and French, has increased its translation services and is attempting to develop “bilingual format” forms where separate language versions now exist, an effort clearly beyond the scope of the recommendation on this subject.

On the other hand, all is not well. Little or no action has been taken to increase the use of French as a language of work. IT&C could have moved with more ingenuity to increase the use of French within its existing Units Working in French. Instead, it has apparently deferred all action “pending receipt of a revised Treasury Board Policy Circular on this matter”. Also, IT&C has made no real progress in re-evaluating the language requirements of positions or the linguistic profile of personnel at regional offices.

Furthermore, the Department seems to insist that “the business world operates mainly in English”, and consequently finds it difficult to identify operational areas in the Department where French would have its rightful place and, in some cases (such as French-speaking Africa), could be used predominantly.

MANPOWER AND IMMIGRATION

EVALUATION

The Department's performance shows definite improvement since last year. This improvement is reflected in its efforts to settle complaints and to implement special study recommendations.

Of the 38 complaints files closed in 1976, 12 dealt with lack of bilingual services at Canada Manpower and Immigration offices, while others concerned internal communications, the quality of French texts, signs and posters, training courses and personnel matters. In a large number of cases, the Department was prompt in offering an explanation and taking corrective or preventive measures. The Commissioner made five recommendations; the Department implemented four and persuasively explained its reluctance to carry out the fifth for the time being.

The Department has implemented all but three of the 17 recommendations this Office made following a special study of the Metropolitan Winnipeg area in 1971. A number of achievements were reported in previous annual reports. This year, one can add to that list the use of a central order processing unit for Job Bank orders, the adoption of a single bilingual telephone answering system for the Greater Winnipeg area, as well as the expansion of the Department's in-house language training programme to include reinforcement sessions centered around vocabulary judged by the students to be the most relevant to their needs on the job. In addition, the Department has indicated that it is now undertaking, in conjunction with the Ministry of Transport and other interested departments, a detailed review of its abilities to provide services in both official languages at airports across Canada.

NATIONAL ARTS CENTRE

EVALUATION

All the world's a stage, and on a stage as classy as the NAC the slightest slip upsets the critics. Thus the rise from 3 to 12 complaints forces us to tone down our rave reviews of earlier years.

Citizens cited, among other matters, unilingual French advertisements, a children's concert presented almost exclusively in English, unilingual English pamphlets distributed at a concert, brochures in French only sent to an English-speaking subscriber, and alas, still more unilingual English service in "le Café".

Although the Centre handled these complaints expeditiously, the language problem in "le Café" remains irritating for patrons and perplexing for us. 'Tis a pity that such elegant purveyors of food for the soul cannot better sling the bilingual hash.

NATIONAL CAPITAL COMMISSION

EVALUATION

Always adept at paddling bilingual canoes, the NCC found its ship of State a little tippier than usual this year: how else could one interpret the upsetting case of the unilingual English rowboat rental office on the Rideau Canal? Other items among 12 complaints which gave us a sinking feeling included: the absence of French on signs and notices, incorrect use of French, and the lack of a French version of "How Canada Got Its Capital".

In general, however, the NCC co-operated well and was quick in correcting problems, even though it had to be prodded in at least two instances in which solutions were found only after 12 months had elapsed.

The new Chairman has an excellent tradition to build on. But he may have to use his paddle for a little in-house spanking as well as canoeing.

NATIONAL DEFENCE

EVALUATION

Twenty-six complaints were lodged against the Department last year; most of these were about service to the public, while more than a dozen touched on use of the two official languages at work. The language-of-service complaints this year again dealt with such matters as signs, notices, forms, documents, the quality of French texts, a unilingual person in a public-contact job, while the others centered mainly on language training, and the language of supervision.

Although the Department is never late in acknowledging receipt of this Office's intent to investigate a complaint or in providing explanations, in a number of instances these explanations were at best nebulous and at worst muddled. One relatively straightforward complaint took over a year to settle. Moreover, some replies received indicated that certain sectors of the Department do not fully understand the spirit of the Official Languages Act. Despite the Department's positive attitude in

general, the time required to find solutions, and their imaginativeness, have sometimes been disappointing.

We are pleased to note, however, that the Department is eagerly awaiting the results of our current special study—even seeking to anticipate its conclusions to hasten fuller compliance with the Act's requirements. While the Department is awaiting these findings over the next few months, it may wish to initiate corrective action concerning existing policies that are not adhered to, most often involuntarily, but sometimes wilfully. The recurrence of complaints of a similar nature seems to indicate weakness in monitoring the Act's implementation.

SPECIAL STUDY

In February, 1976, with the blessing of the Department, the Commissioner began a comprehensive study of both the Canadian Armed Forces and DND's civilian component. After completing an intensive programme of a hundred interviews at National Defence Headquarters in Ottawa, the study team undertook an on-the-spot review of the linguistic situation at military bases across Canada and in Europe involving a further two hundred interviews. Fact-finding was completed in November; the report should be ready during the first quarter of 1977.

NATIONAL ENERGY BOARD

EVALUATION

This year the Board has shown some, though not dramatic, improvement over 1975. It has taken measures to meet its deadline on designating bilingual positions, and has increased its efforts to meet bilingual staff needs through a manpower planning and development programme. Three main goals of this plan deserve mention: the reduction of turnover, increased participation of members in specialized courses in their preferred official language, and the enlargement of the market from which the Board draws manpower, by opening up jobs to recent university graduates from both language groups.

The Board was the object of three complaints in 1976; two concerned the poor quality of French texts; the other was about an unilingual English description on a package sent out to the public. The Board resolved these problems satisfactorily.

Despite an increase in institutional bilingualism (certified bilinguals from PSC language schools), the Board's functional bilingual capacity unfortunately is still limited, especially in the Scientific and Technical

groups. Consequently, the Board depends heavily on translation as a "crutch" and is compelled to rely far too much on a small number of people in certain units for French-language communications.

The Board has implemented 18 recommendations out of the 36 made in 1974. These cover a large range of subjects including policy, implementation plans and monitoring, correspondence, equal quality of translation, telephone identification, signs, publications and internal communications. The remaining 17 are partly implemented, and the last one, concerning employee transfers for language retention purposes, remains in limbo, perhaps because of lack of energy.

NATIONAL HEALTH AND WELFARE

EVALUATION

The Department's performance does not reflect a triumph for the Minister's physical fitness campaign. Despite its co-operation in settling 12 Health-related and 6 Welfare-related complaints satisfactorily, and notwithstanding the few steps forward it has taken (though in slow motion), its status in 1976 remains the same. The Department does, however, deserve special mention for uncommon candour. In response to our follow-up request, it stated, in its Welfare Component report, that: "We paid particular attention to the more rigorous criteria you provide for use in assessing the implementation status of these recommendations. As a result, the status of a number of recommendations which [were] reported last year as being "implemented" has changed to "partially implemented." Similar statements were made in the Health Component report.

Health

Although the Health Component's 1976 report to this Office was comprehensive and clear, and its co-ordinator's co-operation and interest were lucidly expressed, the Health Component has implemented only six of the 38 recommendations the Commissioner made in 1974. The remaining 32 recommendations are in various stages of partial implementation. Unfortunately, many of these reflect only minimal progress since the special study was carried out, and a number of target dates have not been met.

Since the Health Component's new policy has been adopted, significant progress seems to have occurred only in three major areas of concern: translation, forms, and library services. In addition, it has taken a number of specific measures designed to make its staff more

aware of what is published in English and French in their fields of interest. Finally, the Medical Services Branch deserves special mention for having adopted its own implementation plan which it complements, from time to time, with written directives specifically geared to meet regional needs.

Unfortunately, the initiative shown by the Medical Services Branch has not been followed by the other branches or by the Health Component as a whole. Implementation of far too many recommendations has been postponed indefinitely until the time in the future when the adoption of a component-wide implementation plan and control system will prescribe remedies for most, if not all, linguistic "ills". Moreover, the Health Component is only beginning to consider the ways in which it might correct some of the obvious weaknesses in its present policy. Finally, the Component seems all too eager to accept the explanation that it will cost "more money" as a way out of its obligations to ensure that bilingual services to the public are provided by organizations or associations linked to the Component through contracts or grants.

Welfare

Of the 22 recommendations this Office made to the Welfare Component in 1973, only four are implemented, 17 are in various stages of implementation and the remaining one seems inapplicable for the moment. Fortunately, the Welfare Component report indicates a clear awareness of its major weaknesses, stating that: "we do not have a comprehensive implementation plan for all branches nor for the Welfare Component as a whole, and . . . the evaluation/monitoring function has not been carried out in a consistent and comprehensive manner."

Notwithstanding the very few recommendations fully carried out, the strength in the Welfare Component seems to reside in its review of past measures and in its voluntary reassessment of the status of our special study recommendations. According to its report, the Welfare Component has also "struck a senior level task group" to clear off the gathered dust and to "prepare a review" for the "senior management group". This committee expects to develop soon a comprehensive policy and innovative plan of action to enable the Component to meet the Act's requirements in full.

One truly hopes that "some bold, innovative new policy and practice in respect of the Official Languages Programmes will emerge" very soon for both the Health and the Welfare Components. In view of the Department's own candid discussion of its major weaknesses, dare one expect vigorous corrective action without undue delay?

COMPLAINT

File No. 3763—Documents Not Available in French

An official in this department who had written job descriptions in French for the purpose of reclassifying positions in the Engineering and Scientific Support Group (EG) complained that a personnel officer told him that the reclassification procedure would be slowed down because the descriptions would have to be translated. This officer explained that the Classification Standard for this occupational group did not exist in French.

The Department confirmed that the Classification Standard for the EG group was not yet available in French. Since the evaluation procedure requires the ability to evaluate the duties of a position in terms of the Classification Standard approved by Treasury Board, the job description must necessarily be in the same language as the corresponding Standard. If this were not the case, the position in question might be evaluated unfairly. Thus the personnel officer had provided the correct information to the complainant. The Department added that the Standards were being translated at Treasury Board and that only a few of them, including that for the EG group, remained to be translated.

The Department said that it would be happy to examine any job descriptions written in French, but pointed out that management and staff would be better served if descriptions were provided in both languages for groups whose Classification Standards existed in English only. The English version would then be used for evaluation, while the French could be used by management and staff.

The Department summed up its position by saying that an English description had been requested only in order to make a fair evaluation and that those responsible were prepared to evaluate descriptions in either language provided that the relevant standards were also available in both languages.

Treasury Board informed the Commissioner that the EG Classification Standard was in the process of being distributed to the departments and that most of the thirteen other Standards would be available in both official languages before the end of March 1976.

The Commissioner relayed this information to the Department. He also drew to its attention the fact that, as he had been told in a second letter, the complainant had on file since April 1, 1975, three job descriptions which had been written in French for the purpose of reclassifying (as of January 1 of the same year) technician positions on his staff. The Commissioner stated that the incumbents of these three positions were French-speaking and expressed his confidence that the Department

would not delay implementing the reclassification. He added that the three technicians had been treated unjustly by having been left in uncertainty for six months and therefore having refrained from entering other competitions. Finally, the Commissioner recommended that the Department ensure that it had sufficient bilingual capability to evaluate job descriptions without having recourse to translation.

The Department made a favourable reply to the Commissioner's recommendation, saying that it was currently using the French version of the Classification Standard for EG positions and that its staff was competent to evaluate descriptions in both languages. In addition, the Commissioner was told that the complainant's supervisor had informed him that two of the three technician positions in question could not be reclassified. The complainant would soon be informed of the decision on the third position.

The Commissioner expressed satisfaction that his recommendation had been accepted. He added that the reclassification study on the first two positions had most likely been carried out using the French version of the job description and expressed his belief that the Department would follow the same procedure in considering the reclassification of the third position.

NATIONAL MUSEUMS OF CANADA

EVALUATION

Members of the public lodged 13 complaints against the Corporation's four national museums. Problems cited included the poor quality of French texts, lack of service in French from guards (again!) and telephone operators, display captions and publications in English only, and internal communications in English only.

Complaints this year about security guard service dim the hope expressed last year that "Because the National Museums have decided to require some linguistic skills in hiring for their own security force, the public should soon be getting better bilingual guard service." According to the Corporation, a period of transition and the Treasury Board's budgetary restrictions must be reckoned with before more visible improvements occur. The Commissioner, though he agrees with the need for cost-restraint, believes the Corporation could find ways of convincing the Board that curtailing bilingual services can prove a false economy in terms of public goodwill.

NATIONAL REVENUE (CUSTOMS AND EXCISE)

EVALUATION

*Thirty-three complaints against this Department were settled in 1976. Complaints carried over from 1975 required an unusual amount of digging. While matters seem to have improved for a time, replies received in February 1977 tend rather consistently to cast complainants in a poor light—creating the impression that Customs officers seldom err. Familiar names such as Toronto, Windsor, Lansdowne continue to reappear in complaints. However, answers tend to arrive more quickly. Management, despite our repeated proddings and its reiterations (witness the deputy minister's letter in Montreal's *The Gazette* on February 17, 1977 affirming that the "Customs policy is to provide bilingual service"), has not convinced customs officers that offering service in the client's preferred official language is a normal part of good business.*

The Department has fully implemented 35 of the 48 recommendations this Office made in 1973. It has also made significant efforts towards meeting the Act's requirements. It has distributed its new policy on the official languages and has accompanied this by an integrated plan of action. In doing this, the Department seems to have touched on all sectors of its activities, made an inventory of linguistic deficiencies and envisaged, for the short- as well as the long-term, corrective measures. Also, it has begun to offer short, specialized immersion courses at St-Georges-de-Beauce, tailored to meet the requirements of customs officers on the job. These courses (as is the case of those instituted by the Post Office department) will, one hopes, be cheaper and more effective. National Revenue (Customs & Excise) has, in addition, provided its officers with a pocket-translator—a flash-card with a few basic phrases in English and French spelled out in clear phonetics—which has proven a useful tool for quick linguistic clearance.

In short, the Customs and Excise people seem at last to be moving toward fulfilling their obligations under the Act. Let's hope they sustain the momentum and don't slip back into earlier immobilism. Their high profile for millions of Canadians can be an immense influence for linguistic good or bad, and the Government should monitor their performance with special care.

NATIONAL REVENUE (TAXATION)

EVALUATION

No one likes taxmen. But how can you hate them when they give bilingual fair play a serious try?

Only two of the 19 complaints settled in 1976 revealed less than excellent cooperation. Among other matters, these complaints dealt with members of the public experiencing difficulties in getting service in French: on the telephone, or by correspondence. Memoranda for general internal distribution were occasionally circulated in one official language only, and other documents such as tax forms were, at times, sent out to members of the public in the wrong official language. The Department handled the majority of the complaints in a prompt and efficient manner.

This component of the National Revenue Department has implemented 10 of the 13 recommendations made in 1973. Action on the other three recommendations, touching on public information facilities, telephone reception and correspondence, will depend to a great extent on the Department's ability to meet its bilingual staffing goal. The Department estimates that it will meet its goal of staffing all designated bilingual positions with qualified bilingual personnel on or even ahead of its own schedule of 1978. This progress is attributed partly to the continued success of the Department's own innovative Bicultural Exchange Programme, described in the Fifth Annual Report, and to the in-house language training and retention measures which it has so far initiated in 14 of 31 offices. Translation services, assessed in previous reports as inadequate, and as the source of delays in the handling of correspondence, are now for the first time considered by the Department to be coping satisfactorily with its normal workload. Moreover, the Department is still actively considering ways in which it could adopt a bilingual tax form.

However, certain weaknesses still remain. Delays in responding to French correspondence received by district offices outside Quebec may still occur, in that offices without qualified bilingual staff must send correspondence elsewhere for translation. In addition, telephone information services in Ottawa, as noted in our Fifth Annual Report, regrettably have led to complaints.

PARLIAMENT

EVALUATION

Of man, Sophocles said "Wonders are many on earth, and the greatest of these is man . . . There is nothing beyond his power . . . For every ill he hath found its remedy . . .". That, in spite of persistent sniping from this corner, is not too far off the mark here, at least as regards good intentions and efforts.

In 1976, officers of both Chambers turned in a near-perfect linguistic performance, with only five instances of public disappointment. These touched on such classic but niggling matters as a unilingual English stone inscription, a telephone greeting in English only, and the poor quality of French used in a guided tour. The Speakers of both House of Commons and Senate, as well as their officers, were extremely co-operative in redressing these problems. Their continued leadership and commitment strengthen one's optimism that our language reform, notwithstanding many myths, legends and thunderbolts, need not be a Greek tragedy.

POST OFFICE

EVALUATION

The Post Office has been delivering language reform about as quickly as it delivers letters. But last year it started, at least, to make haste slowly.

Eighty-four complaints against the Post Office were settled during 1976. In most cases the problems related to lack of service in French, be it person-to-person, or in unilingual English signs and notices. These included an English letter sent to a Francophone, a letter addressed in French not delivered, an Olympic coin offer in English only, and poor quality of French on a text. A review of these complaints indicates that replies contained 44 positive elements (speed, imagination, practicality) as opposed to 66 negative points (tardiness, waffling). If anything, the Post Office stands out because of extreme tardiness in settling many complaints, even the very minor ones. One must also point out the Department's incomplete, evasive and sometimes laconic answers. However, it is also true that the Post Office must deal with a not-too-easy-going union, thousands of daily contacts with the public and an administration plagued with perennial problems. In the last quarter of 1976, however, we saw some improvements in settling complaints.

Notwithstanding problems with complaints, there are some encouraging signs. A survey of current linguistic resources (post offices, sub-post offices and rural route couriers in New Brunswick and Prince Edward Island) is under way and could lead to similar surveys elsewhere. Work has started at last on preparing and issuing an official languages policy and developing a comprehensive staff information programme. Both tasks should be completed in 1977. The Department is also attempting to define different levels of demand for services in both official languages and establish the minimum services to be provided. The grades of service consist of bilingual order forms, referral to

another employee, interpreter services at counters, increasing numbers of functionally bilingual employees and employees trained to meet federal public service language standards.

The Post Office is experimenting with signs to indicate wickets and counters where bilingual service can be obtained. Public acceptance of them in Montreal seems good, and may be extended to the National Capital and other areas comprising both official language groups. The Department has also put into effect four types of utilitarian training courses: short, second-language immersion courses at St-Georges-de-Beauce, in-house language training, refresher courses and courses in administrative writing in the second language. Among these, the programme at St-Georges-de-Beauce deserves special mention. This course teaches the roughly 200 words that postal clerks normally require and use to provide wicket service in their day-to-day operations. Employees learn and practise through role-playing and simulating on-the-job situations. The Department seems very satisfied with the results and the reasonable cost of the programme. The cost of training a postal clerk at federal public service language training facilities may run as high as \$13,200 whereas the same results are being achieved at St-Georges-de-Beauce for about \$4,575; and the course content is clearly job-specific and highly effective. It is astounding that the Government (Treasury Board and Public Service Commission) does not adopt as a general model this sensible and inexpensive approach to language training.

However, all is not rosy. The Post Office is still slow to implement recommendations arising from the 1975 special study. In order to show any real improvement, the Department will have to move faster.

The Official Languages Branch's imaginative and concrete action concerning job-related language training deserves full recognition. This Branch, in order to produce better results faster, will require continued guidance and support from headquarters and regional management, as well as from employees and their unions. It is their efforts and goodwill that will make the Act work where it counts most—at the counters.

COMPLAINTS

File Nos. 4645, 4647, 4649, 4652, 4653, 4682, 4709, 4726, 4732, 4738, 4755, 4874 and 4982—Olympic Coin Programme

A number of complainants from Quebec and Ontario told the Commissioner that they had received copies of the Olympic coin offer in English only. Another complainant noticed errors in the French material that he had received.

After considerable difficult correspondence and a meeting between officials of the Programme and the Commissioner's Office, the following facts were clarified. The publicity campaign for the Olympic Coin Programme involved the mailing of 22,000,000 pieces of correspondence. Twenty million of these were ordered and sent out by department stores. The Programme itself purchased mailing lists from credit companies and through them arranged for two million brochures to be distributed. Since, in these cases, the credit company, itself, sent out the correspondence, it was impossible for the Olympic Coin Programme to verify the language codes on the lists purchased. Unfortunately these indications concerning the client's language preference were not always correct.

The Department regretted that one of the distributors lacking some French brochures for a distribution to the Province of Quebec had authorized that English brochures be sent.

The Department recognized that some typographical errors had escaped their attention due to the large number of brochures prepared for the Programme in such a short time.

The Department pointed out that a bilingual package was not sent to the complete mailing list because in the direct mail business it was common practice to keep the package down to a minimum both in content and bulk size as the response was too drastically reduced if the material sent out was too long or too bulky.

The Commissioner concluded that the measures taken by the Programme to ensure service in both official languages were not adequate. He felt that a nationwide project like this should have been administered with respect for the spirit and the intent of the Official Languages Act. Since the Programme could not accurately determine the preferred official language of members of the public, all documents intended for public distribution should have been printed in a bilingual format.

He found explanations such as "In the rest of Canada [excluding Quebec] we normally only send out material in unilingual English unless a client specifically asks for bilingual or French material . . ." embarrassing and unacceptable. He felt that such a cavalier disregard for the linguistic rights of French-speakers in Canada put the credibility of the Official Languages Act in jeopardy. The Commissioner recommended that all appropriate measures be taken immediately to ensure that in future members of the public receive such documentation in a bilingual format.

Since the Programme had begun to wind down and no further mailings were planned, the explanation was provided to the complainants and the files closed.

However, the Commissioner reminded the Department that for any such programme for which it was responsible in the future, it should pay particular attention to serving the public in the language of their choice.

PUBLIC SERVICE COMMISSION

EVALUATION

If "merit" is the PSC's sacred cow, no one could claim that it views language reform as a lot of bull. Speaking of bulls, we can fairly say, indeed, that the Commission has at times over the years resembled both a plaza de toros and a china shop, but never before (as this year) a pasture.

Although the Commission continues to react promptly to complaints, it has been somewhat sluggish in responding to certain crucial recommendations—those touching on development of an effective plan of implementation and control, the adaptation of language training to specific job requirements and the achievement of greater correlation between language school tests and methods and the Language Knowledge Examination.

Thirty-eight complaints against the PSC were settled in 1976. Sixteen of these revealed no infraction of the Official Languages Act. Most complaints had to do with language training, Language Knowledge Examinations, correspondence and forms. Others concerned telephone and receptionist services and employment procedures.

In general, the PSC co-operated by providing prompt explanations and applying effective corrective measures. It was particularly interested in ensuring that public servants having difficulties with their LKE results receive a fair hearing.

The Commission has implemented only 6 out of 18 recommendations this Office made in 1974 as a result of a special study. These six deal with a central candidate inventory, the linguistic composition of selection boards, the Career Assignment Programme and the Bureau of Staff Development and Training courses. However, the PSC also appears to have made further progress in respect to 10 other recommendations which were deemed, in 1975, to have been partly implemented. No action seems to have been taken on the remaining two. However, the Commission has failed to meet a number of deadlines.

The PSC's efforts to provide equal opportunities to both linguistic groups in the exercise of its staffing and training functions are slowly but steadily showing results. Following the 1974 recommendations, it has taken initial steps to obtain comparative data on the language skills of

job applicants in order to overcome—by means of an informative brochure—the alleged reluctance of Francophones to move to Ottawa-Hull, and to attract students with appropriate language skills to public service employment. Staff development courses more and more are being made available in French as well as in English, and a study of the correlation between language school tests and the Language Knowledge Examination has been completed. All of these measures will, one hopes, help to create a public service increasingly capable of meeting the requirements of the Official Languages Act.

Despite the PSC's generally positive attitude, it unfortunately remains true this year, as in previous years, that the Commission tends to substitute arguments concerning jurisdictional and procedural constraints for rapid and effective action. For example, the PSC seems to be more concerned with watering down its linguistic duties under the Public Service Employment Act than with developing a comprehensive plan for implementing and monitoring reform under the Official Languages Act. In addition, it tends to rely far too heavily on the initiative of language training graduates. They are expected to adapt course content to the real language requirements of their positions even if they need job-specific or highly specialized training.

Although the Public Service Commission has played a distinguished role in federal language reform, it has cast itself somewhat in the role of a weary warrior, due to its lack of vigorous action in implementing some of this Office's recommendations.

Maybe the Commission could revive its enthusiasm by fantasizing that its pasture is really a stud farm.

COMPLAINT

File No. 4357—Language of Service or Language of Work?

An English-speaking member of the public complained to the Commissioner about some bilingual forms she had received from the Public Service Commission that were completed, for the most part, in French only.

The investigation of this complaint revealed that the PSC had a curious misconception about the Official Languages Act. According to the Commission, in the kind of situation described, the employee should have the right to use the language of his choice in his work, irrespective of the language of the recipient.

The Commissioner disagreed. The choice of language, according to the provisions of the Official Languages Act, was that of the public, not

that of the federal institution. Consequently, the employee should have attempted to determine the official language of the recipient, and that language should have been used on the forms. Should it be impossible to determine which official language was appropriate (and such cases would probably be rare), the Commissioner was of the opinion that forms of this type should then be completed in both official languages.

The PSC in turn disagreed with the Commissioner's views. "If the example were a letter or a reply to earlier correspondence, I would agree with your contention but surely, in this instance at hand, this would be carrying the issue to the limits of absurdity. To attempt, in making up invoices and other forms of this type, to follow either of the approaches you outline would pose an intolerable waste and duplication on an already overburdened system.

There is little further one can add; perhaps we have to agree to disagree."

This last answer brought the Commissioner to the conclusion that he should clarify one crucial point: whenever a federal institution communicates with the public, it must do so in the official language of its correspondent's choice.

In his view, there was a clear distinction between the obligation imposed on the institution and the right of the employee to work in the official language of his (or her) choice. The one does not preclude the other, even though the individual public servant's rights do not go as far as refusing to serve the public, provided that he (or she) is capable of doing so.

Consequently, the Commissioner maintained that, as part of the institutional obligation, the employee who completed the forms should have attempted to determine the official language of the recipient.

The Commissioner therefore recommended that:

prior to sending correspondence, including forms, to members of the public, the Public Service Commission make every effort to determine the intended correspondent's preferred official language, and thereupon respect that preference in the ensuing correspondence; in those relatively rare instances in which such a preference cannot be determined, the PSC send such correspondence or forms in both official languages.

The Commissioner believed that the risk of duplication and waste would be minimal.

The Chairman of the PSC addressed a memorandum to all Directors General, asking them to ensure that all employees adhere closely to the directives contained in Treasury Board Circular No. 1975-112 entitled "Implementation Part II of the Official Languages Resolution", which says that "oral and written communications between public servants and

the general public . . . must be conducted in the official language of the public's choice . . ." In the same memo, the Chairman also drew to the Directors' attention the Commissioner's recommendation.

The Commissioner was satisfied with the measures taken by the PSC and closed the file.

PUBLIC WORKS

EVALUATION

No matter how one looks at it, the DPW's performance remains dismal. Regrettably, this year the road to linguistic reform at Public Works seems just as strewn with obstacles as it was in 1975.

Fifteen complaints dealing with such matters as signs, publications, directory boards and a deputy minister's memo in English on training courses were settled in 1976. In most cases, this Office received tortuous explanations after much wrenching and writing. Lately, co-operation from the Department's Official Languages Branch has been slightly tepid.

Three years after our special study, the Department has finally begun work on a proposal for an official languages programme modelled on the one adopted by the Canadian Air Transportation Administration in 1975. Unfortunately, this project has not yet progressed very far and much remains to be done before it sees the light of day. As the first step in a proposed major reorganization of official languages co-ordinating structures, official languages responsibilities (which we described last year as largely ineffective) have been handed over to the Executive and Management Committee. Other encouraging measures taken during 1976 are an increase in the number of French-language publications available through the departmental library and a draft proposal on "An Alternative Approach to the Development of French Language Skills for Public Service Employees." This proposal examines the advantages of creating "live situations" in which employees can use their newly-acquired second-language skills.

Despite these potentially positive measures, the Department's weaknesses far outweigh its strong points. It continues to be inordinately slow in drafting and implementing an official languages plan; it has provided little or no information to its employees in regard to their rights and responsibilities under the Act, and has been slow to co-operate in the handling of complaints received by this Office. Moreover, the Department's present practices regarding the choice of local media for advertisements are likely to deprive, rather than strengthen, minority French-

language communities in areas where daily newspapers are available in one official language only.

In short, the Government needs to lean on these guys.

ROYAL CANADIAN MOUNTED POLICE

EVALUATION

Although the RCMP was fairly co-operative and quickly found solutions to eight complaints settled in 1976, general progress towards implementing this Office's recommendations has been inordinately slow.

Of the 30 recommendations made in 1974, only five have been implemented; twenty are still only partly implemented and no action has been taken on recommendation no. 3 which concerns formulating a policy and making it known. The remaining one, aimed at language training for recruits, is no longer applicable because the "Bilingual Troop" has been disbanded.

However, a few encouraging developments have taken place. The Departmental Adviser on Bilingualism and the Director of Official Languages have visited field offices and held information sessions with employees. Language proficiency and aptitude tests are now administered to recruits willing to take language training to serve in bilingual positions. Plans are under way to establish an Audit Unit within the Official Languages Directorate to monitor the Act's implementation "and RCMP policy on bilingualism." This unit would also be "responsible for making recommendations and conducting follow-up as needed".

It is unfortunate that for some reason the RCMP's draft policy statement has remained on the Solicitor General's desk since 1975. Also, implementation of some important recommendations is at a near stand-still. Moreover, little or no additional action was reported in 1976 on the implementation programme, language training, training and development courses, translation services, the language of internal communications and of service to the public.

In sum, the Mounties may get their man, but have still not quite got the hang of "bilingualism".

SCIENCE AND TECHNOLOGY

EVALUATION

This is the first review of MOSST this Office has undertaken since making 33 recommendations in its 1975 special study. MOSST has

shown serious interest in these recommendations. All 33 have been partly implemented to varying degrees.

The Ministry created two study teams of specialists and managers to measure application of our recommendations. Moreover, it has formulated a general draft policy and supplemented it by putting out procedure statements for implementing all recommendations. These statements were generally sound and practical, although some contained a few weaknesses. For example, the Ministry has too often used such phrases as "subject to" and "reasonably frequently".

Also, the Ministry reported that it had already distributed to all its employees a copy of "Public service policy on bilingualism" and related directives. In addition, it has established an information service in the Personnel Operations Division to develop and issue clear and simple guidelines and instructions for putting into effect the Ministry's policy and procedures and, on demand, to provide advice to any Ministry employee encountering linguistic problems. This open and informative approach should pay excellent dividends in co-operation among employees. The Government should insist that all departments and agencies follow the MOSST example.

SECRETARY OF STATE

EVALUATION

In 1976, this Office settled 26 public complaints against the Department of the Secretary of State. These concerned such things as unilingual English receptionist service, the poor quality of French texts, absence of service in French, a welcome speech in English only at a citizenship ceremony, an English note sent to a Francophone, lack of sub-titles in French at an International Film Festival and delay in the preparation of the French version of a publication. In two instances the Commissioner needed to make recommendations. The Department found satisfactory solutions in the remaining cases, except in the matter of the International Film Festival where the main party involved was a private enterprise.

The Department's co-operation was generally encouraging, but a little laggard.

ST. LAWRENCE SEAWAY AUTHORITY

EVALUATION

The Authority has implemented 16 of the 37 recommendations the Commissioner made in 1975. These dealt with such matters as forms for

external use, publications, signs, translation, hiring and selection boards, language training and professional development or technical courses. In addition, the Authority has significantly increased its bilingual capacity in certain areas, such as Engineering Services, which at the time of the study were found to be particularly deficient.

Despite such visible progress, the Authority has adopted largely a "pick-and-choose" method in its efforts to comply with the Office's recommendations. For example, it has consistently refused to develop a comprehensive official languages policy and implementation plan or to develop a much-needed information programme for employees. Without such measures, its approach will remain, as it is now, largely ad hoc and piecemeal and not entirely conducive to bringing about rapid and concrete reform.

STATISTICS CANADA

EVALUATION

Statistics Canada co-operated very well in settling 29 complaints in 1976. The Agency responded with speed and showed a great deal of initiative in finding solutions to problems. Complaints concerned such matters as memoranda in English only, absence of service in French in some sectors, poor quality of French in texts, census forms in English only, signs and notices in English only, and a unilingual English-speaking incumbent in a bilingual position.

Although it is evident that the Agency settled each case with care and judgement, the number of complaints dealing with the 1976 census reveals that it cannot as yet fully comply with the Official Languages Act. And that, after this Office's 13 recommendations made in 1972 relating to the 1976 census, is discouraging.

SUPPLY AND SERVICES

EVALUATION

The Department gave excellent co-operation in settling 30 complaints during 1976. These included such matters as absence of telephone service in French at the Central Travel Service, an English form letter sent to a Francophone, a unilingual French letter forwarded to an Anglophone, job descriptions in English only and a selection board made up only of unilingual English members interviewing Francophones. In

most instances, the Department found quick, satisfactory solutions. In addition, the Department's dynamic Bilingual Programmes Office has completed information sessions for employees across the country and has found these sessions very encouraging. Also, its Hot Line Service seems to be an innovative way of making employees aware of the linguistic assistance it can offer. This is a handy, air-clearing device which shows a common sense, imagination and initiative which other departments should imitate.

COMPLAINT

File No. 3754—Lack of French-language Training Courses in Programming

The complainant, a unilingual French-speaking employee of the Department, claimed that although the position he occupied was identified as optional English or French, a knowledge of English was really essential since all memoranda and work instruments were in English only.

Secondly, as part of a competition for the selection of computer programming trainees for which proficiency in the English language was essential, the complainant had written a test and had been interviewed, both in French, and had been successful. However, the programming course that resulted was given in English only and the complainant, knowing almost no English, was obliged to drop out. He believed that the lack of this course would hurt his chances for advancement and considered this unjust.

The Department agreed that there was a heavy English language content among the memoranda and work instruments in the complainant's present work area. Considerable progress was anticipated in the immediate future towards making more of the material bilingual. However, the Department stood by the language requirements' identification of the complainant's position as either/or, and asked line managers to review the present work-flow arrangement in order to maximize the French language content of the work assigned to him.

Regarding the promotional competition, for which the complainant had applied, the Department repeated that the competition poster had clearly specified that proficiency in English was essential. Through an oversight in the selection process, the complainant's lack of proficiency in English was discovered only after he was advised of having been adjudged a successful candidate. The complainant attended the opening day of the scheduled English five-week course but was obliged to drop out because of his limited abilities in English.

The Commissioner asked the Department what it intended to do about the lack of French-language training courses in the field of programming. He also asked to receive a precise time-frame in regard to the building of such courses, to be informed of the results of corrective measures taken in the work instrument area and to learn the percentage of work instruments now available in both official languages. He further urged the Department to do everything in its power to seek out an already available programming course in French for the complainant and to allow him to take it during working hours, as was the case for English-speaking employees. The Commissioner stressed that the complainant should not be made to suffer because of his lack of fluency in English.

The Department noted that there were difficulties in conducting programming courses in French because of the lack of a complete vocabulary or an adequate supply of manuals and training aids with which to build courses in French, but the Treasury Board Secretariat was studying the problem. The Department also mentioned that its experience had shown that many French-speaking employees preferred to take these courses in English. The Commissioner suggested that they did not have much choice as the French-language version simply did not exist.

The Department described its phased plan to bilingualize its work instruments.

Later the Department decided that since the need for programmer-trainees no longer existed, it would not hold further courses of that type, in either language. However, the complainant was welcome to avail himself of the standard arrangements for reimbursement of fees for any programming course taken in French, outside the Public Service, with the approval of his supervisor.

After further discussions with the Commissioner, the Department transferred the complainant to a bilingual position and arrangements were made to enroll him on continuous English language training. Thus, by providing the complainant with the opportunity to become bilingual, his career expectations would be greatly enhanced.

TRANSPORT

EVALUATION

In 1976, the Ministry instituted a number of improvements for dealing with complaints. Generally speaking, it acted with speed and efficiency to settle complaints satisfactorily; of the 38 received in 1976, 19 were settled by the end of the year, as were a further 16 left over from

previous years. Complaints followed no particular pattern but were spread through such diverse subjects as publications, the absence of bilingual service from airport concessionaires, and matters relating to language of work. While these weaknesses still give cause for concern seven years after the Official Languages Act came into force, the overall improvements in the Ministry's bilingualism programme indicate that honest efforts and effective progress are being made.

Over the past year, the Canadian Air Transportation Administration (CATA) has continued to make systematic progress in implementing recommendations resulting from this Office's 1974 special study. Follow-up data reveals that of the 82 recommendations made, 23 are now fully implemented, 57 (including seven relating to civil aviation matters discussed below) are partly implemented, and two others, concerning advertising agencies and the provision of meteorological information services, have still to be acted upon.

In January 1976, after establishing its 56 national policies for the system-wide implementation of the Official Languages Act, CATA undertook an extensive review and revision of the levels of service developed for its national policies dealing with the travelling public at Canadian airports. In general terms, this review led to the decision that bilingual services would be available to the public on an immediate face-to-face basis in the case of information booths and public address systems at international airports, and that other domestic airports would have at least a "standby capability" which would enable them to provide services in 10 minutes or less in either official language.

CATA was also active in firmly insisting that its airport concessionaires, e.g. airline and car rental companies, restaurants and boutiques, also provide bilingual services to the public. With a view to explaining these obligations, CATA convened several National Working Committee meetings with government departments, airlines and major concessionaires in order to develop a common approach to the nuts-and-bolts question of providing such services, as well as to appraise ways and means of increasing present bilingual capability. One sour note was struck however when the Ministry adopted the principle that advertisers' signs on airport premises under Ministry control need not be in both official languages for the travelling public if the advertiser does not consider it profitable to make them so. Profitability or unprofitability is not recognized by the Official Languages Act as grounds for exemption from the obligation to serve the public equally in both official languages. Either the advertiser or the Ministry must do what is necessary to meet the Act's requirements.

In 1976, the Ministry published a useful lexicon of terms used in civil aviation and is at present preparing a brochure, for publication in

March 1977, designed to inform employees of their obligations and rights under the Official Languages Act.

In sum, CATA has continued to pour much time, thought and effort into establishing a solid programme whereby the public and employees can benefit from a regime which functions in two languages, not one. Much of the organizational and staffing base upon which this programme is built is now operational rather than theoretical, and it is more than a pious hope that some of the final goals of the programme will be achieved in 1977.

BILINGUAL AIR TRAFFIC CONTROL IN QUEBEC

Few readers of this report will have difficulty recalling that the bilingual air traffic control controversy continued to wend its tortuous way through 1976 and into 1977. As we go to press, there are some indications that at least partial solutions are being found to this complex technical problem which, over the past several years, has been clouded by the aspirations, traditions, emotions and, one strongly suspects, the temptations of demagoguery of various parties to the dispute—not to mention by a less than adroit handling of the issue by the Ministry of Transport.

In December 1975, the Minister of Transport announced the government's timetable for the progressive introduction of bilingual air traffic control in Quebec. According to this phased plan, VFR¹ operations would continue to be expanded at all Quebec airports except for Mirabel and Dorval, where they would be introduced only after suitable procedures for IFR and VFR operations had been developed through experiments conducted with the Ministry's air traffic control electronic simulator in Hull.

This commitment by the Ministry received a favourable response from the Quebec aviation group, l'Association des Gens de l'Air du Québec (AGAQ), who argued that bilingual air traffic control enhanced safety. But the commitment was forcefully criticized by the Canadian Air Line Pilots Association (CALPA) and the Canadian Air Traffic Controllers Association (CATCA), both of whom maintained that the introduction of a second language in air traffic control would result in safety being diminished. These differing views were expressed by speakers at a symposium held in Ottawa on March 2 and 3, 1976, at which the Commissioner was invited to speak. In appealing for a "climate of serenity", he stated:

The challenge now, as I see it, is to find a realistic procedure allowing us, if only briefly, to take the politics out of an issue that, in the final analysis, is

¹ VFR means Visual Flight Rules; IFR means Instrument Flight Rules.

technical in nature and must be settled on technical grounds. At bottom, all the interested parties, be they anglophones or francophones, controllers, pilots or departmental specialists, state that their attitudes on language use are based solely on concern for air safety. I believe that Canadians expect all these professionals to explain the soundness of their respective positions through objective arguments.

Despite this plea, however, CATCA and CALPA members, voting independently in April, gave their respective association executives a mandate to take strike action unless the Ministry of Transport changed its policy on the matter.

The strike threat was temporarily averted early in May through the appointment of a one-man Commission of Inquiry into the safety, costs and resources aspects of aeronautical bilingualism. However, in the face of CATCA's dissatisfaction with the Commission's terms of reference, which were later broadened, and AGAQ's opposition to the choice of Mr. John Keenan as Commissioner, the latter resigned on June 7. CATCA then renewed its call for a strike, to commence on June 20, but on June 19 the federal government applied for and was granted an injunction preventing the strike from taking place. A few hours later, CALPA pilots went on strike and, despite another injunction ordering them back to work on June 21, commercial air traffic in Canada was virtually paralyzed for the next week or so.

As a result of intense negotiations between the government, CALPA and CATCA, the Commission was revived and transformed into a three-man Commission. In a Memorandum of Understanding signed on June 28 between MOT, CALPA and CATCA, a number of major modifications and conditions were attached to the Commission's terms of reference and to related activities. The most important of these were as follows:

- a) that the Commissioners shall append to their reports any statement on the aspects of the inquiry reported upon, received from CATCA or CALPA within a specified time designated by the Commission;
- b) that the Commissioners shall not in any of their reports indicate that safety has been demonstrated unless they can justify beyond a reasonable doubt why any contrary view expressed by CATCA or CALPA should not prevail;
- c) that a prerequisite to the expansion or introduction of any bilingual air traffic service be a unanimous report of the Commission declaring the proposed expansion or introduction to be consistent with the maintenance of current safety standards in Canadian air operations;
- d) that Transport Canada will submit before July 1 a recommendation to the Privy Council which the Government will process expeditiously and publish in the Canada Gazette at the earliest possible date as an air navigation order with regard to the use of language in the air, and Transport Canada undertakes to pursue the enforcement thereof;

e) that, following the tabling of the final report of the Commission in Parliament, the Government will present a resolution to the House of Commons seeking concurrence therein in a free vote.

These extraordinary terms, which settled an "illegal" strike only two weeks before the opening of the Olympic Games, were almost universally condemned in French Canada. Even a significant number of English-speaking Canadians perceived the settlement as grossly one-sided, favouring CALPA and CATCA to the detriment of AGAQ; some commentators, in less temperate language, described the agreement as "blackmail". The Commissioner, who on May 19 had referred to the threatened strike as "needless provocation" and had encouraged the professionals to "replace confrontation with consensus", now again appealed publicly to the leaders of CALPA and CATCA to assure Canadians that they would accept whatever conclusions the Commission arrived at; furthermore, he expressed the view that AGAQ should receive the same guarantees as CATCA and CALPA as to the impartiality of the Commission's terms of reference; finally, he called upon the leaders of the three associations to meet with a view to building the climate of mutual trust so vital to the Commission's success.

In the weeks and months that followed, it became clear that the terms of the settlement of the June strike had achieved little more than get the pilots and controllers back to work. Not only were there political repercussions, such as the protest resignation from Cabinet of the Honourable Jean Marchand, but also serious difficulties for the Ministry of Transport and the Commission of Inquiry in the form of AGAQ's refusal to participate in the simulator tests designed to examine ways of introducing bilingual IFR air traffic control in the major airports of Quebec. In a letter dated September 27, 1976, addressed to the Honourable Marc Lalonde, AGAQ set out 16 conditions which, if met, would result in their participation in the simulator tests.

In a reply dated November 2, 1976, the Minister of Transport agreed to many of the conditions laid down by AGAQ, but the reply was not to AGAQ's entire satisfaction. The most significant stumbling block in achieving agreement between the two parties lay in MOT's refusal to implement bilingual air traffic control at St. Hubert Airport before the matter had been studied and reported upon by the Commission of Inquiry. Despite the fact that the Ministry's own study was favorable to bilingual air-ground communications at this airport, the June 28 agreement specified that no expansion of MOT's bilingualism programme should take place until the conditions of the Memorandum of Understanding (quoted in part above) had been fulfilled. The stalemate thus persisted.

The past year was also marked by a number of court actions related directly or indirectly to the use of French in air traffic control and in the

aviation industry at large. French-speaking pilots won the case before Mr. Justice Jules Deschênes in the Quebec Superior Court in which Air Canada's directive prohibiting the use of French on aircraft flight decks was declared contrary to the provisions of the Official Languages Act. In another case, AGAQ was unsuccessful in its attempt, before the Federal Court of Canada, to have the MOT Air Navigation Order of August 30, 1976, declared illegal. (This order prohibited the use of French in air-ground communications with all but six Quebec ground stations.) The decision, by Mr. Justice Louis Marceau, is at present being appealed. Two other court actions related to contempt of court charges were brought against CALPA and CATCA after their strike actions last June. The charges against CATCA were dismissed by the Federal Court of Canada; CALPA was found guilty of contempt and, as of early March, is appealing the decision. Finally, Air Canada is currently the subject of a lawsuit brought by representatives of its Dorval maintenance base technicians over the question of alleged language discrimination in the work sphere. (Readers are referred to the Air Canada section of this report which lists 146 recommendations on language of work, twenty of them relating directly to the maintenance base.)

In January 1977, the Commission of Inquiry began hearings in Montreal into one element of its mandate, that concerning the introduction of bilingual VFR flight operations at Mirabel, Dorval and St. Hubert airports and in the Montreal Terminal Radar Service Area.

In another development, the Ministry of Transport succeeded in persuading some 40 bilingual air controllers to participate in the early stages of the simulator tests in Hull. However, as we go to press, AGAQ remained opposed to its members taking part in the tests.

Throughout 1976 and the early months of 1977, the Commissioner and his colleagues were working informally with all interested parties to find new ways of associating them all with the work of the simulator group and the Commission. These current efforts to move the debate out of the political forum and into an arena where the different sides could discuss the technical problems in a sane and more enlightened manner offer a fragile hope that satisfactory partial solutions will be found to this issue in the coming months. The Commissioner and his colleagues are preparing a detailed special report describing the responsibilities of each party to the dispute and outlining possible new ways of settling it. Should the present difficulties continue to impede progress toward a sound technical solution respecting the language rights of both English- and French-speaking professionals, and if the report's conclusions seem useful, the report may be tabled in Parliament sometime during the spring or summer of 1977.

TREASURY BOARD

EVALUATION

During 1976 the Board took several promising steps toward language reform. It did so through consultations between its Official Languages Branch and its other branches on such matters as work instruments, conferences and professional development and, in general, surveillance of all cost submissions related directly or indirectly to the Official Languages Act's implementation. These consultations have resulted in new guidelines on federal services abroad and in expansion of the Board's information efforts, as well as in further progress toward completing the Federal Identity Programme manual. Finally, the Board has taken the first step toward monitoring implementation of this Office's recommendations to federal departments and agencies. It should be pointed out, however, that it intends to follow through on those recommendations only insofar as they touch on matters of general policy and agree with the Board's own objectives and policies.

The ten complaints settled in 1976 cited such problems as absence of telephone service in French, the poor quality of French in a letter and a (zounds!) French-speaking officer writing a letter in English to another French-speaking public servant. In general the Board settled these complaints satisfactorily; in one case, however, the settlement took a little more than two years.

It should be noted that the Royal Commission on Bilingualism and Biculturalism, reporting on the Treasury Board in 1969, said, "virtually all written work was in English." (Book III, The Work World, p. 152). In 1976, according to the Board's Official Languages Branch's estimate, French is used within that Branch extensively and without constraints in meetings, in written material, and between managers and staff. This development, as well as increased participation of Francophones in most Board Branches, represents an encouraging opening-up of this traditional English bastion.

The Board has taken a number of steps regarding designation of positions, second-language training and professional training; but these measures still appear somewhat piecemeal and disjointed. Its proposed procedures for following up on our recommendations to federal departments and agencies, if not kept simple, fast and supple, could conceivably lead to a lot of paper work and relatively few concrete results.

Should the government decide to follow through on its desire to place the responsibility for linguistic reform more squarely on departmental shoulders, the success of such delegation will depend in large measure on whether the Board can provide, with some timeliness, a set

of integrated and comprehensive policies and guidelines "covering all elements of service to the public and employees' language-of-work rights" as well as departmental accountability.

In Chapter I, we suggest the Government create a "Ministry of Language Equality" closely linked to the Privy Council Office. For such a new body, to be charged with all central policy-making and monitoring for language reform, the experience and dedication of many of the Treasury Board's language administrators would provide solid groundwork.

UNEMPLOYMENT INSURANCE COMMISSION

EVALUATION

Although the Commission remains the target of somewhat regular complaints of a similar nature, it has certainly made some progress since our 1975 report.

The Commission co-operated very well in finding effective solutions to 24 complaints during the period under review. Some of the problems were: English correspondence addressed to a Francophone, employees unable to obtain supplementary leave to follow a course, absence of service in French, and a questionnaire and letter written in English only. In certain instances, the cases took a little too long to resolve but lately, settlements seem to be taking place quickly.

Of the 15 recommendations this Office made in 1973, 10 (1975 showed 7) can be considered as fully put into effect. These focus on the identification of positions, staff information, translation, the public's language preference, signs, notices and publications, consultation with unions, publicity, public information and co-ordination. Of the five remaining (partly-implemented) recommendations, two deal with the rather easy-to-settle matters of correspondence and telephone service and should have been put fully to effect by now—especially since UIC has shown so much ingenuity in solving other linguistic problems. The other three outstanding recommendations concern bilingual arbitration boards, an implementation plan and the automatic availability of bilingual service. These could be cleared up through vigorous efforts.

The Commission has created a post to develop an information programme for employees. Also, it has instituted special language and professional development courses in Belleville for employees who have successfully completed language courses. Finally, the Commission has taken steps to install a telephone system (centrex) linking the Pacific

regional office in Vancouver and its district offices in Richmond, Vancouver North, Howe Sound, Burnaby, Vancouver South, Coquitlam and New Westminster.

There remain, however, a few problems in regard to offering services in both official languages. In particular, the quality of French in written communications bears watching, and telephone and receptionist services need further improvement and monitoring.

COMPLAINTS

File No. 3585—Lack of Services in French and Refusal to Provide Benefits to Unilinguals

Two French-speaking women reported to the Commissioner that they were unable to obtain services in French at the Dartmouth, Nova Scotia, office of the Unemployment Insurance Commission (UIC). In addition, they would not be able to receive benefits while taking English courses, on the basis that they were not "available" for work, although they required a knowledge of English in order to find work.

While investigating the first part of the complaint, the Commissioner asked the UIC to explain how a person could be available for work when he or she had first to spend time learning the basics of a language which was essential to finding work.

The UIC's reply was that availability for work was one of the factors which determined a claimant's eligibility for benefits. The fact that a person was unilingual was not in itself a restriction, but if a unilingual person insisted on finding employment in the one language which he or she spoke, in a region in which the possibilities for such employment were non-existent, that person could not be considered as having met the criteria of availability for work.

The Unemployment Insurance Act and Regulations contained provisions for the payment of benefits to persons who must take training courses in order to find employment. Since the provisions of this Act did not specify the type of training, language training was not excluded. The courses must, however, be recognized by the Commission, which had not been the case with the English courses taken by the complainants. They were therefore considered ineligible for benefits.

Following these complaints and because of the more extensive problems to which they gave rise, the UIC, after examining the situation, informed the Commissioner that it would revise its policy and modify the criteria for eligibility for benefits with regard to individuals who must

learn an additional language to obtain employment. According to these new criteria, a person who wishes to take a language course with an agency other than one of those recognized by the Commission will be entitled to benefits if a favourable recommendation is obtained from the manpower counsellor and if it is demonstrated that the language course will make it easier for the person to find employment. Eligibility for benefits is, however, restricted to claimants having a valid reason for moving to a region in which the language of work is the other official language: "While moving to follow a spouse or family is justified, a move to another part of Canada for the purpose of learning the other official language would not be considered as such" (revised directives, October 18, 1976). The UIC sent a copy of these new directives to the Commissioner.

By adopting this measure, the Commission has introduced a useful reform which is fully consistent with an enlightened application of the spirit of the Official Languages Act.

File No. 4535—Lack of Service in French

A French-speaking person found that a Vancouver office of the Unemployment Insurance Commission (UIC) refused to provide telephone service to her in French. She was advised to go to the office where one employee tried to coax her to use the little English that she knew. The complainant then had to wait an hour and a half to be served in French. She also added that she received all correspondence in English.

The complainant suggested that the names and telephone numbers of the two bilingual officers be displayed in this office and that they be published in *Le Soleil de Colombie*.

At the end of the investigation, after informing the Commissioner that the office in question had three bilingual staff members and that another bilingual position was in the process of being staffed, the UIC took the following steps to improve the situation:

- 1) Unilingual English employees received instructions to refer requests for service in French to a bilingual employee.
- 2) The director general of the Pacific region asked that the names and telephone numbers of bilingual employees be posted in each Vancouver district office and that each information officer have a copy of these numbers.
- 3) The Pacific region has had a new Centrex telephone system installed, which will link the regional office and the five Vancouver district offices. If there are no bilingual staff members in one of the district offices, it will

be possible to transfer calls from French-speaking claimants immediately to another office capable of serving the claimant in his own language.

4) Finally, the UIC had the telephone number for contacting bilingual employees published in *Le Soleil de Colombie*. This telephone number will also be published in the regional telephone directory when it next appears, in July 1977.

These concrete steps should enable the UIC to inform the people of the region that its services are automatically offered in both official languages.

URBAN AFFAIRS

EVALUATION

In general, the Ministry co-operated very well in settling eight complaints lodged against it in 1976.

The "Habitat 76" conference gave rise to a number of complaint. These touched on the poor quality of French on posters and signs, failures to provide a French version of most working documents at the conference, the absence of a bilingual information officer at the conference, and a list of participating countries prepared in English only. The remaining complaints cited three problems: the absence of a French equivalent of Harbourfront News, a general meeting held by the Ministry conducted exclusively in English, and the requirement that employees translate French documents into English for the Ministry's Secretary. The Commissioner had to make only one recommendation and the Ministry agreed to put it into effect.

b) Departments and Agencies "Not Evaluated"

CANADA LABOUR RELATIONS BOARD

SPECIAL STUDY

A special study was carried out during 1976 to examine the status of English and French as languages of service and of internal communications at the Canada Labour Relations Board. It revealed that the CLR, since its inception as an independent body in 1973, had shown determination in its efforts to achieve institutional bilingualism. In June 1976, 48% of its staff declared that French was their first official language; this percentage of French-speaking employees was far higher than that for

the federal public service as a whole. This enabled the CLRB to avoid many of the problems related to serving the public in both official languages; unfortunately, the CLRB was less successful in bringing about a more balanced use of French and English as languages of internal communications.

Potential problem areas isolated by the study team were:

- 1) at its hearings, the CLRB was not always offering its services automatically in both official languages;
- 2) in its internal operations, the CLRB was not deriving full benefit from its Francophone employees by not encouraging them to work in French. Most of them worked in English, a situation which benefited neither Francophones nor Anglophones who had received French language training;
- 3) the CLRB did not appear to make proper use of translation services, therefore failing to derive all the benefits accrued from this important instrument of linguistic reform.

The potential problems stem more from a lack of definite and clearly-formulated policy than from unwillingness on the part of the staff.

In view of the above and in order to help the CLRB comply more fully with the Official Languages Act, the Commissioner recommended that the Board:

GENERAL POLICY ON OFFICIAL LANGUAGES AND ITS IMPLEMENTATION

Policy Statement on Official Languages

- (1) (a) prepare, by December 31, 1977, a new policy statement on the official languages, taking into account all the requirements of the Official Languages Act with respect to language of service and language of work;
- (b) complement this statement with concrete directives which are adapted to the conditions and particular requirements of the various branches and regions and which include practical ways and means of complying with the Act; include these directives in the manual on procedures and methods, when it is published;
- (2) develop and carry out an implementation programme or plan aimed at ensuring compliance with the requirements of the Act, indicating target dates and designating, for each stage or activity, those persons responsible for its implementation;
- (3) use, not necessarily exclusively, the findings, suggestions, and recommendations of this study for drawing up its policy statement on official languages, and incorporate them into its implementation programme or plan, whenever appropriate;

Staff Information Programme

(4) (a) distribute its policy statement on official languages in bilingual format to every member of its staff;

(b) adapt and develop further its staff information activity on official languages in order to take into account its policy statement and specify ways and means of putting it into effect, noting that the Commissioner and his staff are always prepared to take part in information meetings which may foster greater understanding of the Official Languages Act and may help in its implementation;

Organization, Supervision and Monitoring

(5) (a) designate a staff member at senior management level whose duty it would be to coordinate all activities related to the official languages, so that the Chairman can be informed at all times of developments in the matter;

(b) examine the responsibilities of the staff to whom duties have been assigned related to the official languages and, where necessary, redefine them so as to ensure that existing structures allow them to fulfil their role in all areas, with senior management's support, thus encouraging compliance with all the requirements of the Official Languages Act and of the programmes stemming from it;

(6) (a) carefully supervise and monitor the implementation of the Official Languages Act in all sections of headquarters and offices in the regions both with respect to language of service and language of work, so as to ensure that all units continually fulfil their obligations;

(b) regularly evaluate all activities related to the official languages and take prompt corrective action when necessary;

IDENTIFICATION OF POSITIONS AND LINGUISTIC PROFILE OF PERSONNEL

(7) update, review and distribute to those concerned, on a regular and systematic basis, data on the identification and designation of positions and the linguistic capability of personnel in order to determine the extent to which this capability corresponds to the language requirements for service to the public and for internal communications; and, in so doing, pay special attention to the impact of staff attrition and rotation as well as to the distribution of language skills according to managerial and supervisory responsibilities and employment categories;

(8) take whatever interim administrative measures are necessary to meet the requirements of the Official Languages Act with respect to those bilingual positions whose incumbents are unilingual or those bilingual positions which are vacant, so that services to the public and to staff members can be provided in both official languages;

(9) identify, in those areas where it is possible such as Ottawa and the province of Quebec, those positions where work could be done in French only, in the same fashion as the identification of English essential positions was done, so that the equality of status for both languages is respected;

TRAINING AND DEVELOPMENT

Language Training

(10) ensure that the benefit from investment in language training is maximized by:

(a) actively encouraging personnel to develop their newly-acquired language skills and to use French whenever possible rather than only when necessary, until such time as it achieves equal status with English for language of service and language of work;

(b) supplementing the above, where necessary, with job-related second language training courses and material adapted to specific professional requirements;

(c) encouraging employees who have acquired an adequate base in their second official language to take some of their professional courses in that language;

(d) providing, on a voluntary basis, administrative- and specialized-writing assistance to those employees who, as a result of working in more or less unilingual environments, are no longer confident of their ability to write in their own language;

(e) whenever feasible, transferring employees returning from language training, at least on a temporary basis, to units within the organization or to similar bodies at the federal or provincial levels of government where they can enjoy the opportunity of perfecting their newly-acquired skills;

(f) actively encouraging the bilingual French-speaking staff members to use their first official language regularly, reserving English for communicating with the English-speaking public served by the Board and those English-speaking employees under their supervision;

(g) seriously considering establishing a service which, in collaboration with the Translation Bureau, would prepare specialized Labour Relations glossaries that would standardize specialized terms in both languages while taking into consideration regional variances (if any);

(11) regularly inform the personnel of all opportunities involving language courses that may be taken outside regular working hours (Treasury Board Circular 1974-91, March 29, 1974) and keep them up-to-date concerning all the courses given by the Public Service Commission or within its own services;

Other Training and Development Courses

(12) (a) ensure that whenever the Board informs its staff about courses available outside, it henceforth provides information on courses given in French as well as on those given in English;

(b) henceforth offer future training and development in-house courses in French as well as in English promptly enough to enable those interested to take part in such courses in the language of their choice, as well as guarantee real equality of access to development or training courses in either language by taking the necessary steps so that if training or retraining courses are given in only one official language, those employees who wish to take their training in the other language may still benefit from the training offered in that language;

Recruitment

(13) provide definite guidelines ensuring that, at all steps in the recruiting process, its obligations under the Official Languages Act are met in full and, in particular, that all members of selection boards are able to communicate with any candidate in the official language of his or her choice;

Manpower Planning and Operational Review

(14) integrate its methods and programmes for increasing and utilizing the language capability of personnel into its future overall planning and utilisation of its manpower resources and, in particular, of its specialized resources, and include considerations related to both the languages of service and the languages of internal communication in its operational, management and policy review studies;

LANGUAGE OF SERVICE

General Rule

(15) take the necessary measures without delay so that it can offer its services to its various publics in both official languages actively and automatically and not just when specifically requested to do so; this should apply to all units which would have dealings with both language communities, whether on a regular or irregular basis;

Telephone and Reception

(16) ensure that headquarters and offices in the regions which serve both official language groups adhere strictly to the following principles concerning the procedure for answering telephone calls and receiving the public:

(a) continue to ensure that bilingual receptionists answer all telephone calls and greet the public in both official languages;

(b) ensure that unilingual receptionists and employees answering the telephone can at least identify their units in both official languages and transfer the call, using a simple, courteous phrase in the caller's language¹, to an employee who can provide service promptly and fully in the appropriate official language;

(c) continue to provide an equally appropriate reply in both languages to any and all requests for information, and check that this service is of equal quality in both;

Hearings

(17) take henceforth all necessary measures to give both language groups equal opportunity to be heard and understood in their respective languages:

(a) by ensuring that all notices of hearings indicate that:

(i) all documentation and exhibits may be submitted in either French or English;

(ii) all evidence, oral and written, may be presented in either French or English;

(iii) all witnesses may testify in either French or English;

(iv) all interventions may be made in either French or English;

¹ Such as "Un instant, s'il vous plaît" or "One moment, please".

(v) all proceedings may be conducted in French, English, or both official languages;

(b) by providing two-way (English-French, French-English) simultaneous translation for the proceedings of all hearings throughout the country, unless the Board is entirely convinced this service will not be needed, so as to:

(i) avoid errors in trying to predict or determine the possible linguistic composition of its public attending hearings;

(ii) respond to all demand that may arise for such services from its publics, the interveners and the parties to the proceedings, thus avoiding complaints;

(iii) accord equal status to both official languages;

Correspondence

(18) (a) ensure that the policy of answering mail in the language of the addressee continues to be observed; that all efforts are made to encourage employees with the necessary competence to originate correspondence in the official language used by its various clients to avoid delays inconsistent with equality of service, and that texts are of equal quality in both languages through the services, in each language, of persons specialized in quality control;

(b) ensure that the units or persons responsible for monitoring incoming and outgoing correspondence have sufficient knowledge of both languages to understand correspondence received and reply to it promptly, avoiding as much as possible recourse to translation;

Signs and Other Visual Indicators

(19) ensure that all signs, notices, building directories and other visual indicators or written directions, in headquarters and in the regions, continue to be bilingual and respect the equality of status of the two official languages;

Standard Letters, Forms and Other Items

(20) (a) ensure that all of its forms (regular forms, form letters and in-house forms) continue to be available in bilingual format, preferably back-to-back or in tumble form, whether they are intended for the public or for employees, and monitor the quality of the languages on forms which are already bilingual and of those which will be produced in the future;

(b) continue to ensure that all its forms which are or will be made available separately in French and English, such as the notices of hearing, appear simultaneously in both official languages, and with a note in the other language to the effect that the form is available in the other language;

(c) continue to ensure that its staff calling cards are bilingual and of equal quality in both languages and that its office stamps have equivalent wording in both languages and use the international dating system where applicable; monitor the quality of language used on those above items as well as precedence in one or the other language;

Information Services

(21) (a) continue issuing publications in bilingual format ensuring equal status as to precedence and monitoring the quality of both languages;

(b) ensure that henceforth its choice of public communications media to which it distributes material really enables the Board to convey its information to the country's two official language groups; this necessitates, among other things, taking whatever steps are required to reach weekly papers in provinces or areas where dailies are published in only one of the official languages;

LANGUAGE OF INTERNAL COMMUNICATIONS

Use of the Two Official Languages within the Board

(22) continue its efforts to achieve institutional bilingualism throughout headquarters at the earliest possible date by providing all units with staff able to handle verbal and written internal communications in both official languages so that communication within units, between units and with offices in the regions can be carried out in both official languages;

(23) develop without delay (in view of the present imbalance between the use of the two official languages in planning and carrying out the Board's responsibilities, and in internal communication) a programme that will foster the use of French and make it easier for employees who choose to do so to use that language, thereby ensuring that the use of the two official languages reflects their equal status:

(a) by conforming with a policy statement on the official languages requiring that, as a general rule, employees should be able to work in the official language of their choice;

(b) by establishing administrative structures such as *groups* which would work primarily in French, and by making sure that all personnel who communicate with the above mentioned groups have a sufficient command of French to avoid preventing the members of such groups from using that language;

(c) by taking the necessary administrative measures to increase the number of unilingual French employees;

(d) by taking concrete measures to make it possible to use French in meetings, seminars and conferences and in communications with the Quebec region;

(e) by encouraging Francophones and their English-speaking bilingual colleagues, in all possible ways, to extend the functional use of French in oral and written internal communications, especially during professional meetings, in the drafting of reports and in the accomplishment of tasks related to information programmes;

Work Instruments

(24) continue to ensure that all internal forms, bulletins, memoranda, directives, guidelines, etc., are bilingual; ensure that henceforth all such documents appear in both official languages simultaneously in such a way that precedence is not given always to the same official language, and continue the policy whereby any new manual or amendment to a manual is published simultaneously in both official languages;

(25) ensure that both official languages are equally respected in terms of spelling, syntax and terminology by monitoring the quality of both official languages used in all internal written documents;

Auxiliary Services

(26) ensure that, where such is not already the case, all services to personnel (classification, finance and others) are equally available at all times in both official languages to employees of both language groups;

(27) ensure that all job descriptions are available in both official languages by March 31, 1977, and arrange to have all future job descriptions available simultaneously in French and English;

(28) continue to supply French-language material in the library on the same range of subjects as English-language material, thus enabling staff members to carry out their duties in French as well as in English by:

(a) keeping abreast of current bibliographical material in both official languages and by circulating information on the subject to staff members;

(b) maintaining regular contact with publishers, suppliers and libraries which can provide advice and assistance;

(c) asking members of the staff to recommend works in French;

Translation

(29) take immediately all administrative measures required within the Board to improve the translation process;

(30) take the necessary concrete steps towards fast and efficient review of translated texts for quality control prior to their distribution, so as to ensure that all such documents appear in both official languages simultaneously and without undue delay, and that they are of equal quality in both of the official languages;

CONSULTATION

(31) maintain liaison and consultation with its employees' unions and staff associations in those cases where implementation of the preceding recommendations so requires;

JOB SECURITY AND PROMOTION

(32) ensure that, in implementing the recommendations listed in this report, the job security or career opportunities of its personnel are not jeopardized;

HANDLING OF COMPLAINTS

(33) deal with complaints taken up with the Board by the Commissioner of Official Languages in his role as ombudsman and take corrective action in the shortest possible time, and this notwithstanding any action taken by the CLRB with respect to the recommendations contained in this report, or for any other purpose, and regardless of any target dates specified in these recommendations.

It seems appropriate, because of the obvious efforts made by the Canada Labour Relations Board, and particularly by its executive, to comply with the Official Languages Act, to publish the complete text of a letter from the Chairman of the Board, dated February 8, 1977. This letter was in reply to the report on the special study of this federal

institution and to the recommendations arising from the study. The Chairman points out certain fundamental problems which he sees as obstacles that the Board cannot overcome on its own.

[TRANSLATION]

Dear Mr. Spicer:

Thank you for your letter of January 10. I have read the report which came with it and I am pleased to see that your Office's Special Studies Service encountered a "lively interest in questions related to the official languages", at the Board.

We greatly appreciated the interest in the Board's problems shown by those who conducted the study. They brought to our attention a number of difficulties which we are willing to tackle as soon as possible. In some cases they were able to propose ingenious solutions which will no doubt be very useful.

Unfortunately, in my opinion, the report does not take into consideration the real problems that an organization like ours faces in applying the official languages policy.

I came to Ottawa in early 1973 to take on the chairmanship of the Canada Labour Relations Board. As a French-speaking native of Quebec I placed a great deal of hope in the official languages policy. I was determined to do everything possible to apply it fully at the CLRB. In this, moreover, I was able to rely on the complete co-operation of my colleagues and the staff at the Board. After four years, however, I am forced to admit that even an enormous amount of good will is not enough to make the equality of the two official languages a reality, either in terms of language of work or in terms of language of service.

Since it is neither possible nor desirable to demand that all Board members and employees be bilingual, it is essential that we be able to count on particularly efficient support services in the fields of translation and revision of texts and simultaneous interpretation. Such is not the case.

The Board must act rapidly, because of the nature of its duties. The slowness of translation services is well known, and as a result our staff members very often choose to translate short texts themselves in order to avoid unacceptable delays. Need I add that this task is almost always performed by Franco-phones? I readily admit that the quality of these translations often leaves something to be desired. One must not conclude, however, that this practice means there is a choice between a quick but poor translation and a better quality translation that takes a lot of time. More often than not the text we receive from the translation service is so badly written or expresses the author's ideas so poorly that valuable time must be spent revising it, if not rewriting it completely. The Board's vocabulary is highly specialized and the translation service appears to be unable to provide us with adequate service. This is obviously a problem which unilingual persons or those with only a superficial knowledge of the other language may well not grasp.

Similar problems occur with simultaneous interpretation. I should point out first that the regulations which govern such services considerably limit their availability. We must predict, plan and reserve a long time in advance and this is not always possible. Therefore, we try to restrict ourselves to using interpreters only for the Board's public hearings, when there is reason to foresee that these

services will be useful. The fact remains that these services, too, are very uneven in quality, for the same reasons as for written translations. Furthermore, it is still extremely difficult, if not impossible, to replace an interpreter or a team of interpreters on short notice. This causes unwelcome delays, inconvenience for the parties appearing before us and additional expenses.

But, these are problems beyond our control, since the translation and interpretation services are provided by the Secretary of State Department. Some translators and interpreters are very conscious of this fact, by the way, and do not hesitate to remind us that they "do not report to us". This division of responsibility is totally incompatible with the close co-operation which ought to exist between such services and the agencies they serve, including ourselves.

There are difficulties at all levels. Still, rightly or wrongly, we have chosen to take particular care in the application of the official languages policy to our relations with the public. Translation of "internal" correspondence or documents takes a back seat. In addition, it is not possible to have the services of interpreters for official or unofficial meetings in which unilingual Board members or personnel participate. Such meetings cannot be predicted or planned far enough in advance to reserve interpretation services. In any case we do not have sufficient financial resources to provide ourselves with such "luxuries". In these circumstances, is it surprising that the Board's working language is English? Which group do you think pays the cost of the bilingualism policy—Francophones or Anglophones?

Under the circumstances, I cannot help but be astonished by the tenor of your report. All of your recommendations are addressed to the Canada Labour Relations Board, even though it is clear that the achievement of the goals you have proposed is only very partially within our power. We cannot hire the people we want, when we want, on the conditions we would like. The financial resources available to us are strictly limited and controlled. We are not responsible for the language training of our employees. We must use the services of translators and interpreters who do not report to us. Do you really think that the CLRB can do any better than to keep on "doing its best"?

You can be certain, Mr. Spicer, that we shall do our utmost to put your recommendations into practice.

I note that, according to section 25 of the Official Languages Act, "it is the duty of the Commissioner to take all actions and measures within his authority with a view to ensuring recognition of the status of each of the official languages and compliance with the spirit and intent of this Act in the administration of the affairs of the institutions of the Parliament and Government of Canada." May I respectfully suggest that the problems I have just described deserve your immediate attention. I hope that one day I will be able to study your suggestions and recommendations on how to solve them.

Yours faithfully,

Marc Lapointe, QC
Chairman

This letter clearly presents the problems that institutions run into in trying to comply fully with the Official Languages Act; although it is the duty of the institutions to take all short- and long-term measures to solve these problems, the final responsibility sometimes lies with other organizations.

Since this letter brings the Translation Bureau into question, it should be pointed out that the Commissioner's Office made a special study of the Bureau, the recommendations from which appear elsewhere in this Report. We learned from the study that the Translation Bureau is attempting to iron out the difficulties which it sometimes encounters with its clients; in addition, it was found that some organizations have practices which prevent the Translation Bureau from assisting them as much as it would like. Perhaps Treasury Board, in order to find some solutions, could look into these and other problems which, because they are more general, are less easy for the institutions themselves to correct.

The problems presented by the language of work which were noted by the Canada Labour Relations Board, are also found in some form or other in many federal institutions. In this area the solution depends largely on the organization itself, and on the imagination and effort which it puts into solving them. We can only encourage the institutions to pursue with renewed vigour—if possible—the goal of equality of status for the two official languages as set forth by Parliament in the Act, reiterated in the Parliamentary Resolution of June 1973 and clarified in the Treasury Board guidelines of August 1975.

CENTRAL MORTGAGE AND HOUSING CORPORATION

COMPLAINT

File No. 4381—Nous déménageons

A complainant alleged that the Corporation's office in Windsor, Ontario, advertised in *The Windsor Star* in English only that it was moving.

The Corporation said that an advertisement in English had indeed been placed in an English-language daily newspaper; however, Windsor had no French-language daily.

Authorities of the Corporation's office had been aware of the need to offer bilingual services to the significant French-speaking population of the region and so had sent a bilingual notice to all regular clients informing them of the move.

The Commissioner was of the opinion that the absence of a French-language daily newspaper in Windsor did not relieve the Corporation's regional office of its responsibility to publish its advertisements simultaneously in both official languages; neither did the sending of a bilingual notice to regular clients only, since the purpose of the announcement was presumably to inform the public at large.

The Commissioner therefore recommended that, in similar cases, the Corporation:

- 1) ask its branch offices to publish a French version of each advertisement or notice in a local French-language daily or weekly or else to publish the advertisement or notice in a bilingual format in the English-language written press;
- 2) ask its branch offices, in cases where the region has no French-language daily or weekly, to arrange for a French version of its advertisements or notices to be broadcast over the CBC's French-language radio and television stations.

The Corporation accepted the first recommendation and reminded the Ontario Regional Office that where no second-language medium was available, a bilingual advertisement should be published in the unilingual medium. Although its official languages policy was already quite explicit in the matter, the Corporation issued a directive concerning bilingual advertisements and brought it to the attention of all employees. A copy of the directive was sent to the Commissioner upon his request.

The Corporation could not, however, agree with the Commissioner's second recommendation and replied: "If, in the absence of local French-language dailies, offices were to advertise through Radio-Canada—radio or television—this would imply that these advertisements would also have to be broadcast through CBC stations, or the point of contention would still remain".

The Commissioner regretted that the Corporation could not agree with his second recommendation, especially as he did not share the opinion that, in the special circumstances, equivalent English advertisements on CBC stations would be obligatory.

COMMUNICATIONS

SPECIAL STUDY

The Department of Communications (DOC) has four main responsibilities: development of a national policy for management of the electromagnetic spectrum and the granting of necessary authorizations for its use by individuals; monitoring this use; meeting government telecommunications requirements; and lastly, participation in scientific and technical research in the fields of space and telecommunications. The Government Telecommunications Agency (GTA) and the Communications Research Centre (CRC) are two agencies set up in the National Capital Region (NCR) and attached to the Department.

We noted in our study that service to the public in the Quebec region was of equal quality in French and in English, and that signs and

publications in the majority of cases respected the equality of status of the two languages.

The study showed that DOC was unable to serve French speakers in French, especially those living west of Ottawa, that it could not always answer the telephone in both languages and that it was especially unable to provide all work instruments in French for its French-speaking staff.

There are two essential difficulties which the following recommendations are intended to overcome: one is that internal communications of a technical and scientific nature cannot be carried on in French, and the other is that new knowledge is accumulated almost exclusively in English. These are considerable obstacles to the observance of equality of the two official languages and involve creative activities which few people are able to undertake or become a part of in their second language. There is a risk, therefore, that language training will be inadequate as a remedy. Historically, the DOC and its predecessors, Transport and National Defence, contributed greatly to the growth of university research programmes and, as a result, to the training of specialists, many of them now working for the Department. Circumstances were such that the institutions promoted were English-speaking. This explains the almost total lack of relevant technical or scientific research in French in Canada. Equal status does not mean duplication of research, but rather a pooling of talents of both English-speaking and French-speaking researchers. Information obtained by interviewing people in the Department revealed that recruitment was often by co-optation, or the "old-boy network", which, in view of the marked preponderance of English in the various components of the Department, distinctly favoured the majority language group and at the same time prevented the French language from taking its rightful place in the organization's activities.

The recommendations made in the study take into account the intrinsic interest for the country of the research carried out by the Department and the strategic importance of telecommunications in social and political development.

In order to assist the Department and induce it to observe fully the requirements of the Act, the Commissioner recommended that it:

GENERAL POLICY ON OFFICIAL LANGUAGES AND ITS IMPLEMENTATION

Policy Statement on Official Languages

(1) draw up, by March 31, 1977, a policy statement on the official languages, taking into account all the requirements of the Official Languages Act with respect to language of service and language of work;

(2) develop and carry out an implementation programme with respect to the Official Languages Act, indicating target dates and designating persons or centres responsible for each stage or activity, specifying the practical ways and means of complying with the Act; include these directives in manuals on project procedures and methods;

(3) use, not necessarily exclusively, the findings, suggestions and recommendations of this study for drawing up its policy statement on official languages, and incorporate them into its implementation programme whenever appropriate;

Staff Information Programme

(4) (a) distribute its policy statement on official languages in bilingual format to every member of its staff and to all new employees and inform them concerning whatever actions are necessary to comply therewith;

(b) adapt and continue its staff information programme on the Official Languages Act, in order to take into account its policy statement and specify ways and means of putting it into effect, noting that the Commissioner and his staff are always prepared to take part in meetings which may further understanding and implementation of the Official Languages Act;

Organization, Supervision and Monitoring

(5) examine the responsibilities of the Bilingualism Programmes Branch and, where necessary, redefine them so as to ensure that its structures allow it to fulfil its role, with senior management's support, in all areas and to encourage compliance with all the requirements of the Official Languages Act and of the programmes stemming from it;

(6) (a) carefully supervise and monitor the implementation of the Official Languages Act in all sections of headquarters, the CRC, and offices in the regions both with respect to language of service and language of work, so as to ensure that all units always fulfil their obligations;

(b) make regular evaluations of all activities related to the official languages and take prompt corrective action when necessary;

Language Profile

(7) maintain, review and distribute to those concerned, on a regular and systematic basis, data on the identification of positions and the linguistic capability of personnel in order to determine the extent to which this capability corresponds to the language requirements for service to the public and for internal communications; and, in so doing, pay special attention to the impact of staff attrition and rotation as well as to the distribution of language skills according to managerial responsibilities and employment categories;

(8) take whatever interim measures are necessary to meet the requirements of the Official Languages Act with respect to those bilingual positions whose incumbents are unilingual or which are vacant so that communications with its publics and with staff members can be conducted in both official languages;

(9) advance, where necessary, the designation dates for supervisory and managerial positions in units where there is already a number of employees of both official languages so as to increase opportunities for them to work in the language of their choice;

Recruitment

(10) (a) provide definite guidelines ensuring that, in all aspects of recruitment, its obligations under the Act are met in full and, in particular, that all members of selection boards are able to communicate with any candidate in the official language of his or her choice;

(b) intensify its contacts with French-language institutions and professional associations with a view to attracting qualified French-speaking specialists in areas where it has not to date had sufficient French-language capability to guarantee the equality of status of both official languages as languages of service and of internal communication;

(c) integrate its methods and programmes for increasing and utilizing the language capability of personnel into its overall planning and utilization of its manpower resources and, in particular, of its specialized resources, and include considerations related to both the languages of service and the languages of internal communications in its operational, management and policy review study;

(11) take the necessary measures without delay to raise its level of institutional bilingualism in areas where it is now inadequate, particularly in the cases noted in the following recommendations, by judiciously deploying a sufficient number of bilingual personnel or by assigning unilingual employees from each language group to appropriate positions within a unit so that it can serve its publics in both official languages actively and automatically and not just when specially requested to do so; this should apply to all units which should normally have dealings with both language communities;

Telephone, Reception and Equality of Service in Both Official Languages

(12) ensure that henceforth headquarters, the CRC, and offices in the regions which serve both official language groups adhere strictly to the following principles concerning the procedure for answering telephone calls and receiving the public:

(a) ensure that bilingual receptionists answer all telephone calls and greet the public in both official languages;

(b) ensure that henceforth unilingual receptionists and employees answering the telephone can at least identify their units in both official languages and transfer the call, using a simple, courteous phrase in the caller's language,¹ to an employee who can provide service promptly and fully in the appropriate language;

(c) take steps to ensure that, in future, headquarters, the CRC, and offices in the regions which serve the two language groups are able to provide an equally appropriate reply in both languages to any and all requests for information;

(d) ensure that the GTA be able to provide its services everywhere to all its clients in both official languages;

(e) make sure that precedence is always given to the appropriate language, according to the population being served;

Accessibility of Services

(13) (a) ensure henceforth that information on its objectives, services, and so on which is made available nationally does in fact reach both official language

¹ Such as "Un instant, s'il vous plaît" or "One moment, please".

groups in their respective languages on an equal basis; inform the public of its ability to meet the demand for services in either official language;

(b) take all necessary measures to give both official language groups access in their respective language to its services and make communication in both official languages possible;

(c) by December 31, 1976, take an inventory of the readers of its publications, "In Search" and "Jour 60 Days" for instance, by province and by mother tongue in order to ensure that it is actually communicating with both linguistic groups and that the information it makes available is equally accessible to each; keep this inventory up to date in order to be able to correct any inequalities, as regards official languages, which may occur in the accessibility of the Department's information;

(d) ensure, if regional information officers are appointed, that these persons are in fact bilingual and that their job description explicitly provides for the establishment and maintenance of contact with the two linguistic groups in order that all services and information are made available to each of these in their own official language;

Correspondence

(14) (a) ensure that the policy of answering mail in the language of the addressee continues to be observed and that all efforts are made to encourage employees with the necessary competence to originate correspondence in the official language used by its various clients; avoid delays inconsistent with equality of service and ensure that texts are of equal quality in both languages;

(b) encourage such efforts by ensuring that the units or persons responsible for monitoring incoming and outgoing correspondence have sufficient knowledge of both languages to understand correspondence received and reply to it promptly, avoiding recourse to translation;

Signs, Telephone Listings and Other Items

(15) (a) ensure that by March 31, 1977, all signs, notices, building directories and other visual indicators or written directions in any part of headquarters, the CRC, or the offices in the regions are bilingual and respect the equal status of the two official languages;

(b) strive for greater uniformity in listing government departments and agencies in telephone directories and ensure that these listings are of equal quality and contain the same details in both official languages;

Standard Letters, Calling Cards and Other Items

(16) (a) make all its forms (regular forms, form letters and in-house forms used at headquarters, the CRC, and at offices in the regions) available in both languages by March 31, 1977, whether they are intended for the public or for employees, and monitor the quality of the language on forms which are bilingual now or will be made so in the future;

(b) continue to ensure that all its forms which are made available separately in French and English appear simultaneously in both official languages;

(c) ensure that, by March 31, 1977, its staff calling cards are bilingual and of equal quality in both languages and that its rubber or other stamps have

equivalent wording in both languages and use the international dating system; monitor the quality of language used on all calling cards and stamps;

(d) take the necessary steps to have bilingual wording on the identification cards carried by personnel;

Information Services

(17) (a) continue to encourage publication in bilingual format and to ensure that all publications with separate French and English editions appear simultaneously in both official languages;

(b) indicate in the unilingual editions mentioned in (a) the existence of equivalent versions in the other official language and the place where they can be obtained;

(c) examine its distribution of publications printed separately in the two languages in order to ensure that addressees receive the appropriate edition and, where necessary (Canadian embassies and consulates, for example), both editions simultaneously;

(d) ensure that henceforth its choice of public communications media really enables the Department to provide service to the country's two linguistic communities; this necessitates, among other things, the use of weekly papers in provinces or areas where dailies are published in only one of the official languages;

Participation in International Meetings

(18) ensure that its delegations to international meetings are, as a general rule, capable of taking part in proceedings in either official language and of conveying an impression of Canada's bilingual character;

LANGUAGE OF INTERNAL COMMUNICATIONS

Use of the Two Official Languages Within the Department

(19) (a) achieve institutional bilingualism throughout headquarters at the earliest possible date by providing all units with staff able to handle verbal and written internal communications in both official languages so that communication within units, between units and with offices in the regions can be carried out in both official languages;

(b) have therefore in the units concerned personnel capable of providing all the services offered to regional staff in both official languages;

(20) develop immediately (in view of the present imbalance between the use of the two official languages in the planning and carrying out of the Department's responsibilities, and in internal communications) a programme that will foster the use of French and make it easier for employees who choose to do so to use that language, thereby ensuring that the use of the two official languages reflects their equal status:

(a) by conforming with a policy statement on the official languages requiring that, as a general rule, every employee should be able to work in the official language of his choice;

(b) by examining the possibility of establishing administrative structures (such as units working in French or French-language groups) at every level in the headquarters organization which would work regularly and primarily in French and by making sure that all experts, specialists or technicians who take part in the activities of the above-mentioned groups have a sufficient command of French to avoid preventing the members of such groups from using this language;

(c) by taking the necessary administrative measures to increase the number of positions at headquarters that require a knowledge of French, an additional means of achieving the equal status of the two official languages;

(d) by making it possible to use French in meetings, seminars and conferences and in communications with the Quebec region;

(e) by encouraging Francophones and their English-speaking colleagues, in all possible ways, to extend the functional use of French in oral and written internal communications, especially during technical and professional meetings, in the drafting of reports and in the accomplishment of tasks related to information programmes;

(21) ensure, in accordance with its policy statement and notwithstanding the long-term measures it has taken to implement the Treasury Board directives, that verbal and written communications are possible in French and English in the offices of the Atlantic and Ontario regions, and wherever the departmental staff configuration would allow such communications; inform the staff of this in writing by December 31, 1976, or earlier if possible;

Work Instruments

(22) undertake an ongoing and thorough review of all administrative, scientific and technical manuals for internal use, verifying their actual linguistic status and establishing a list of priorities and deadlines which will guarantee that up-to-date versions of all these manuals and their amendments are available in both official languages by December 31, 1978, at the latest, and continue the policy whereby any new manual or amendment is published in both official languages simultaneously;

(23) make all internal forms, bulletins, memoranda, directives, guidelines, etc., bilingual, so that all these documents are available in French and in English by March 31, 1977; ensure that henceforth all such documents appear in both official languages simultaneously without systematically giving precedence to one of the official languages;

(24) examine, perhaps in conjunction with the Department of Supply and Services and with Canadian and foreign manufacturers and distributors, the situation regarding the operating and maintenance instructions which accompany instruments used by its staff as well as the markings thereon with the object of obtaining French versions of these, or where French versions do not exist, taking the necessary steps to make these instructions and markings available in both official languages, no later than March 31, 1977;

(25) ensure that both official languages are entirely respected in terms of spelling, syntax and proper usage in the directories issued by the Government Telecommunications Agency:

(a) by monitoring the quality of both official languages used in government listings published in the various telephone companies' directories;

(b) by being particularly watchful that the format is standard "from coast to coast" and that the linguistic quality is the same in both languages;

Auxiliary Services

(26) ensure that, where such is not already the case, all personnel services (staffing, staff relations, classification and others) are equally available at all times in both official languages to employees of both language groups;

(27) re-examine without delay the designation dates and the language requirements of positions in the financial and administrative services in the regional offices with a view to giving them the capability needed to provide their services in French and English;

(28) ensure that all job descriptions are available in both official languages by March 31, 1977, and arrange to have all future job descriptions available simultaneously in French and English;

(29) immediately take whatever measures are required to provide support and technical services (stenographers, technicians, clerks, and so on) in the appropriate language in all cases where the non-availability of these services in French or in English prevents staff members from using their own language as language of work;

(30) increase the amount of French-language material in the main library and in the research centre library sufficiently by March 31, 1977, to enable staff members to carry out research and other projects on the same range of subjects in French as in English;

(a) by keeping abreast of current bibliographical material in both official languages and by circulating information on the subject to staff members;

(b) by maintaining regular contacts with publishers, suppliers and libraries which can provide advice and assistance;

(c) by acting on the suggestions of members of the staff and asking them to recommend works in French;

(d) by ensuring that henceforth the library's collection and acquisitions reflect the equal status of the two official languages, thus enabling the staff to carry out their duties in French as well as in English;

(e) by taking all possible measures to increase the amount of information available in French in the scientific, technical and professional sectors and thus respect the equality of the two official languages;

TRAINING AND DEVELOPMENT

Technical Training

(31) (a) ensure that its staff is henceforth informed about all the training and upgrading courses available and that the official language in which the courses are to be given is specified; as well, take such measures as are necessary to make equivalent courses in English and in French equally available in terms of frequency and accessibility to the staff;

(b) allocate henceforth (considering its traditional activity in the English-language context) sufficient resources to the creation, within Canadian French-language institutions (universities, colleges, and so on), of teams capable of providing the Department with needed expertise for purposes of both recruitment and contract research, with a view to compensating for the influence of the accumulation of knowledge in only one of the official languages, which deprives one of these languages of its status as an equal official language and prevents its use as an instrument of creative imagination which can be employed in fulfilling the Department's functions;

(c) henceforth offer technical training and upgrading courses in French promptly enough to enable those interested to take such courses in the language of their choice, since too long a delay in offering courses in French can easily result in a *de facto* requirement that bilingual French-speaking employees take the courses in English;

(d) guarantee real equality of access to training courses in either language by taking the necessary steps so that if, at certain times or in certain places, training or retraining programmes are given in only one official language, those employees who wish to take their training in the other language may still benefit from the training offered;

Language Training

(32) ensure that the investment in language training is fully utilized, by:

(a) actively encouraging personnel to use their newly-acquired language skills and to use French whenever possible rather than only when necessary;

(b) supplementing these programmes, where necessary, with specialized second language training courses adapted to specific technical and professional requirements;

(c) encouraging employees who have acquired an adequate base in their second official language to take some of their professional or technical courses (whether these are given by the Public Service Commission or by private institutions) in that language;

(d) continuing to provide, on a voluntary basis, administrative-writing assistance to those employees who, as a result of working in more or less unilingual units, are no longer confident of their ability to write in their own language;

(e) whenever feasible, transferring employees returning from language training, at least on a rotational basis, to units within the organization where they can enjoy the opportunity of perfecting their newly-acquired skills;

(f) by actively encouraging the bilingual French-speaking staff members to use their first official language regularly, reserving English for communicating with the English-speaking public served by the Department;

(33) examine, by March 31, 1977, language training requirements of all kinds outside the NCR;

(34) regularly inform the personnel of all opportunities involving language courses that may be taken outside regular working hours (Treasury Board Circular 1974-91, March 29, 1974) and keep them up to date concerning all the courses given by the Public Service Commission or within its own services;

CONSULTATION

(35) maintain liaison and consultation with its employees' unions and staff associations in those cases where the implementation of the preceding recommendations requires it;

JOB SECURITY AND PROMOTION

(36) avoid jeopardizing the job security or career opportunities of its personnel in implementing the recommendations listed in this report;

HANDLING OF COMPLAINTS

(37) deal with complaints taken up with the Department by the Commissioner of Official Languages in his role as ombudsman and take corrective action in the shortest possible time, and this notwithstanding any action taken by the Department with respect to the recommendations contained in this report or for any other purpose, and regardless of any target dates specified in these recommendations.

GOVERNMENT OF THE NORTHWEST TERRITORIES

COMPLAINT

File No. 3908—Not Much French Up North

An English-speaking resident of the Northwest Territories (N.W.T.) maintained that, with the notable exception of the Territorial Commissioner's Annual Report to the Minister of Indian Affairs and Northern Development, the N.W.T. Government's publications, correspondence and notices were in English only.

The N.W.T. Government agreed that its Annual Report was its only official publication printed in both official languages. It said that it was not unmindful of the Official Languages Act but in the present circumstances it had to give priority to the languages of the people who lived in Canada's North. At the time of the 1971 Census, only 1,160 (3.3 %) of the residents of the Northwest Territories had French as their primary language; and among population centres, only Frobisher Bay in the Eastern Arctic now had a significant proportion of French-speakers.

On the other hand, there was a large number of native Northerners whose language was neither English nor French; and the Government had been directing its linguistic endeavours towards improved communication with them in their own languages (four Indian languages and two dialects of Inuktitut). Progress had been made along these lines but much still remained to be done before the Government could be sure that its programmes and services were being adequately presented to the native

people. If the federal government could then provide sufficient funds and staff, a start could no doubt be made on improving the status of French in the North. In the meantime, the Territorial Government would, as far as possible, respond to all residents of the Northwest Territories in the language the writer used.

The Commissioner told the Territorial Government that he was much impressed by its efforts to serve the native people of the North in their own languages. However, he would not like to see compliance with the Official Languages Act postponed until the Government was satisfied that such efforts had been fully successful.

On the question of application of the Act to the Northwest Territories, the Commissioner's legal adviser gave an opinion which paralleled that given concerning the Yukon Territorial Government during investigation of the complaint against it (*Fourth Annual Report*, pages 371-374). That Government and the Department of Indian Affairs and Northern Development had been able then to make a co-operative effort to evolve a practical approach to the use of the official languages: as an interim measure, it had been decided to have the Territorial ordinances and regulations translated into French.

The Commissioner therefore recommended that the Government of the Northwest Territories:

- 1) take the initiative in exploring with the Department of Indian Affairs and Northern Development the possibility of the Department's funding the translation and publication of the Territorial ordinances and regulations in both official languages; and
- 2) encourage local offices of federal institutions to offer their services to the public in the official language of the individual's choice, wherever the linguistic composition of their staff allows it.

The Territorial Government accepted both of the Commissioner's recommendations noting that it would take the initiative in having federal funds allocated, beginning with its 1978-79 budget, for the purpose of having Territorial ordinances and regulations translated into French.

The Commissioner thanked the Government of the Northwest Territories for its co-operation and asked to be kept informed of developments.

JUSTICE

SPECIAL STUDY

The purpose of the study was to determine the extent to which the equality of status of the two official languages was being observed in the

services the Department provided to its specific clientèle and the general public as well as in its internal activities. The drafting of legislation, one of the Department's main functions, was given especially close scrutiny because of its major significance.

The following recommendations are based on the data supplied by the Department and on the information gathered from about one hundred interviews held from December 1975 to May 1976 at Department headquarters, in the regional offices and in the legal services attached to the other federal government departments and agencies.

The situation has definitely improved over the last ten years, but the fact remains that, although the senior managerial staff are open-minded toward and interested in French, the Department has taken a somewhat passive attitude toward ensuring the equality of status of the two official languages. The study showed that the Department had not drawn up any policy statement on official languages which, along with specific guidelines, might have served to keep the staff informed of the policy they should follow in order to comply with the provisions of the Act. Within the Department, the language issue was generally considered to be a hindrance imposed from outside which could be easily dispensed with.

While the Department of Justice has adopted the principle of replying to correspondents in their language and publishing information in both official languages, it is far from being seen as a bilingual federal government institution. This is probably due to the fact that, especially in the departmental legal services and in regional offices in English-speaking areas, contacts that clients and members of the general public have with the Department are usually in English only. From the interviews there emerged the fairly widespread view that the use of French should be limited to communications with Quebec and that English should be the language used in communicating with the rest of the country, whether both language groups were present or not. In addition, some Anglophone employees said they saw no purpose in communicating with French-speaking federal government employees in French because the latter were after all bilingual!

Except in the Quebec region, the degree of institutional bilingualism in the Department's regional offices was clearly not adequate to enable them to provide services in French to Francophone minorities in areas where the size of the French-speaking population fully justified a level of bilingualism sufficient to achieve in fact the equality required by the Act.

Within the Department, French was rarely used as the working language by French-speaking legal advisers except in Quebec, and at Department headquarters, in the Civil Law Section and certain units in the Planning and Research Sections where the Anglophone heads were making an effort to encourage their Francophone staff to use their first

language in the performance of their duties. The tentative explanation given for the relatively small number of Francophone employees and the limited use of French in most units outside the Civil Law Section was that departmental activities were based largely on Common Law. While this argument may be valid for some of the sectors that deal exclusively with the English-speaking provinces, the pervasive use of English in other sectors is not so easily justified since work on either legal system could be carried out in French just as well as in English. The changes that have occurred in the use of the two languages in the New Brunswick legal system and the experiments being carried out in Ontario are altering the situation and at the same time causing pressure for adjustments in institutional bilingualism. The fact that the majority of upper- and middle-management positions in the Département were held by Anglophones has also helped to tip the balance in favour of English. With regard to the Administration Section, considerable progress still had to be made before Francophone employees could be guaranteed services in their own language.

It was in legislation that the most basic obstacles to the equality of the official languages appeared. Although the French versions of legislation have improved considerably, the general consensus was that, because bills are drafted initially in English, the French versions are still an embodiment of the Common Law approach, whereas they should not only encompass the principles of both Canadian legal systems but also reflect the intrinsic qualities of the French language.

In order to help it to fulfil its obligations in this sphere and in other areas where certain acts or omissions constitute or could constitute violations of the Act, the Commissioner has recommended that the Department of Justice:

POLICY ON OFFICIAL LANGUAGES AND IMPLEMENTATION

(1) draw up, by October 30, 1977, a policy statement on the official languages, taking into account all the requirements of the Official Languages Act with respect to language of service and language of work;

(2) develop and undertake implementation of a programme or plan, by December 31, 1977, for ensuring compliance with the Act within the Department; include directives adapted to the particular conditions and requirements of the different sectors; designate, for each sector or activity, the persons responsible for applying the Act and set appropriate target dates;

(3) use the observations and recommendations of this report in drafting its policy statement and integrate them where necessary into the implementation programme;

INTERNAL DISTRIBUTION OF OFFICIAL LANGUAGES INFORMATION

(4) distribute, by December 31, 1977, its policy statement on the official languages in bilingual format to every member of its staff; provide a copy to all

new employees and inform them as to how to comply therewith; incorporate into the staff administrative manual its statement as well as all useful information and directives connected with it;

(5) disseminate information regularly on its official languages programme or plan, in order to keep staff members informed of their responsibilities and to instruct them concerning ways and means of fulfilling these responsibilities; note that the Commissioner and his staff are always prepared to take part in information sessions to foster a better understanding of the Official Languages Act and facilitate its application;

ORGANIZATION AND SUPERVISION

(6) define, by March 31, 1977, the duties of staff responsible for official languages activities and see that the administrative structures enable them, with the support of top management, to fulfil their role in a systematic and unified manner across the Department;

(7) maintain a sustained follow-up operation at headquarters as well as in the regions to ensure that all departmental units carry out their obligations concerning the Act, with respect to both language of service and language of work; periodically reassess the situation and take whatever corrective measures are indicated;

LANGUAGE REQUIREMENTS OF POSITIONS

(8) up-date, by June 30, 1977, and review regularly and systematically its data on the language requirements of positions and the linguistic capabilities of incumbents in order to ascertain the extent to which the staff is able to meet the language needs of its clients and exercise its own language rights within the Department:

(a) by paying special attention to the turnover in personnel and to staff distribution according to language, at the management and supervisory levels and in the various employment categories;

(b) by taking whatever interim measures are necessary in the case of positions which have been declared bilingual but are occupied by unilinguals;

(9) alter, where necessary, by June 30, 1977, the language requirements of positions so that staff may at all times provide bilingual service to clients of the Department and work in the language of the staff's choice, by advancing, where necessary, the designation date for supervisory positions held by unilinguals in sectors in which there are employees of both language groups;

RECRUITMENT

(10) implement, by December 31, 1977, a recruitment programme to ensure the presence of members of both language groups in such equitable numbers as will achieve equal status of the official languages from the standpoint of their use in all sectors of the Department:

(a) by incorporating into it a manner of proceeding that will counteract the limitative practices reported in certain sectors, particularly in filling legal adviser (LA) positions;

(b) by taking into account the real language requirements of the positions to be filled and the bilingual capability of the various units which normally come into contact with the two language groups, both inside and outside the Department;

(c) by incorporating into the staff administrative manual all useful information concerning the linguistic aspect of the recruitment programme;

(d) by distributing precise guidelines on the entire matter;

(11) take measures without delay to attract French-speaking lawyers, managers and support staff in sectors where they are in such small numbers as to limit the Department's opportunities to put into practice a policy promoting total adherence to the principle of equal status, rights and privileges for the two official languages:

(a) by evaluating the Department's relations with universities, professional associations, law offices and other organizations for purposes of recruitment, in order to determine the extent to which the members of the two language groups are actually reached through the Department's recruitment methods;

(b) by adapting its annual articling student recruitment programme, as far as possible, to the articling terms established by Provincial Bar Associations to ensure within its services, from one year to the next, an equitable representation of both language groups;

(c) by examining the situation respecting the hiring of French- and English-speaking summer employment law students, in view of their favoured status as potential candidates for permanent positions in the Department;

(12) ensure that all members of selection boards can communicate with candidates in the official language chosen by the latter; inform candidates of this right in advance;

(13) revise, if necessary, the documentation intended for future candidates so as to ensure that they are fully aware of their rights and privileges as well as of their obligations under the Act;

LANGUAGE TRAINING

(14) provide information to staff in all categories, on a regular basis, at headquarters and in the regions, on its language training programme and enrolment procedures, as well as on available development courses; provide staff with information on the language courses given in their region by private institutions of learning and inform them of procedures for reimbursement of expenses;

(15) give staff as much encouragement as possible to seek opportunities to use their new language in the performance of their duties as well as outside the Department; include in its language development courses a vocabulary based on the professional interests of participants: lawyers, administrators and others;

MANPOWER PLANNING

(16) adopt a manpower planning policy designed to ensure that clients receive bilingual service at all times and that employees in both language groups enjoy equal opportunity to achieve their career goals in the Department in the official language of their choice:

(a) by modifying, if necessary, existing staffing practices within the Department so as to ensure a better balance of French- and English-speaking personnel wherever the degree of institutional bilingualism is inadequate;

(b) by assigning French-speaking lawyers to all points in the regions where circumstances warrant so doing, to departmental legal branches and to those sectors at head office where the absence or insufficient use of French runs counter to the equal status of the two official languages prescribed by the Act; by giving special attention to the possibility of assigning French-speaking Civil Law or Common Law specialists to positions traditionally assigned to Anglophones;

(c) by planning short- and long-term measures to give French a more equitable place at the decision-making level;

MANPOWER DEVELOPMENT

(17) consider language preference as well as career goals of staff in developing career plans for them, by determining the needs of the members of both language groups through periodic consultation;

(18) ensure that French-speaking and English-speaking employees have equal access in their own language to career training provided by the Department itself or through others:

(a) by ensuring that funds for career training are apportioned equitably between the two language groups;

(b) by regularly making available to staff in the various categories any useful documentation pertaining to courses, conferences or lectures, available in one or the other official language, inside or outside the Department;

LANGUAGE OF SERVICE

(19) ensure that all sectors of the Department, at headquarters and in the regions, in which staff is or could be in contact with French- and English-speaking clients, provide service of equal quality in both official languages over the telephone, in writing or in person, and that delays incompatible with the principle of equal service are avoided;

Reception and Telephone Service

(20) take any measures that are necessary to increase the level of institutional bilingualism wherever it is at present inadequate, by an appropriate distribution of sufficient bilingual employees or by appropriately assigning, within the same service, unilingual employees from each of the language groups, so that the telephone can be answered spontaneously in both languages and services can be provided in the caller's preferred language, in all units in which contacts with both language groups normally occur; determine, particularly in the regions, the demand for service in each of the official languages and the language group to which those dealing with the Department actually belong:

(a) by ensuring that henceforth unilingual receptionists, secretaries and other employees can identify their service in both languages over the telephone and refer the call (using a simple phrase in the caller's language such as "One moment, please" or "Un instant, s'il vous plait") to an employee who can provide the requested service in the caller's language;

(b) by regularly reminding all staff, and especially those directly concerned, of the Department's policy regarding telephone service, by means of circulars, memoranda or the Department's internal bulletin "Inter Pares"; by specifying that the guidelines apply to services provided to departmental staff as well as to its clients;

Correspondence

(21) ensure that the practice of answering mail in the language of the addressee is observed by all staff at headquarters, in the legal branches and in the regions, by seeing that those responsible for monitoring incoming and outgoing correspondence have sufficient knowledge of both languages to understand its content and reply to it with as little recourse as possible to translation;

Prosecutions and Suits

(22) do its utmost to guarantee respect for the language rights of the accused, of witnesses and of any others dealing with the courts, federal or other, through the Department of Justice staff or its agents, by seeing that the latter are able to communicate with the other party or other persons concerned in the language of their choice;

(23) see that a sufficient level of bilingualism exists in the unilingual regional offices to ensure telephone reception in both languages and answers in the caller's language to enquiries concerning prosecutions, disputes, suits or judgments;

Services Provided by Intermediaries

(24) examine, by September 30, 1977, all projects and programmes being carried out by individuals, organizations or groups receiving a subsidy from the Department or working under contract, for the purpose of ascertaining whether the agreements made with them enable the Department to fulfil its obligations under the Official Languages Act concerning accessibility and equality of services in the two official languages; ensure, when necessary, that appropriate clauses are included in these agreements or that corrective measures are taken;

Meetings and Representation Abroad

(25) do its utmost to ensure that the linguistic capability of its representatives at interdepartmental, federal-provincial or other meetings is sufficient to allow communication in both official languages;

(26) see that its participation at international meetings reflects the official languages policy of the Canadian government:

(a) by ensuring that the bilingual capability of its delegates is sufficient to enable them to intervene in either language;

(b) by providing its delegates with support documentation in both languages;

(c) by insuring that documentation intended for other participants is prepared in both official languages;

(d) by insuring that documentation provided by international organizations at such meetings is distributed in both languages whenever it exists in both languages;

External-use Forms and Documents

(27) print, preferably in bilingual format, all forms for external use, including additions or changes to them; ensure that, on all occasions, the language used to complete all or part of a form is the language of the addressee and that any accompanying documents are in the addressee's language;

Signs and Other Visual Materials

(28) ensure that telephone listings, signs, building directory boards, rubber stamps, calling cards and other visual materials used in Ottawa and in the regions are rendered bilingual by September 30, 1977;

Information Services

(29) do its utmost to encourage publication in bilingual format of its brochures, pamphlets and other informational material; ensure that publications with separate French and English versions appear simultaneously in both official languages; indicate in each separate version (in the other official language) that a version in the other language is available and state where it may be obtained;

(30) re-establish contact, in their tongue, with French-language weeklies published in Anglophone provinces and not on the Department's mailing list, in order that the two language groups may be effectively reached in any part of the country;

DRAFTING OF LEGISLATION AND EXAMINATION OF REGULATIONS

(31) undertake, by December 31, 1977, implementation of a plan to ensure equal rights and privileges for both official languages in the drafting of legislation and the examination of regulations, while respecting the individual characteristics of each language and the concepts peculiar to each of the two legal systems in Canada; establish thereby the drafting of legislation and the examination of regulations in French by Francophones just as Anglophone legal draftsmen do in their own language:

(a) by using, within the Legislation Section, methods that permit the drafting of legislation in French, preferably that of joint drafting;

(b) by ensuring that, by May 31, 1978, a sufficient number of Francophone and Anglophone legal draftsman positions have been filled by persons with an adequate knowledge of their second official language and with such awareness of the other legal system as will facilitate understanding and hence, recognition of its conceptual needs, and by changing the language requirements of positions where necessary;

(c) by ensuring that Francophone legal draftsmen take part, as do Anglophone draftsmen, in the consultations that precede the drafting of legislation;

(d) by approaching federal departments and agencies, either directly or through the appropriate authority, to make them aware of the Department's need in the normal course of events to receive, in both languages, their verbal and written instructions relating to the drafting of bills and the examination of regulations;

(e) by increasing, wherever it is inadequate, the bilingual capacity of the legal staff in the departmental legal branches who are called upon to participate in consultations leading to the drafting of legislation and the examination of regulations;

(f) by changing existing structures, as required, so that responsibility for the content and form of the French legislative and regulatory texts is assumed by Francophones specializing in Civil Law and working at the same level as their Anglophone counterparts;

(g) by inviting federal departments and agencies to improve the French versions of regulations drafted initially in English and by recommending that a more equitable proportion of regulations be prepared in French;

(h) by assigning enough French-speaking legal draftsmen to the branch which has responsibility for examining regulations at Justice to ensure an in-depth examination of French versions; by planning, in the near future, for joint examination of the French and English versions of regulations by Francophone and Anglophone specialists;

(i) by ensuring that the staff providing back-up services in the Legislation Section (such as the editors, secretaries and clerks) are sufficient in number and possess the linguistic skills required to provide adequate support for all the Francophone legal draftsmen;

(j) by having, in the Legislation Section, the French Unit and if necessary the English Unit, call upon linguists who have the expertise and the knowledge of law required to monitor the quality of each official language in legislative texts and regulations;

(k) by enlisting the help of the Law Reform Commission or other agencies that could help the Department to find, as quickly as possible, worthwhile and lasting solutions to existing problems in the area of legislative drafting at the federal level;

Statute Revision Commission

(32) ensure that the Statute Revision Commission gives priority to revising the French version of the Statutes extensively and to investing it not only with a character that reflects the principles of Civil Law but also with specifically French terminology from which legal draftsmen can draw correct terms and uniform, appropriate expressions;

Translation of Legislation

(33) increase its efforts to improve the French translations of legislative texts and regulations:

(a) by continuing discussions with the Translation Bureau to ensure that the Law Translation Service always possesses adequate and qualified staff;

(b) by ensuring that the translators take part, when appropriate, in consultations leading to the drafting of legislation and in providing them with all documentation and information likely to facilitate their work;

(c) by offering legal translators any useful information or documentation on the techniques of legal drafting;

Recruitment

(34) actively seek all possible ways of resolving the chronic shortage of Francophone legal draftsmen in the Legislation Section by intensifying its recruiting

efforts through universities and Provincial Bar Associations, particularly in Quebec, by publicizing especially the role of the legal draftsman in the Department of Justice;

Language and Professional Training

(35) implement, as part of its plan of action, a language and professional training programme for legal draftsmen which respects the equality of status and the equal rights and privileges of the two official languages as to their use in the drafting of legislation, as well as the principles inherent in each of Canada's two legal systems:

(a) by actively offering all legal draftsmen the opportunity of acquiring an adequate knowledge of their second official language and such awareness of the other legal system as will facilitate understanding and hence recognition of its conceptual needs;

(b) by giving Anglophone and Francophone legal draftsmen equal access to equivalent courses in legal drafting, in English and French;

(c) by approaching competent bodies in the province of Quebec, such as the Department of Justice, the "Régie de la langue française" or others, with a view to setting up a course in French on the drafting and interpretation of legislation or any other project designed to ensure the quality of legislative drafting in French;

Work Instruments

(36) undertake an active search in Quebec and abroad for work instruments, specifically French-language terminology and reference works, that would help Francophone legal draftsmen to draft legislation in their language and also improve the French versions of regulations; ensure that methods and procedures manuals are prepared for this purpose within the Department;

LANGUAGE OF WORK

(37) actively seek and implement measures to facilitate the use of French on the job by employees wishing to exercise their language rights as recognized by Parliament in its June 1973 Resolution, in order to ensure the equal status of the official languages as to their use in the Department:

(a) by urging directors and other management staff to encourage their French-speaking employees to communicate with them in French and work in the language of their choice, verbally and in writing, for example in drafting reports, legal opinions, memoranda to Cabinet, research projects and at meetings;

(b) by ensuring that all necessary steps are taken so that the work done in French by French-speaking staff is properly assessed;

(c) by inviting client departments and agencies to provide as much bilingual documentation for Justice Department lawyers as possible, to ensure that the language preference of its employees is respected, and that officials of these departments are at the same time made aware of the opportunities available to their own employees for communicating with Justice Department employees in the language of their choice;

(d) by studying the possibility of setting up, at various levels in headquarters, appropriate administrative structures or working groups which can work mainly in French;

(38) ensure, by December 31, 1977, that all Justice Department sectors in the National Capital Region have sufficient bilingual capability to communicate in either official language, verbally and in writing, with staff members in the regional offices, especially with those in the Montreal office;

(39) provide all French-speaking lawyers and officers with secretarial and support staff having sufficient knowledge of French to enable the former to work in the language of their choice, as is the case with their English-speaking colleagues;

ADMINISTRATIVE SERVICES

(40) take the necessary measures so that all administrative services in the Department have sufficient bilingual capability to communicate with the members of the Department and deal with their requests orally and in writing in the language of their choice, in Ottawa and in the regions, paying particular attention to any of the recommendations in this report which could be applied directly or indirectly to administrative services;

LIBRARY

(41) take the necessary measures to have library services provided in both official languages, verbally and in writing, with equal quality in both languages;

(42) provide the library with a staff capable of keeping abreast of current French-language publications in the legal field and of evaluating their usefulness to the lawyers and other employees of the Department; increase the collection of French-language publications in areas where the lack of choice limits opportunities for working in French;

WORK INSTRUMENTS

(43) maintain an inventory of all manuals, forms, printed matter and other work instruments of a professional, technical or administrative nature, including job descriptions; if necessary, set such deadlines as will guarantee, by March 31, 1978, their availability in both official languages as well as their equal status from the standpoint of language quality; make sure that in future they appear simultaneously in both official languages;

(44) ensure that senior management issues directives requiring departmental staff to distribute in bilingual format its circulars, directives, memoranda and other such documents intended for employees of both language groups in Ottawa and in the regions; include in these directives recommendations relating to the quality of language;

(45) ask the Tax Review Board to have its decisions published in French as well as in English;

(46) step up its efforts to induce the Department of National Revenue to undertake as soon as possible consolidation of the regulations stemming from the Income Tax Act and to ensure their publication in both official languages;

GENERAL TRANSLATION

(47) ensure that Department personnel, other than authorized translators, are not involved in carrying out translation duties, as the performance of such tasks could, if the translation were not of quality equal with the original, constitute a violation of the Official Languages Act;

(48) see that the regional offices are aware of the translation services available to assist them, when necessary, in respecting the language rights of those with whom they deal across Canada;

JOB SECURITY AND CONSULTATION

(49) ensure that the Commissioner's recommendations are applied without infringement of employees' job security and opportunity for advancement; if necessary, consult the unions and employee associations in connection with their implementation;

HANDLING OF COMPLAINTS

(50) deal with complaints taken up with the Department by the Commissioner of Official Languages and take corrective action in the shortest possible time, and this notwithstanding any action taken by the Department with respect to the recommendations contained in this report or any of the target dates therein.

LABOUR

SPECIAL STUDY

A study was conducted in 1976 to ascertain the extent to which the Department of Labour complies with the Official Languages Act both in terms of language of service and language of work.

The Department issued a policy statement on the use of the official languages in January 1974 and a further statement solely on the "language of work" aspect in April 1976. Although both statements may be regarded as good initial steps, there is a need for some revision of the policy and greater awareness of it by employees, as well as for the development of a comprehensive implementation programme with effective co-ordination and monitoring mechanisms.

Service to the public by means of publications, forms, signs and listings in telephone directories is usually in both official languages. On the other hand, reports submitted by persons appointed by the Minister are invariably in one official language only and are usually issued by him solely in that language. Moreover, service provided verbally, through telephone identification, inquiries and meetings, is generally in English only at all offices, except for the one located in Montreal where service in both official languages is always available. Thus, the obligation to serve the public automatically in both official languages is not fully met.

Written material used by employees during the course of their work is, in most instances, bilingual, thereby affording them an opportunity to work in the official language of their choice. There are, however, notable exceptions, with some directives, circulars, manuals, publications and forms being available in English only. In addition, books, periodicals and other publications in the headquarters library are primarily in English; a better balance of material in the two official languages is necessary in order to provide employees with more opportunities to carry out research or other projects in their preferred official language. Furthermore, meetings are conducted primarily in English at all offices, except for the regional office in Montreal where the main language of communication is French.

On the whole, most components at headquarters and all regional and district offices, except the regional office in Montreal, are not able to provide service in both official languages. As for the opportunity to work in one's preferred official language, employees find that it is not always possible to do so in French.

To assist the Department of Labour in meeting its obligations under the Official Languages Act, the Commissioner recommended that it:

GENERAL POLICY ON OFFICIAL LANGUAGES

Official Languages Policy Statement and Implementation Programme

- (1) revise, by June 30, 1977, its policy statement on the official languages so as to make the statement more precise and complete, and, in so doing, take into account all the requirements of the Official Languages Act;
- (2) develop, by October 31, 1977, and carry out as soon as possible thereafter, a programme to implement more completely the Official Languages Act, indicating target dates and designating persons or centres responsible for each stage or activity, and setting forth practical ways and means of complying with the Act; include these directives in manuals on procedures and methods;
- (3) use, not necessarily exclusively, the findings, suggestions and recommendations of this study for revising its policy statement on the official languages and incorporate them into its implementation programme;

Staff Information Programme

- (4) (a) distribute its new policy statement on the official languages in a bilingual format to every member of its staff and to all new employees, and inform them concerning the manner in which they are to comply therewith;
- (b) develop, by December 31, 1977, a staff information programme on the Official Languages Act, taking into account its policy statement and setting forth the ways and means of implementing it; note that the Commissioner and his staff are always prepared to take part in meetings which may further the understanding and implementation of the Official Languages Act;

Organization, Supervision and Monitoring

(5) examine the mandate of staff responsible for matters relating to the official languages and, where necessary, redefine it, so as to ensure that the organization is so structured that the staff, with the support of senior management, is able to fulfil its role in all areas and to encourage compliance with all the requirements of the Official Languages Act and the implementation of the programmes stemming from it;

(6) (a) closely supervise and monitor the implementation of the Official Languages Act in all components at headquarters and offices in the regions, with respect to both language of service and language of work, so as to ensure that they always fulfil their obligations;

(b) evaluate, on a regular basis, all activities related to the official languages and take, when necessary, prompt corrective action;

LANGUAGE PROFILE

(7) maintain, review and distribute to those concerned, on a regular and systematic basis, data on the identification of positions and the language capability of personnel in order for managers to be able to determine the extent to which this capability corresponds to the language requirements for service to the public and assists employees to work in the official language of their choice; take appropriate steps to modify, where necessary, the identification of positions or the level of language proficiency required of incumbents, and, in so doing, pay special attention to the impact of staff attrition and rotation, as well as to the distribution of language skills according to managerial or other responsibilities;

(8) take whatever interim measures are necessary to meet the requirements of the Official Languages Act with respect to those bilingual positions whose incumbents are unilingual, absent on language training or which are vacant, so that communication with its public and with employees of the Department can be conducted in both official languages;

RECRUITMENT

(9) (a) ensure that, in the recruitment process, its obligations under the Official Languages Act are fully met and, in particular, that all members of selection boards are able to communicate with candidates in the official language of the latter's choice;

(b) establish contact with French-language institutions and professional associations with a view to attracting qualified candidates whose first official language is French in those areas where it has not to date had sufficient French-language capability to ensure the equality of status of both official languages as languages of service and of internal communication;

LANGUAGE RETENTION

(10) ensure optimal return from the investment in language training;

(a) by actively encouraging its staff to use their newly-acquired language skills in internal and external communication;

(b) by encouraging staff with sufficient knowledge of the second official language to take some staff development courses (given by the Public Service Commission, universities or private firms) in that language;

(c) by assigning, on a temporary basis and whenever feasible, employees returning from language training or from courses to improve their skills in the second official language, to areas where they will be able to develop these newly-acquired skills;

(d) by regularly informing staff of the language courses that may be taken outside working hours (Treasury Board Circular No. 1974-91, dated May 29, 1974) and by keeping them up to date concerning courses given by the Public Service Commission or under the auspices of the Department, and by notifying them of the provisions of Section 60(f) of the federal Income Tax Act;

TRANSLATION

(11) (a) designate an officer to be responsible for setting up and regularly reviewing the order of priority for texts sent to the Translation Unit attached to the Department;

(b) periodically evaluate the Department's present and future translation needs in the light of the requirements of the Official Languages Act;

(c) take action, where necessary, on these evaluations, in collaboration with the Translation Unit attached to the Department, by making appropriate representations to the Translation Bureau of the Secretary of State Department;

(d) take measures to ensure that bilingual personnel at headquarters or in offices in the regions are not called upon to do translation, as this may bring about a contravention of the Official Languages Act, if the quality of the translation is not at the same level as that of the original text;

(e) examine the possibility of drawing up, in collaboration with the Translation Unit attached to the Department, bilingual lexicons on labour relations terms and make them available to staff, so as to facilitate the use of both official languages within the Department;

LANGUAGE OF SERVICE

Active and Automatic Offering of Services

(12) take, without delay, the necessary measures to raise its level of institutional bilingualism in areas where it is now inadequate, particularly in the cases noted in the recommendations that follow, by judiciously deploying a sufficient number of bilingual personnel or by assigning unilingual employees from each official language group to appropriate positions within a component, so that it can serve its publics in both official languages actively and automatically and not merely when requested to do so;

Telephone and Reception Services

(13) ensure that henceforth offices at headquarters, and those in the regions which serve both official language groups, adhere strictly to the following principles concerning the procedures for answering telephone calls and receiving the public:

(a) bilingual receptionists must answer telephone calls and greet the public at all times in both official languages;

(b) unilingual receptionists and other employees answering the telephone must be able, at least, to identify their components in both official languages and to

transfer the call, using a simple, courteous phrase in the caller's language*, to an employee who can provide service promptly and fully in the appropriate language;

(c) offices at headquarters, and those in the regions which serve both official language groups, must be able to provide an equally satisfactory reply in one or the other language to any and all requests for information;

Verbal Communications

(14) (a) take appropriate measures to ensure that at headquarters and in the regions, all staff likely to come in contact with both official language groups, whether they be members of the general public or representatives of private or public organizations, are able to provide service of equal quality in both official languages;

(b) ensure that its delegations are, as a general rule, capable of taking part in proceedings in both official languages at national and international conferences and, when required, at provincial conferences;

Correspondence

(15) ensure that on the rare occasion where it is not so done, staff answer mail in the language of the addressee and that employees with the necessary capability be encouraged to originate correspondence in the language used by addressees;

Signs and Telephone Listings

(16) (a) ensure that, by June 30, 1977, all remaining unilingual signs, notices, building directories and other like written or visual items at headquarters and in offices in the regions are bilingual and respect the equality of status of the two official languages;

(b) take immediate steps, where necessary, to ensure that, with their next issuance, telephone directories in centres where the Department offers service have listings of equal quality and contain the same information in both official languages;

Forms, Calling Cards and Rubber Stamps

(17) (a) render bilingual all remaining unilingual forms used in communication with its public by August 31, 1977, preferably in a recto verso format, to avoid any problems of distribution and language precedence;

(b) ensure that all its forms which are issued in separate English and French versions appear simultaneously in both official languages;

(c) ensure, by June 30, 1977, that the calling cards of staff are bilingual and that its rubber stamps have equivalent wording in both official languages, preferably with the international dating system being used on date stamps;

Information Services

(18) (a) render bilingual all remaining unilingual publications intended for its public by August 31, 1977, preferably in a recto verso format, to avoid any problems of distribution and language precedence;

*For example: "One moment, please" or "Un instant, s'il vous plaît".

(b) encourage publication in a bilingual format and ensure that publications issued in separate English and French versions appear simultaneously in both official languages;

(c) indicate, in the other official language, in the unilingual versions described in (b), the existence of identical versions in the other official language, and where they may be obtained;

(d) ensure, in the case of publications printed separately in the two official languages, that recipients receive the appropriate edition and, where necessary (Canadian embassies and consulates, for example), both versions simultaneously;

(e) ensure that henceforth its choice of communications media enables the Department, in fact, to provide service to the country's two official language groups; this necessitates, among other things, the use of weekly newspapers in provinces or areas where daily newspapers are published in one of the official languages only;

Services Provided Under Ministerial Appointment

(19) (a) propose to the Minister that, when the recipients will or may possibly be members of both official language groups, a clause be included in instruments appointing conciliation commissioners, members of conciliation boards, mediators, members of Industrial Inquiry Commissions, arbitrators or chairmen of arbitration boards, requiring that their reports, orders or decisions, as the case may be, be in both official languages;

(b) propose to the Minister that when he transmits a report to parties to a dispute and, as the case may be, to the public, that it be transmitted simultaneously in both English and French when the recipients are members of both official language groups;

LANGUAGE OF INTERNAL COMMUNICATIONS

Use of Both Official Languages Within the Department

(20) achieve institutional bilingualism throughout headquarters, at the earliest possible date, by providing all components with sufficient staff capable of actively offering service, both verbally and in writing, to employees of the Department at headquarters and in offices in the regions, in both official languages;

(21) ensure that internal communications such as directives, memoranda and notices, including those to be posted on notice boards, that are intended for or are likely to be read by English- and French-speaking employees, are henceforth issued simultaneously in both official languages;

(22) develop and carry out a programme to introduce French as a language of work:

(a) by examining the possibility of establishing administrative units in all components at headquarters in which employees would have the opportunity to work regularly and primarily in French;

(b) by considering the possibility of increasing the number of positions at headquarters that require a knowledge of French only;

(c) by encouraging employees to extend the functional use of French in oral and written internal communication, especially at meetings, seminars and conferences and in the drafting of reports and other documents;

(d) by actively and periodically identifying and eliminating obstacles that impede the use of either official language in the work environment;

(23) comply with its own policy statement on the official languages, requiring that, as a general rule, employees be able to work in the official language of their choice;

Work Instruments

(24) (a) undertake a review of all departmental manuals, verifying the language(s) in which they are available, and establish a list of priorities and target dates based, inter alia, on frequency of use, which will ensure that all manuals and their amendments are available in both official languages by December 31, 1977;

(b) ensure that new departmental manuals and amendments are issued in both official languages simultaneously;

(c) approach firms that provide manuals which are used by departmental employees, with a view to obtaining them in both English and French;

(25) (a) render bilingual all remaining unilingual internal forms, bulletins, circulars, directives, guidelines, publications, etc., preferably in a recto verso format, to avoid any problems of distribution and language precedence, so that all are available in both official languages by June 30, 1977;

(b) ensure that all such items are henceforth available in both official languages simultaneously;

Auxiliary Services

(26) ensure that all auxiliary services such as personnel, administrative, financial and library services, are equally available to employees at all times in both official languages;

(27) (a) ensure that all job descriptions are available in both official languages by June 30, 1977, and that any produced in the future are available in English and French simultaneously;

(b) determine the official language in which employees wish their performance review and employee evaluation reports prepared and, if necessary, discussed, and ensure that supervisors comply with these wishes;

(28) increase the amount of material in French at the headquarters library, so as to enable employees of the Department to carry out research and other projects on the same range of subjects in French, as in English:

(a) by keeping abreast of current bibliographical material in both official languages and by circulating such information to employees;

(b) by maintaining regular contacts with publishers, suppliers and libraries which can provide advice and assistance;

(c) by regularly requesting staff to recommend books, periodicals and other material in French and acting upon their suggestions;

CONSULTATION

(29) maintain close liaison and consultation with its employees' unions and staff associations in those cases where the implementation of the preceding recommendations requires it;

JOB SECURITY AND PROMOTION

(30) ensure that, in implementing the recommendations listed in this report, the job security or career opportunities of its personnel are not jeopardized;

HANDLING OF COMPLAINTS

(31) deal with complaints taken up with the Department by the Commissioner of Official Languages in his role as ombudsman and take corrective action in the shortest possible time, and this notwithstanding any action taken by the Department with respect to the recommendations contained in this report or for any other purpose, and regardless of any target dates specified in these recommendations.

TRANSLATION BUREAU

SPECIAL STUDY

During 1976 the Office of the Commissioner undertook a special study of the Bureau for Translations to determine whether the Bureau was extending all the assistance it could to its client departments and agencies towards enabling them to comply with the requirements of the Official Languages Act. With that purpose in mind, between April and September, a team interviewed some 50 members of the Bureau's senior, middle and junior management in Ottawa and in representative regional locations, and obtained and examined documentary information on the Bureau's organization, operations, and its assigned responsibilities. Throughout the study the team scrutinized and evaluated the Bureau's perceptions of its role and its actions in pursuit of its mandate.

Two important factors were taken into account during the course of the study, firstly, that the Bureau was in the throes of major organizational changes at the time, as a result of which certain units were not fully operational, and secondly, that it was having to assimilate an almost 50% increase in staff that occurred in 1975, made up largely of inexperienced translators. Both of these events had an adverse effect on the Bureau's performance though the benefits expected from them would, in the Bureau's opinion, be felt in two or three years.

The study findings show that five major obstacles tend to reduce the Bureau's ability to aid its clients in complying as fully as possible with the Official Languages Act by means of translation and interpreter services. The first of these is the sheer volume of the Bureau's workload, which has increased enormously since the introduction of the Official Languages Act. Another is the often distant relationship between the Bureau and its clients as a result of which clients do not appear to understand the nature and requirements of interpreter services and the translation process and

thus do not co-operate sufficiently to ensure good quality work and to prevent avoidable delays. Again, the generally inadequate supply of qualified manpower is a serious drawback to the Bureau's ability to operate at that maximum level of productivity that would enable it to fulfil all legitimate requests for interpreter service, translation and terminology within a reasonable period of time and at a satisfactory level of quality. The fourth, related to the lack of qualified manpower and the recent massive intake of inexperienced staff, is that the output of some of the Bureau's services does not meet acceptable standards of quality, although in some cases this is a result of lack of co-operation on the part of clients as well as the submission of poor quality texts for translation. The fifth factor is the unavailability of terminology in French in certain fields.

The Bureau, to its credit, is very much aware of most of its major problems and in contrast to its not too distant past, is now taking the initiative in attempting to provide its clients with the best possible translation, terminology and interpreter service by systematically and energetically attacking the problems preventing achievement of that objective. Consequently it has introduced a number of measures to improve services and has plans to introduce (or is currently studying) others. A campaign called "Operation Customer" is currently under way to identify more closely clients' needs for the Bureau's services and to explain to clients the Bureau's own mode of operation and needs. The establishment of a school for interpreters, of various training programmes for its staff, of a unit engaged in computer translation, and of a Language Quality Division are other examples of steps taken by the Bureau to increase the volume and quality of its output. The purchase of the Terminology Bank from the University of Montreal enables the Bureau to establish terminology services for the benefit not only of its own translators and interpreters but of its clients too.

There is still work to be done if the Bureau is to come to grips fully with its responsibilities in standardizing and disseminating terminology within the Public Service.

The significant role played by the Bureau in enabling federal institutions to fulfil the requirements of the Official Languages Act must be recognized; even today, the Bureau is, in many cases, almost the sole means whereby such institutions can make their written material and verbal communication available in both official languages.

The Bureau is now making a concerted in-depth effort to overcome past inadequacies and provide good quality services which meet the real needs of its clients. The Commissioner recognizes the Bureau's numerous projects and plans for improving and expanding its services and the appreciable progress that has already been made in introducing a large

number of them, and wishes to encourage the Bureau in its efforts in areas of mutual interest by recommending that the Bureau:

Co-operation of Departments and Agencies

(1) continue its attempts to determine federal institutions' needs for translation, interpreter services and terminology, and take all necessary action in the shortest possible time to ensure that those needs are met in a satisfactory and prompt manner;

(2) continue its efforts towards better relations with its clients and draw up an in-depth plan to attain this objective. This plan should take into account at least the findings of this report and the results of the Bureau's seminar on "Operation Customer". Through this programme the Bureau should explain interpreter services and translation procedures to federal departments and agencies and solicit their co-operation so that problems encountered by the Bureau can be minimized, thus enabling it to make the best use of its resources in aiding its clients even more to comply with the OLA. The programme should deal at least with the following points:

(i) the designation of an employee by each department or agency, at a level sufficiently high so as to be effective, to co-ordinate all his or her organization's requests for translation, interpreter services and terminology. This designated employee's responsibility should extend to keeping a list of all requests for Bureau services so as to avoid duplication, establishing priorities amongst requests whether for translation, terminology or interpreter services, ensuring that relevant documentation is forwarded to the Bureau with requests for translation or interpreter services, making sure that the texts submitted for translation are not poorly written and unclear, tracing, where necessary, authors of texts submitted for translation and staff requiring interpreter services, and advising departmental or agency staff of the necessity for submitting advance drafts of texts requiring terminology research;

(ii) insistence by the Bureau that, although clients' co-operation is being sought, poorly written or unclear texts received for translation, or texts without relevant documentation, will be returned to the department or agency of origin for corrective action;

(iii) the Bureau should hold information sessions in all departments and agencies with staff involved either in writing material which has to be translated or in arranging meetings, etc., where interpreter services are required, for the purposes of explaining interpreter services and translation procedures and what is required from departments and agencies in order to ensure a smooth, efficient and prompt service;

(iv) the Bureau should indicate actively its willingness to discuss major modifications by departmental or agency staff to texts which it has translated;

(v) where a draft of a text which has been translated by the Bureau is re-submitted for translation because some sections have been revised or altered, the Bureau should ask its clients to indicate which sections require a new translation;

(vi) in order to plan its work more effectively, the Bureau should seek the co-operation of its clients in obtaining accurate forecasts of long- and short-term demand for translation, interpreter services or terminology services;

(vii) the Bureau should seek the co-operation of its clients in making available their library facilities, reference materials, particularly reference materials in French, manuals, library acquisition lists and similar material to Bureau translators and interpreters providing services for them;

(viii) when the Bureau is criticized for the quality of translations which have not, in fact, been undertaken by the Bureau (or its free-lancers), the Bureau should contact the departments or agencies involved and ask them why such texts were not submitted to the Bureau for translation and suggest that, in order to exercise control over the quality of translation, the Bureau's services be used in the future;

(ix) the Bureau should ask departments or agencies preparing specialized glossaries, lexicons or similar material to collaborate with it for the purpose of terminological acceptability and standardization and to avoid duplication of effort and cost;

(x) in order to reduce its workload, the Bureau should seek to eliminate the translation of consultants' reports and similar material commissioned by departments or agencies and required for the use of members of both official language groups, by asking its clients to see that, where possible, the consultants provide such material in both official languages to the satisfaction of the department or agency concerned;

(xi) in order to avoid the wasteful commitment of its resources, the Bureau should ask its clients to indicate, at the inception of a request for translation, the end use for which translated material is required so that the Bureau can determine whether a mere summary or rough, rather than a polished, translation is required;

(xii) the Bureau should ask clients to specify clearly those conditions and aspects of their need for interpreter services that the Bureau has to know in order to match, as closely as possible, interpreter resources with the specific needs of clients and avoid, to the extent feasible, the waste of interpreters' time. Furthermore, the Bureau should insist on obtaining well in advance relevant background documentation and copies of speeches to be read at meetings for which interpreter services are provided so as to allow interpreters adequate preparation time. Clients should be informed that requests for interpreter services must be submitted by each client's designated employee who should contact the Bureau as early as possible before the dates for meetings and similar events are fixed and ensure that, as far as possible, demands for interpreter services are spread evenly throughout the year and different meetings are not held simultaneously unless absolutely necessary;

(3) in order to achieve maximum co-ordination and impact, establish contact with units responsible specifically for the implementation of the OLA in departments or agencies, wherever the latter have set up such units;

Manpower and Training

(4) continue to do everything possible to obtain the qualified manpower it lacks, on a full-time, part-time or free-lance basis, particularly specialist translators, French-to-English translators, and, for regions outside Quebec, English-to-French translators;

(5) pursue on a regular basis its discussions with universities:

(a) with a view to modifying the course content of those universities which already offer acceptable courses in translation so as to produce more capable translators;

(b) in order to interest universities in making more facilities available for French-to-English translators who are in very short supply;

(6) in order to reduce the high rate of turnover of secretarial staff and the adverse effect this has on its output, to continue discussions with Treasury Board for the purpose of creating a special group of dictaphone typists, thus, with greater specialization and commensurate salaries, attracting staff who will remain longer with the Bureau;

(7) continue to explore the possibilities of introducing more flexibility in its manpower structure, with particular emphasis on the "Y career";

Quality of Services

(8) continue to take all necessary action required to control the quality of its translation and interpreter services;

(9) take whatever action is necessary to control the quality of services provided by free-lancers which it engages;

Terminology

(10) with the aid of the Terminology Bank :

(a) continue to produce specialized lexicons, glossaries and similar material in as many fields as possible and distribute such material throughout the Bureau (including regional offices), to free-lancers working for the Bureau and to departments and agencies working in various fields, in order to improve the quality of language and the standardization of terms used and to enable public servants to work in their preferred official language;

(b) produce, in co-operation with federal institutions and, if possible, the central agencies, easy-to-use, convenient work-related vocabularies directed towards public servants learning or attempting to retain their second official language;

(11) ensure that the free-lance interpreters and translators which it hires have access to the services of the Bureau's Terminology Bank;

(12) explain in detail to all its permanent staff and free-lancers, the service and benefits to be obtained from the installation of the Terminology Bank, so as to encourage both groups to use it as a matter of course, thus enabling them to increase their translation output and interpreter effectiveness;

Standardization

(13) in order to improve the quality and consistency of terminology used within the Public Service, continue to take the initiative in standardizing terminology in consultation with federal institutions, by introducing an adequate standardization programme within a reasonable time frame;

Internal Bureau Communication

(14) in order to facilitate the work of its staff and enhance its overall operational effectiveness :

(a) continue its efforts to institute a coherent information programme for the purpose of improving communication throughout the whole Bureau, so that

permanent staff members (including those in the regions) and free-lancers are aware of all the Bureau's activities pertinent to the performance of their tasks;

(b) continue to explain clearly to its staff and to its free-lancers the reason for, the operation of, and the results expected to be derived from, all measures it is introducing or will introduce in the future, designed to improve performance;

External Contacts

(15) establish a regular system for liaison with organizations, both within and external to the federal government, active in fields related to its own work, so as to be aware at all times of work being undertaken and of progress made elsewhere in its areas of interest;

Relationship between the Bureau and the Secretary of State Department's Central Services

(16) continue discussions with the Secretary of State Department with the object of removing or improving those features or elements of the relationship between the Bureau and the Department which prevent the Bureau from making its maximum contribution to implementation of the OLA by other departments and agencies;

Other Factors Affecting the Bureau's Potential Output

(17) with a view to concentrating its resources more fully on its essential role :

(a) cease to perform tasks unrelated to the provision of translation, terminology or interpreter services (such as final proof-reading or typing) except where provided for in the Regulations or in other very exceptional cases;

(b) notify its clients of its intention to discontinue performing such tasks, and request them to take such alternative administrative measures as may be necessary;

(18) in order to ensure that employees have access to documentation which they need, find out from the employees themselves what problems, if any, they have as to the adequacy and ready availability of the documentation they require to carry out their duties and, where necessary, take appropriate corrective action;

(19) to ensure that, as far as possible, its system of production quotas are such that they enable the Bureau to make its maximum contribution to implementation of the OLA by its clients;

(20) make more effective use of its free-lance translators in order to prevent unreasonable delays incurred due to its heavy workload;

(21) as one possible way of reducing the demand for translation and thereby increasing the time available for providing good quality services promptly, enter into discussions with its clients on the feasibility of introducing co-drafting of suitable texts in English and French by departments' or agencies' own staff;

Other Factors Influencing the Bureau's Ability to Aid Departments and Agencies to Comply with the Official Languages Act

(22) as a step towards raising French to equal status with English as a language of work in federal institutions, continue to study on an ongoing basis the use of

computerized translation and proceed as quickly as is feasible with the translation of manuals and work instruments by computer;

(23) so as to ensure that public servants (currently francophones in particular) are not prevented from working in their preferred official language due to a lack of terminology, disseminate terminological information as widely as possible throughout the Public Service;

(24) in order to make public servants of other federal departments and agencies aware of the existence of reliable reference materials in different fields, prepare and make accessible to public servants working in those fields a list (or lists) of relevant documentation, reference texts and similar materials which it uses or of which it is aware, with a view to enriching the quality of language used in departments and agencies.

A Riddle

I gloss you and thumb you like a book,
Reading here and there a familiar line,
And I understand more each time I look
That the poetry is yours, the interpretation mine.

Answer: *The Official Languages Act*

Appendix A

**Special Studies by the Office of the
Commissioner of Official Languages**

Special Studies by the Office of the Commissioner of Official Languages

Study	Launched	Completion Date
Ministers' Offices (Telephone Answering)	21/ 9/70	1970-71
Air Canada—Ottawa	9/10/70	1970-71
Ministry of Transport—Ottawa	13/10/70	1970-71
Ministry of Transport—Toronto	18/12/70	1970-71
National Museums of Canada	4/ 2/71	1970-71
National Capital Commission	5/ 2/71	1970-71
Royal Canadian Mounted Police	9/ 2/71	1971-72
Dominion Bureau of Statistics	17/ 2/71	1971-72
Department of National Defence—Canadian Forces Base—Uplands	18/ 2/71	1971-72
Department of Public Works—Ottawa	8/ 3/71	1971-72
Department of Manpower and Immigration—Montreal	15/ 3/71	1971-72
Department of Public Works—Winnipeg	22/ 4/71	1971-72
Department of Manpower and Immigration—Winnipeg	22/ 4/71	1971-72
Eldorado Nuclear Limited	27/ 4/71	1971-72
Central Mortgage and Housing Corporation	27/ 4/71	1971-72
Atomic Energy of Canada Limited	27/ 4/71	1971-72
Department of Communications	27/ 4/71	1971-72
National Research Council of Canada	27/ 4/71	1971-72
Department of Agriculture	27/ 4/71	1971-72
Canadian Broadcasting Corporation	27/ 4/71	1971-72
Department of Energy, Mines and Resources	27/ 4/71	1971-72
Department of Manpower and Immigration—Ottawa-Hull	2/ 5/71	1971-72
Department of External Affairs	12/ 5/71	1971-72
Department of Industry, Trade and Commerce	12/ 5/71	1971-72
Department of Manpower and Immigration	12/ 5/71	1971-72
Department of Indian Affairs and Northern Development (National and Historic Parks)	21/ 5/71	1971-72
Central Mortgage and Housing Corporation	26/ 6/71	1971-72
Air Canada—London and Paris	9/ 8/71	1971-72
Farm Credit Corporation	21/ 9/71	1971-72
Air Canada	19/12/71	1971-72
Department of the Environment (Atmospheric Environment Service)	12/ 1/71	1971-72
Department of National Revenue (Customs and Excise)	17/12/71	1972-73
Statistics Canada—1976 Census	27/ 3/72	1972-73
Canadian National Railways	30/ 3/72	1972-73
Office of the Chief Electoral Officer	21/ 4/72	1972-73

Study	Launched	Completion Date
Department of Indian Affairs and Northern Development (Canals)	15/ 5/72	1972-73
Department of National Revenue	12/ 6/72	1972-73
Post Office Department	12/ 6/72	1972-73
Unemployment Insurance Commission	12/ 6/72	1972-73
Department of Agriculture	12/ 6/72	1972-73
Department of the Environment	12/ 6/72	1972-73
Department of National Health and Welfare	12/ 6/72	1972-73
Department of Manpower and Immigration	13/ 6/72	1972-73
Air Canada	13/ 6/72	1972-73
Canadian National Railways	14/ 6/72	1972-73
Department of the Secretary of State—Translation Bureau	19/ 6/72	1972-73
Department of National Revenue (Taxation)	28/ 6/72	1972-73
Department of National Health and Welfare (Welfare Component)	25/10/72	1972-73
Post Office Department	27/10/72	1972-73
National Library	23/11/72	1972-73
National Arts Centre	6/12/72	1972-73
Treasury Board Secretariat	26/ 1/73	1972-73
Unemployment Insurance Commission	11/12/73	1973
Public Service Commission	3/ 3/73	1974
Department of Public Works	23/ 8/73	1974
Ministry of Transport—Canadian Air Transportation Administration	27/ 9/73	1974
Canadian Transport Commission	2/11/72	1974
Royal Canadian Mounted Police	26/11/73	1974
Department of National Health and Welfare (Health Component)	7/ 2/74	1974
National Energy Board	21/ 2/74	1974
St. Lawrence Seaway Authority	2/ 5/74	1975
Department of Consumer and Corporate Affairs	13/ 6/74	1975
Language Use Survey (preparatory phase)	11/ 7/74	1974
Canadian Broadcasting Corporation	12/ 7/74	1975
Department of Agriculture	14/ 8/74	1976
Department of Industry, Trade and Commerce	14/ 8/74	1975
Canadian International Development Agency	1/11/74	1975
Ministry of State for Science and Technology	17/ 3/75	1975
Language Use Survey (proper)	11/ 7/74	1975
Department of Communications	17/10/74	1976
Department of Justice	20/11/75	1976
Department of Labour	4/ 2/76	1976

Study	Launched	Completion Date
Secretary of State (Translation Bureau)	5/ 3/76	1976
Canada Labour Relations Board	25/ 5/76	1976
Air Canada—Headquarters and Eastern Region	4/ 6/76	1976
Canadian National Railways (Railway Operations, St. Lawrence Region)	9/ 6/76	1976
Department of National Defence	26/ 1/76	1977

Appendix B
Statistics on Complaints

Table 1. Files Opened, Closed and Still Active

	1970-75 (69 months)	1976	Total
Opened	4,430	924	5,354
Closed	3,981	967*	4,948
Still active on January 1, 1977			406**

*Includes 584 of the 924 files opened in 1976 and 383 files opened previously.

**Includes 340 of the 924 files opened in 1976 and 66 files opened previously.

Table 2. Files Opened in 1976

Complaints concerning specific federal institutions	773	(84%)*
Complaints not concerning specific federal institutions	151	(16%)
	924	(100%)

*Rounded percentages in this and subsequent tables.

Table 3. Language of Complainants

	1970-75 (69 months)		1976	
French	3,556	(80%)	768	(83%)
English	874	(20%)	156	(17%)
	4,430	(100%)	924	(100%)

Table 4. Methods of Submitting Complaints

	1970-75 (69 months)		1976	
By letter	3,320	(75%)	505	(54%)
By telephone	793	(18%)	277	(30%)
In person	100	(2%)	44	(5%)
By referral	112	(3%)	34	(4%)
Other means (telegram, newspaper, note and so forth)	105	(2%)	64	(7%)
	4,430	(100%)	924	(100%)

Table 5. Origin of Complaints

	1970-75 (69 months)		1976		Total	
Newfoundland	9	(0.2%)	4	(0.4%)	13	(0.1%)
Prince Edward Island	20	(0.5%)	2	(0.2%)	22	(0.4%)
Nova Scotia	73	(1.7%)	3	(0.3%)	76	(1.4%)
New Brunswick	188	(4.2%)	51	(5.6%)	239	(4.5%)
Quebec	1,227	(27.7%)	321	(34.7%)	1,548	(29.0%)
Ontario	2,072	(46.8%)	480	(52.0%)	2,552	(47.7%)
Manitoba	279	(6.3%)	6	(0.7%)	285	(5.3%)
Saskatchewan	139	(3.1%)	13	(1.4%)	152	(2.9%)
Alberta	282	(6.4%)	20	(2.2%)	302	(5.7%)
British Columbia	105	(2.3%)	20	(2.1%)	125	(2.3%)
Yukon and Northwest Territories	5	(0.1%)	1	(0.1%)	6	(0.1%)
Other countries	31	(0.7%)	3	(0.3%)	34	(0.6%)
	4,430	(100.0%)	924	(100.0%)	5,354	(100.0%)

Table 6. Nature of Complaints Concerning Specific Federal Institutions—1976

Language of Service	566	(73%)
Language of Work	164	(21%)
Other	43*	(6%)
	773	(100%)

*Complaints not formally investigated under the Official Languages Act.

Table 7. Federal Institutions Cited in Complaints

	1970-75 (69 months)	1976	Total
Advisory Council on the Status of Woman	0	1	1
Agriculture	47	18	65
Air Canada	289	82	371
Anti-Inflation Board	0	6	6
Atomic Energy of Canada Ltd.	6	3	9
Auditor General	5	4	9
Bank of Canada	8	6	14
Bilingual Districts Advisory Board	0	1	1
Canada Council	5	2	7
Canadian Broadcasting Corporation	274	29	303
Canadian Consumer Council	1	0	1
Canadian Development Corporation	0	2	2
Canadian Film Development Corporation	1	0	1
Canadian Government Photo Centre	1	0	1
Canadian International Development Agency	16	2	18
Canadian Livestock Feed Board	1	0	1
Canadian National Railways	212	36	248
Canadian Overseas Telecommunications Corporation	1	0	1
Canadian Pension Commission	4	0	4
Canadian Radio-Television and Telecommunications Commission	12	9	21
Canadian Transport Commission	6	3	9
Canadian Wheat Board	3	0	3
Central Mortgage and Housing Corporation	21	2	23
Chief Electoral Officer	35	4	39
Commissioner of Official Languages	6	0	6
Communications	41	9	50
Company of Young Canadians	1	0	1
Consumer and Corporate Affairs	28	4	32
Crown Assets Disposal Corporation	5	1	6
Defence Construction (1951) Ltd.	3	0	3
Economic Council of Canada	2	0	2
Energy, Mines and Resources	32	11	43
Energy Supplies Allocation Board	1	0	1
Environment	83	16	99
External Affairs	55	10	65
Export Development Corporation	0	2	2
Farm Credit Corporation	2	0	2
Federal Court	3	2	5
Federal Business Development Bank	1	1	2
Federal Electoral Boundaries Commission for Ontario	3	0	3
Finance	7	0	7
Food Prices Review Board	3	0	3
Governor General	3	0	3
Indian Affairs and Northern Development	69	15	84

Table 7. Federal Institutions Cited in Complaints

	1970-75 (69 months)	1976	Total
Industry, Trade and Commerce	30	2	32
Information Canada	43	1	44
Insurance (Department of)	3	0	3
International Development Research Centre	0	1	1
International Joint Commission	0	1	1
Joint Parliamentary Committee on the Constitution	2	0	2
Justice	13	7	20
Labour	17	6	23
Library of Parliament	2	0	2
Manpower and Immigration	293	24	317
Medical Research Council	1	1	2
Metric Commission	4	0	4
Ministers' Offices	1	0	1
National Arts Centre	18	12	30
National Capital Commission	56	12	68
National Defence	184	26	210
National Energy Board	0	3	3
National Film Board	14	7	21
National Harbours Board	5	1	6
National Health and Welfare	83	14	97
National Library	12	2	14
National Museums	42	13	55
National Research Council of Canada	29	4	33
National Revenue-Customs and Excise	103	24	127
National Revenue-Taxation	114	18	132
Northern Canada Power Commission	2	0	2
Northern Transportation Co. Ltd.	2	0	2
Northwest Territorial Government	1	0	1
Office of the Prime Minister (PMO)	1	0	1
Olympic Coins 1976	1	13	14
Parliament	54	5	59
Polymer (Polysar)	2	0	2
Post Office	326	82	408
Privy Council Office	3	1	4
Public Archives	10	3	13
Public Service Commission	176	33	209
Public Works	60	16	76
Regional Economic Expansion	20	1	21
Royal Canadian Mint	5	2	7
St. Lawrence Seaway Authority	3	1	4
Science Council of Canada	5	1	6
Science and Technology	2	0	2
Seaway International Bridge Corporation Limited	1	0	1
Secretary of State	99	19	118
Solicitor General	4	0	4
(1) Royal Canadian Mounted Police	71	9	80

Table 7. Federal Institutions Cited in Complaints

	1970-75 (69 months)	1976	Total
(2) Canadian Penitentiary Service	24	3	27
(3) National Parole Board	12	5	17
Standards Council of Canada	0	1	1
Statistics Canada	109	26	135
Supply and Services	73	25	98
Supreme Court of Canada	3	0	3
Tax Review Board	3	0	3
Transport	166	38	204
Treasury Board	31	8	39
Unemployment Insurance Commission	89	16	105
Urban Affairs	6	5	11
Veterans Affairs	22	0	22
Yukon Territorial Government	2	0	2
	<u>3,753</u>	<u>773</u>	<u>4,526</u>

Table 8. Complaints not Concerning Specific Federal Institutions – 1976

Foreign governments	0
Members of Parliament	2
Municipal governments	5
Private enterprise	95
Provincial governments	29
Public service unions and associations	10
Telephone companies	<u>10</u>
	<u>151</u>

Appendix C
Language Instruction for Schoolchildren

Table 1. Minority Language* Enrolment as Second Language, Elementary Level, 1970-71, 1976-77

	School Enrolment	Minority Language as Second Language Enrolment	%**	% of Instruction Time Devoted to Second Language
Newfoundland				
1976-77	92,466	33,375	36.2	5.9
1970-71	102,319	21,835	21.4	4.9
Prince Edward Island				
1976-77	14,072	7,085	52.5	5.9
1970-71	17,317	3,561	21.2	7.9
Nova Scotia				
1976-77	107,049	27,989	27.0	5.7
1970-71	126,718	12,642	10.4	7.2
New Brunswick				
1976-77	78,484	31,040	63.0	5.8
1970-71	95,178	37,305	61.5	7.5
Ontario				
1976-77	1,360,163	640,517	50.3	8.1
1970-71	1,465,488	526,538	38.2	6.7
Manitoba				
1976-77	122,735	44,221	37.9	5.8
1970-71	136,295	42,655	32.9	4.8
Saskatchewan				
1976-77	112,828	5,229	4.7	8.1
1970-71	134,238	6,950	5.2	8.3
Alberta				
1976-77	221,801	58,040	26.6	6.1
1970-71	226,323	58,235	25.7	5.7
British Columbia				
1976-77	318,460	63,795	20.1	5.1
1970-71	327,794	18,558	5.7	5.0
Total (9 provinces)				
1976-77	2,427,434	911,291	39.7	7.4
1970-71	2,631,670	728,279	29.1	6.5
Quebec				
1976-77	747,301	231,870	37.0	10.0
1970-71	1,006,941	348,367	41.1	9.0

Source: Statistics Canada. Figures for 1976-77 are preliminary estimates drawn from information provided by provincial departments of Education.

*Minority Language is English in Quebec and French in all other provinces.

**Percentage figures are based on the number of the students in the province excluding those who are being instructed in the minority language.

Percentages indicate for each of the years 1970-71 and 1976-77 the degree of participation in learning of the second language and do not measure changes in participation over the seven years. This explains why the seven-year rise in enrolment in French as a second language is actually 25.1% at the elementary level for the nine provinces rather than the 10% column 3 seems to indicate.

Table 2. Minority Language* Enrolment as Second Language, Secondary Level, 1970-71, 1976-77

	School Enrolment	Minority Language as Second Language Enrolment	%**	% of Instruction Time Devoted to Second Language
Newfoundland				
1976-77	64,860	33,821	52.2	12.5
1970-71	59,318	37,895	63.9	9.8
Prince Edward Island				
1976-77	13,510	9,072	69.2	11.1
1970-71	13,305	10,794	83.0	10.4
Nova Scotia				
1976-77	94,223	59,415	64.6	12.1
1970-71	88,179	59,955	70.0	13.4
New Brunswick				
1976-77	82,395	39,886	71.9	13.1
1970-71	80,734	42,708	78.2	11.7
Ontario				
1976-77	613,048	199,367	34.3	13.0
1970-71	556,913	252,496	47.5	13.1
Manitoba				
1976-77	109,951	45,486	42.9	11.1
1970-71	110,028	58,389	55.3	10.4
Saskatchewan				
1976-77	104,131	51,456	49.6	10.9
1970-71	113,094	77,928	69.0	10.0
Alberta				
1976-77	219,269	62,560	28.9	8.3
1970-71	197,599	80,607	40.8	10.5
British Columbia				
1976-77	222,330	89,000	40.0	12.4
1970-71	190,249	127,293	66.9	10.2
Total (9 provinces)				
1976-77	1,522,418	590,063	40.6	12.0
1970-71	1,409,419	748,065	55.4	11.5
Quebec				
1976-77	647,386	543,222	100.0	16.2
1970-71	640,142	542,026	100.0	14.2

Source: Statistics Canada Figures for 1976-77 are preliminary estimates drawn from information provided by provincial departments of Education.

*Minority Language is English in Quebec and French in all other provinces.

**Percentage figures are based on the number of students in the province excluding those who are being instructed in the minority language.

Percentages indicate for each of the years 1970-71 and 1976-77 the degree of participation in learning of the second language and do not measure changes in participation over the seven years. This explains why the seven-year drop in enrolment in French as a second language is actually 21.1% at the secondary level for the nine provinces rather than the 14.8% column 3 seems to indicate.