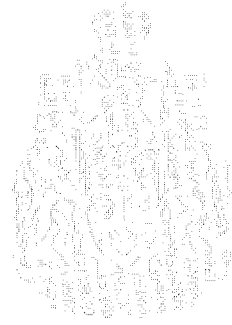


ANNUAL REPORT 1978

Commissioner of Official Languages



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 eighth annual report of the Commissioner of Official Languages covering the calendar year 1978.

Yours respectfully,

A handwritten signature in black ink, appearing to read 'M. F. Yalden', written in a cursive style.

M. F. Yalden

February 1979

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House of Commons,
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Preface

After a little more than a year of rubbing against the rough edges of what we Canadians like to call the “bilingualism problem”, one develops a healthy sense of realism, not to say an abiding scepticism, about the future of language reform.

This is especially so when one contemplates the continuing policy flip flops of which Ottawa is so fond. Or the Ontario Government’s incomprehensible reaction to a perfectly sensible language services bill. Or excessive zeal in the cause of Bill 101. Or the intolerant few who booed the French version of our national anthem in Toronto or our new Governor General’s use of English in Quebec City.

Events like these, when they are not simply cause for a feeling of despair, are an illustration of something we all knew already—that language reform is manifestly not Canada’s favourite indoor sport.

On the other hand, there are a number of encouraging signs as we leave 1978 behind. When Canadians are given half a chance to consider what linguistic justice and equity are all about, they can respond very positively. This I have had a chance to see at first hand across the country over the past year. Yet many people continue to ask, “Why all this language debate? Why do we Canadians have to go on torturing ourselves?”

It is time we realized, I think, that we are not alone in having to deal with this particular difficulty. There are very few countries—even Britain or France, or for that matter the United States—which do not have a language problem. In Europe, in Asia, in Africa, bi- and multilingual countries considerably outnumber unilingual ones, and each of these states is struggling, one way or another, to work out its own linguistic destiny.

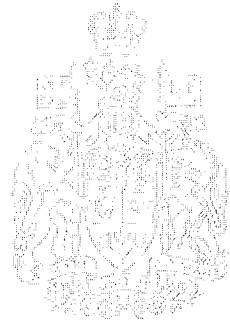
In other words, we Canadians are very far from unique. Beyond that, if we could cool down for a moment, we might well think ourselves fortunate insofar as our "problem" results from the inheritance of two major international languages which are eminently useful in many corners of the world. And we might even see that we have learned a good deal these past few years about how to cope more adequately with the frictions that a two-language situation inevitably entails.

There is nothing naïve about this. On the contrary, the naïveté lies with those who suggest that bilingualism—as they understand it—has failed, because they themselves had set unrealistic goals and now bemoan the fact that we have not achieved them.

Only the wildest optimist could have thought that language reform was something to accomplish in a year or two, or even in a decade. If coercion had been used, no doubt more would have been done more quickly—but at what cost to the individual? And if a philosophy of persuasion has meant a more difficult and tortuous road, will not the benefits be more lasting in the long run?

However slow our progress, we are moving toward the objective. Now is no time to weaken in our determination or to lose the solidarity of purpose which has been shared by so many people of good will.

M.F.Y.



PARLIAMENT

Centre Stage

The National Perspective

The stalwart few who follow the vagaries of Canada's linguistic climate through the medium of our annual reports will recall that, last year, we dealt at some length with the issue of national unity.

The problem has certainly not disappeared in the interim. Indeed, what was then a newcomer to the stage now has all the earmarks of a major Broadway production. Commissions and committees multiply and studies and counterstudies reproduce themselves in ever increasing numbers. Much as we would like to restrain the flow of paper, the fact is that language remains one of the central actors in the play, as deserving as ever of a critical notice in our yearly chronicle.

From our perspective, the plot may have thickened but it has not changed radically. One crucial aspect of the matter still turns around the contention that language is a divisive rather than a unifying factor in Canadian life. And we are still being told by some observers that we will not be helped toward a more solid national entente by the kind of language reforms for which many Canadians have been working for some considerable time.

How much of this is myth and how much reality? Which are the straw men, to be knocked down for rhetorical effect, and which the important targets toward which we should be aiming? To answer these questions requires that we go back to basics—to distinctions between the *Official Languages Act*, the Federal Government's official languages policy, and that awful bugbear "bilingualism".

Language and the Unity Debate: Cat's Cradle

As the word is properly used, "bilingual" usually refers to individuals who live at least a part of their lives in two languages. In this basic sense it is meaningless to announce that bilingualism has failed. Moreover, to the best of our knowledge, it has never been anyone's serious intention to generalize the phenomenon of individual bilingualism from coast to coast. This is either the result of overstatement or an alibi for opponents of real language reform.

In what sense, then, is Canada bilingual? The answer is straightforward enough: ours is a country that recognizes two official languages for the purpose of communicating in and with its federal institutions. In a nutshell, the meaning of the *Official Languages Act* is that French-speaking as well as English-speaking taxpayers have a right to deal with their national government in *their own* official language, not someone else's. Show us one private citizen who has been *forced* by the Federal Government to become bilingual and we will show you a contravention of the Act.

In the same vein, the new vogue for promoting territorial unilingualism is for the most part a restatement of the fact, recognized by the B and B Commission more than a decade ago, that Canada comprises two main linguistic groups each with its own distinctive heartland. For mercy's sake, let us keep a sense of perspective and not imagine that reformulations of the obvious are adding to our collective wisdom. However we choose to call

it, the important consideration remains the measure of mutual respect that prevails between our two main linguistic groups. But bear in mind that, as in marriage, human relationships can take very different forms, all the way from close harmony to unarmed combat.

The question, then, is not whether bilingualism works or not—like the mountain, it is simply there. What we call Canada was, in the simplest sense, a bilingual country long before it had official languages or federal programmes to promote them. And it is not likely to change. As Premier Blakeney has put it,

Certain facts about Canada are inescapable. For more than 300 years the land that is now Canada has been a land of two languages. It still is. That is the reality of Canada. I say to those Canadians whose normal tongue is French that you cannot favour Canada and oppose English. That is like being in favour of the arm but opposing the elbow. In the same way—I say to English-speaking Canadians—you cannot favour Canada and oppose French.

An accounting of success or failure is therefore not a matter of whether bilingualism is good or bad. It must centre on how well or how poorly the Federal Government has managed its official languages policies.

Language policies

Language policies are an effort to define the structure within which English- and French-speaking Canadians can live together with a minimum of friction and a maximum of tolerance and understanding. In 1978, the general shape of things is familiar enough: a large English-speaking community, a smaller but substantial and resilient French-speaking community, and an important area of overlap. At issue, so to speak, is the area where the two communities rub together and the kinds of linguistic lubricants that will prevent unnecessary chafing. Some would have it that the future lies with limiting the area of overlap to Quebec—on the basis that most Quebecers speak English anyway! This may sound like sweet music in certain parts of the country but it is a very long way from the facts of Canadian life. And if we want “a stable society”, to quote Mr. Stanfield, we must recognize those facts:

. . . Francophone minorities are determined to preserve their language and to achieve conditions in which they can live and work in their own language to the extent this is practical. Accommodations must be reached. They are not likely to be reached if a substantial proportion of Anglophones believe Canada is basically an English-speaking country outside of Quebec, would have remained so if politicians had not stirred up the French, and could be restored to such if only politicians would stop catering to the French.

The Federal Parliament, through the *Official Languages Act* and the 1973 *Official Languages Resolution*, has tried to come to terms with these realities by a series of measures which were both modest and overdue. If these are the provisions that are reputed to be driving some Canadians to distraction, it does not speak well for our notions of neighbourliness. But it is all too easy to be taken in by the violence of some reactions and to forget that what for some is too much and too fast, for others is very little and very late.

No simple solutions The point that needs to be stressed again and again is that there is *no* pat, simplistic escape from the negotiated settlement of language questions in Canada. Language-related programmes have too often been presented to Canadians as quick cure-alls rather than as the slow process of social adjustment they really are. Governments should beware of hucksterism in language planning as everywhere else.

The terms on which two or more languages co-exist within the same frontiers are no doubt complicated but they are essentially those which the communities in question have worked out for themselves. In Canada, we sometimes do ourselves the disservice of imagining that, because language differences can give rise to fiercely partisan arguments, we would be better off without them. One might as well wish that Canada had no winter.

Like other human particularities, language differences are a challenge to the ingenuity and adaptability of the species. They bring out the best in us, as well as sometimes the worst. But there is nothing particularly mysterious or melodramatic about the ways in which language bargains are struck between communities. The Canadian experience coincides with that of many other countries at least to this extent: language differences and distinct language communities persist in the face of repression and against terrible odds. More important, Canada has at last begun to show considerable maturity and flexibility in making its linguistic adjustments. All rhetoric aside, we see no reason why this pragmatic tradition should not continue to grow and serve us well—provided we can keep our heads.

Constitutional Proposals: Alarums and Excursions

In 1978, it was no easier than usual to keep cool amid the linguistic hurly-burly. The national stage has been crowded and turbulent these past twelve months. As governments compete for public attention and applause—each playing to a different gallery and from a separate script—the issue of language rights has been hurried in and out of the spotlight with sometimes bewildering rapidity.

Defining language rights In the Canadian framework, what is generally understood by language rights is the freedom to choose the official language in which one will receive certain government services, educate one's children or—if the worst comes to the worst—be heard before the courts. This seems straightforward enough. Where the issue gets more complicated is in deciding where, how and to whom these rights apply, or if indeed they are rights at all and not merely privileges which may be granted or withdrawn when governments feel so inclined. And as if that were not enough, we must reckon with the fact that language rights are caught up in the politics of national unity and federal-provincial arm-wrestling over the distribution of powers.

This sometimes histrionic climate obscures how much is at stake for the official-language minorities—indeed for all of us—when it comes to defining the language principles we intend to live by. Seen in this context, the Federal Government's proposals are particularly disappointing, for they seem to gaze piously toward new ideals while at the same time keeping a

wary eye on the status quo, rather to the detriment of both. But at least they give us something to shoot at.

The Constitutional Amendment Bill

The publication of *A Time for Action* and the Constitutional Amendment Bill has had the double advantage of providing a focus for the main linguistic issues that have to be resolved and, at the same time, bringing several of the provinces to the point of declaring a position on language rights. Two committees of Parliament—a Committee of the Senate and a Joint Committee of both Houses—have also devoted considerable time to clarifying both the process and the content of constitutional reform. The latter granted us an opportunity last September to present our views on various linguistic aspects of the proposals.

For reasons both of principle and practice, we have urged that it be made clear within the Statement of Aims for the Canadian Confederation that English and French are the *official* languages of Canada and not simply the country's "principal spoken languages" as the Amendment Bill calls them. As such, they should enjoy *equal status, rights and privileges* within the federal domain.

We have also drawn attention to the fact that, while the right to federal services in the official language of one's choice is stated in some detail in the proposed Constitution, the wording is by no means as complete or unambiguous as in the *Official Languages Act*. Without suggesting that the Constitution requires that sort of detail, we feel the total effect is to set up a constitutional text which is parallel to the *Official Languages Act* but none the stronger for its differences.

Importance of clear wording

The concept of entrenching rights in the Constitution evidently entails putting them beyond the easy reach of governments. For that reason, the terms in which they are stated are all important: they have to be such that most of us will be prepared to live with them for some time, with a maximum of respect and a minimum of petty wrangling. One of our strongest criticisms of Bill C-60 has therefore been that the drafting fails to find a balance between the measured proclamation of collective ideals and the fine print of a used-car warranty. Instead of firmly delineating fundamental principles, the Federal Government seems to us to be watering its wine to placate particular interests. This does little to enhance either the intelligibility of its ideals or their chances of being accepted by other levels of government.

Language of reform

The Federal Government's constitutional proposals, as expressed in Bill C-60, are so framed as to allow only members of the official-language minority the choice of language of education and, even then, only if they are citizens. Members of the official-language majority and non-citizens would have no choice but to educate their children in the majority language. In our view, this represents an unfortunate form of discrimination between the minority and the majority and between citizens and landed immigrants. So far as we can judge, moreover, language rights would be the *only* ones assured under the Constitution to apply differently to different collectivities, and not to all individuals¹.

¹ In the Bill as tabled, the individual's right to move freely, own property and gain a livelihood in any province or territory was also subject to a similar condition, but the Joint Committee has recommended that this clause be changed.

To the argument that a right to language of education based on a more individualistic principle would be unacceptable to Quebec, we can only reply that the effect indeed seems to have been to enshrine many of the educational provisions of Bill 101 in the federal proposals. This might or might not prove a triumph for political horse-trading but it hardly seems consistent with reinforcing individual rights and freedoms vis-à-vis the State in the framework of a constitution. Moreover, we cannot but wonder what sort of officially bilingual regime we are aiming at if freedom of choice in the area of education is to be circumscribed to this extent.

A second objection to the language of education provisions is that they too are expressed in terms that are not intelligible to the layman. It may be naïve to suppose that all rights that individuals find worth having can be put in simple words, but we remain convinced that in this case the important considerations can be so expressed. As we have already suggested, there would be much to be said, in a country with two official languages, for a constitutional provision guaranteeing full freedom of choice of language of instruction. However, if a realistic assessment of provincial attitudes and the difficulties of working out any such regime in practice suggest that it is not feasible to go this far at this time, then we would be inclined to opt as a minimum for a plain, unequivocal statement which would give every child the right to be educated in his or her official language, minority and majority, citizen and immigrant alike—and in the case of the linguistically undecided let the chips fall where they may. We have yet to hear convincing arguments to the contrary.

Finally, we have also taken exception to the suggestion that the proposed House of the Federation vote on "measures of special linguistic significances" on the basis of a "double majority". This would entail pre-classifying members according to their first official language or mother tongue and requiring a separate majority in each linguistic camp for passage by the House of the Federation as a whole. Once again, we think this scheme reflects an undue concern with forestalling linguistic treacheries. If additional protection of the linguistic minority is considered desirable, some form of weighted voting could have this effect without starting from a position of linguistic division.

Provincial postures

So much for our own misgivings. It is evident that those entertained by the provinces are considerably more far-reaching. Indeed, we must note with more than a little regret that the message many premiers seem to have delivered to their respective constituencies is that, yes, they care about their official-language minorities, but rarely to the point of enacting measures to improve their lot. This autumn's constitutional discussions have made the point for TV audiences across the country that language rights are something on which few politicians are willing to be pinned down publicly.

Meanwhile, we are faced with a pot-pourri of developments whose significance cannot be easily read.

New Brunswick has continued its progressive proclamation and implementation of its *Official Languages Act* at a measured pace, against a background of Acadian militancy and some talk of polarization.

Quebec sees little point in entrenching language rights in the Constitution; meanwhile Bill 101 is being challenged in the courts on the grounds that it may violate existing constitutional rights.

Ontario, while favoring language rights in principle, has shown a curiously inconsistent attitude towards a modest Private Member's Bill to guarantee certain services in French.

Manitoba continues to juggle the Forest case like a hot potato while otherwise declaring against general constitutional guarantees.

British Columbia has made it clear that it thinks "broad constitutional language guarantees are not appropriate to all of Canada and could lead to a further aggravation of language differences".

Alberta, would accept entrenchment of the broad principles of the *Official Languages Act* but does not share *Saskatchewan's* belief in constitutional guarantees for other language rights.

In short, measures to enlarge the linguistic rights or customary entitlements of the official-language minorities are lost in the dust-cloud surrounding constitutional wheeling and dealing. Unless substantial progress is made at the February 1979 Conference of First Ministers,¹ one cannot hold out much hope that constitutional solutions which provide some real measure of protection for individual language rights are just around the corner.

Language Equality: Pas de deux

Meanwhile, as the debate on the constitution stretches out before us, there is a curious silence in Ottawa about major language reforms which have been hanging fire for years. Can it be that the Government has forgotten its earlier promises, or have the mandarins merely turned their attention for the time being to fresher, more attractive pastures? Whatever the explanation, the consequences of inaction are very serious for language equality, and the problem is therefore worth a closer look.

The Act When Parliament passed the *Official Languages Act* in 1969, with the support of all parties, it intended Section 2 of the Act to be the cornerstone of Canada's new linguistic charter. The fundamental principle of linguistic equality is there enunciated in the following terms:

The English and French languages are the official languages of Canada for all purposes of the Parliament and Government of Canada, and possess and enjoy equality of status and equal rights and privileges as to their use in all the institutions of the Parliament and Government of Canada.

Section 2 forms an integral part of the body of the Act, and Parliament obviously wished it to be more than a pious statement of good intentions. Thus, the basic premises that French and English shall enjoy equal status as *languages of work*, in addition to enjoying equality as *languages in which service is to be provided* to the Canadian public would appear to have been clearly articulated.

¹ At press time, immediately following the Constitutional Conference, the situation still appeared unsettled. Newfoundland, P.E.I., New Brunswick, Ontario and Saskatchewan seemed prepared to accept constitutional guarantees which would include a clause on the language of education, while the other provinces were either reluctant to commit themselves or downright opposed.

Unfortunately, although the Act later sets out the language-of-service concept in detail as it applies in specific locations and circumstances, the complementary concept of language of work is not dealt with elsewhere. Presumably Parliament thought that the principle did not require further elaboration since the rights of the federal employees concerned would be ensured and protected by the competent federal authorities within the Public Service.

The Parliamentary Resolution

However, that did not prove to be the case. Sufficient confusion surrounded the implementation of the concept that Parliament considered it necessary, in June 1973, to pass a formal *Resolution on the Official Languages in the Public Service of Canada*. This Resolution reaffirms the basic principles of the Act, with particular stress on the language of work. It clearly states that "... public servants should, as a general proposition . . . , be able to carry out their duties in the Public Service of Canada in the official language of their choice".

Interpretations of the Courts

Since the Parliamentary Resolution was passed, this issue has received consideration in two well known cases which arose from conflicts between the provisions of Section 2 of the Act and regulatory provisions passed pursuant to other statutes. Until this past year, the usual explanation for the apparent contradiction between the judgement of the Quebec Superior Court in the case of *Joyal et al v. Air Canada* and that of the Federal Court in *Gens de l'Air et al v. The Honourable Otto Lang et al* has been that Justice Marceau of the Federal Court considered Section 2 of the Act to be merely introductory or declaratory in nature (and therefore not giving rise to legally enforceable rights), whereas Chief Justice Deschênes of the Quebec Superior Court thought the opposite.

We need hardly add that we favoured the opinion of Chief Justice Deschênes as to the status Parliament had intended to afford to the cornerstone section of the *Official Languages Act*. Like others, we also hoped that an appeal decision from the higher courts would clarify this issue and resolve the legal dispute.

However, the wheels of justice grind exceedingly slow. *Air Canada* took two years to file its appeal of Chief Justice Deschênes' decision and we now are given to understand that it may not even be heard in 1979. And although the appeal of the January 1977 decision of Justice Marceau was eventually decided by the Federal Court of Appeal last June, the decision unfortunately did not settle the language-of-work issue.

First the good news. In commenting on the meaning and significance of Section 2 in his reasons for judgement of June 1978, Justice Le Dain of the Federal Court was quite unequivocal:

As I read Section 2 it is more than a mere statement of principle or the expression of a general objective or ideal. That it is in relation to the *Official Languages Act* as a whole—the expression of the essential spirit of the Act to which reference is made in other provisions—but it is also the affirmation of the official status of the two languages and the legal right to use French, as well as English, in the institutions of the federal Government.

Justice Le Dain therefore appears to agree with the conclusion of Chief Justice Deschênes that Parliament intended to create enforceable rights on the language-of-work issue.

But now the let down. Justice Le Dain went on to say that, to the extent there is conflict between Section 2 and the provisions of a regulation made pursuant to the *Aeronautics Act*, it could not be assumed that the former had priority, essentially because Parliament had given no indication that it wished the *Official Languages Act* to have precedence over other statutes. The accompanying judgement of Justice Pratte also contained certain reflections on the implications of the official status of the two languages, and their use as languages of work, which taken together with Judge Le Dain's reservations seem to leave the whole matter in doubt.

In other words, one step forward—two back!

We can spare the reader further details. The result of all this is that another year has passed and the debate concerning the status of the two languages continues. Yet their position as languages of work is fundamental to further progress on language reform. We therefore continue to believe that Parliament ought to address itself to this question at the earliest opportunity.

Parliamentary silence

It would appear that the Government shares this view, or at least that it did at one time. The October 1977 Throne Speech made it quite clear that changes were to be made to the *Official Languages Act* which would cover the matter, and we naturally hoped that this statement might presage some activity in 1978. We were understandably disappointed that the House rose in June without any further progress. Inquiries as to the reasons led us to understand that the project might have been put aside, at least temporarily, in favour of the Constitutional Amendment Bill. From our vantage point we confess that this is a surprising turn of events, for as we see it the provisions of the Bill in no way lay to rest the continuing debate on the status of French as a language of work.

Moreover, they would do nothing to clarify the question whether the *Official Languages Act* should have priority in the event of conflict with another statute. Yet Parliament apparently intended that the Act should be regarded as a federal linguistic bill of rights. In the circumstances, would not the best means of putting an end to uncertainty be to borrow the appropriate wording from the Canadian Bill of Rights? An additional clause would then declare, as in the Bill of Rights, that in case of conflict with the provisions of other federal statutes, the Act would prevail, unless Parliament expressly declared that the conflicting statute should have precedence.

If the *Official Languages Act* is to be convincing as a statement of language rights at the federal level, and if the Government is serious about its intention to clarify the language-of-work issue, then it should admit that the primary responsibility for so doing rests with Parliament, not with the courts. And the constitutional debate, important as it is, should not be used as an excuse for legislative inaction in such an important area of language reform.

Canadians and Language: The Eye of the Beholder

If it is difficult for constitutional wheelers and dealers to rise to a broad, national approach to language problems, what can it be like for the public?

Few Canadians can expect to find their way unaided through the labyrinth of the language debate. Most of us get our information—and guidance—at second hand. The key sources are usually the press, radio and television which, for better or worse, function as the eyes and ears of our society.

A great deal has been said about how they could or should help link Canadians from coast to coast, and how they can help bridge the gap between the English- and French-speaking inhabitants of this huge land. Without wishing to rehash familiar praise or criticism, a few observations on the coverage of language issues may be timely.

Much of the news on language nowadays is bleak. It is tempting to conclude that the press or television is at fault because they neglect the brighter side. But if the dominant voices in the debate themselves stress the negative, is it logical to shoot the messenger?

Messengers and
opinion-makers

Of course, our newsmen and editorialists do more than simply serve as messengers. They evidently help form opinion as well, not only by direct comment on issues but by the selection and presentation of their material. In that light, the responsibility to cover language issues from all angles is particularly great. For example, the fact that opponents of language reform may shout louder does not mean they should receive coverage which obscures the quieter voices in favour.

An outlook on the world which is soundly rooted in their own region is something of which Canadians are justly proud. But if regionalism puts its mark on the press or electronic media to the exclusion of other considerations, its effects are much more questionable. In the language field, it is easy to make headlines by catering to misconceptions—let's be honest and say prejudices—which are already prevalent among local readers and viewers. However, the result can be a picture of Canada outside one's regional or linguistic borders which is often very fuzzy and coincides with reality only to a limited degree.

None of this is new, and none of it is our Office's discovery. Indeed, looked at from the press's own perspective, the *Globe and Mail* last July reported as follows on how the English and French press project (or fail to project) their linguistic counterparts:

A month long survey of Quebec's two leading French-language newspapers reveals that news on English Canada is given one of the lowest priorities by Quebec editors and reporters...¹

It went on to contend that although the English press was trying harder (a point on which we are less sanguine), it was nevertheless the habit of English-language newspapers to stress "political news, crime and labour disputes in Quebec to the near exclusion of economic, social and cultural developments."

That the problem is a persistent one is also clear from a recent editorial in *La Presse*, which criticised the failure to provide the public with clear, objective reporting on language issues, and asked: "Who has greater

¹*Globe and Mail*, July—1978. It is interesting to note that *La Presse* has recently announced the opening of a new office in Toronto—all to the good.

responsibility than the media to inform people, to teach them who and what they are, and to put them in touch with one another?"¹

The two solitudes are already enough of a Canadian tradition without reinforcing them through the press or electronic media. This is a familiar theme, however, and one that is all too easy to embroider to no particular purpose. It is considerably more difficult to know what to do about the matter.

Editorial exchange
programme

There are already examples of how the press has worked to provide a national outlook and more effective inter-regional coverage of the news of the day. One of the more promising practices is the Canadian Press exchange programme under which translations of English- and French-language copy is made available to all members of the co-operative. We hardly think, however, that this service justifies the response we received from the Canadian Newspaper Editors Association, in reply to our suggestion that further initiatives be taken in this field, to the effect that everything was for the best in the best of all possible worlds.

On the contrary, we believe that the surface has barely been scratched. There are too few newspapers that actually carry these exchanges or open their pages to editorialists and newsmen from the other language press on a regular basis.

None of this is meant to tell editors or publishers how to run their business. Nor are we so naïve as to believe that more systematic use of a service of this sort would capture readers or take them away from the stock lists, the comics or the sports pages. It is vital, however, to underline that your average Canadian is not likely to approach the language problem from the national perspective if the picture he gets from his daily newspaper is as insular as his own. It is not at all surprising that newspaper coverage in English- and French-speaking Canada should be different from time to time on matters of importance—indeed it would be unhealthy if it were not—but somewhere, somehow, someone should also be letting us know what is going on in the other part of the forest. There, we submit, a great deal remains to be done.

And what of radio and television, particularly the publicly supported network? We recognize that some individual efforts have succeeded brilliantly in explaining one community to the other. We would nonetheless ask, and leave it to others to answer, whether the Corporation is genuinely convinced that it is worthwhile presenting a systematic and thoughtful appreciation of what is involved in a country with two languages and two major linguistic communities. And we leave the same question with the private sector which, commercial or not, is nevertheless exploiting a public resource.

Where emotions are likely to run high—as they are on language questions—even the most considered opinions are apt to be inflammatory. This Office knows better than most how hard it is to find the soft answer that turneth away linguistic wrath. But the effort is worth it, and the continuing good sense of those who speak to language conflicts without undermining the

¹ *La Presse*, January 13, 1979, p. 4. Our translation.

possibility of understanding is all the more important in consequence. In our appeal to the press and the electronic media to do more, we would not wish to pass over the efforts of those who have already done a great deal. We only hope they're catching!

The Big Bilingual Machine

All bureaucracies have their idiosyncracies—none more so than the administrative machine of the official languages programme. The question has always been how to squeeze the last ounce of practical improvement from an instrument which seems more prolific in producing problems than solutions.

Last year, the Treasury Board Secretariat and the Public Service Commission set out to increase institutional flexibility and accountability by having each department and agency carry out its own exercise of language planning. Even if some of us suspected that this decentralizing of responsibility might prove more symbolic than real, it was impossible not to have some hope for the outcome.

Departments and agencies subsequently took a look at themselves and, with varying modesty or realism, told us what they saw. On the basis of the results so far published, it can be said that detailed planning, however useful as a form of consciousness-raising, does not always demonstrate a commitment to change. Indeed, it may on occasion have a negative effect insofar as it substitutes the word for the deed, the wish for the accomplishment.

Government Policies: The Mountain and the Mouse

As a prelude to last year's call for greater flexibility and accountability, the Government reaffirmed its official languages policy in *A National Understanding*. Of particular interest was its intention to achieve a better balance "between 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".

In the perspective of this year's events, we must wonder, first, whether this shift of emphasis is part of a conscious strategy and, second, whether Government is prepared to live up to it when the going gets rough. If budgetary cutbacks are anything to go by, the most striking thing is not a coherent pattern but the lack of it.

The tendency to flip-flop financially is an altogether too familiar reflection of the persistent managerial buck-passing that has marked the official languages programme from the start. Like their predecessors, the administrative changes precipitated by last year's revised policies have been productive in opportunities for bureaucratic busywork. Unfortunately, however, the number and nature of complaints received by our Office fail to reflect any dramatic improvement in linguistic performance. On the contrary, the tune has a distressing sameness, rather like a needle that has stuck in its groove.

The fact is that there are limits to what can be accomplished by more planning, perhaps because the real problems relate more to attitude than organization. When we observed last year that the programme continued to suffer from an absence of senior management commitment, the powers that be retorted in a letter to the *Globe and Mail* that they had to "reject that generalization outright". If it was unclear what we meant at that time, we offer the following illustrations, with apologies to the reader for going over old ground, in order to help make the point again.

Unilingualism at the
top

First, we note as we did last year that Government itself continues to appoint unilingual Anglophones to senior positions by Order-in-Council. This demonstrates a disregard not only for the linguistic rules laid down for ordinary public servants but, more important, for the general impact on efforts to enlarge the scope of French as a working language throughout the federal administration. Similarly, we again call attention to the fact that meetings involving ministers and senior bureaucrats are almost invariably conducted in English. How is it possible, given this example, to convince middle management that French has its place in the corridors of power? Finally, there is little or no change in the tendency reported in the past to relegate both the setting and the monitoring of official languages goals to advisory staff who lack the clout to carry out effective changes. We hope what we are saying is clear this time around: if your senior personnel do not operate bilingually and if language is consistently treated like a poor relation in the framework of policy development, it does not take a genius to forecast the result.

Let us be fair about this. In 1978, senior management, indeed all management, has devoted more time and skill to mapping their language programmes than ever before. By itself, this is helpful. But it does not go far enough, and practical instances of firm, personal commitment to language reform are still few enough to shine like good deeds in a naughty world.

Revised policies
in application

The consequences of this lack of commitment are not hard to detect, and nowhere are they more evident than in the application of the Government's own policies. One of the messages that managers received last year by way of revisions to the official-languages policy was that they were to be more realistic in identifying the language requirements of positions with more realism and efficiency. The direction was clear enough, but what are the results?

In the first place, it need come as no great surprise that, one year later, the number of bilingual positions is virtually the same as it was, if not somewhat higher¹. In fact, we can presumably thank the short-lived bilingualism bonus for tilting managers' decisions towards rather than away from bilingual positions. In any event, as we have said over and over again, the point is not how many bilingual positions you have but how many of the people in them are working in both languages. No amount of fancy shuffling and reshuffling of the classification deck can resolve this problem. On the contrary, the truth of the matter is that, after a year-long exercise of reviewing identifications and adjusting language standards, we have broadly the same capabili-

¹ For readers with a statistical bent, the before and after data are summarized in Appendix A, Table 2.

ty and will to work bilingually as we had before. We would therefore like to serve notice that our interest is not in what can be accomplished by mirrors, but in the *real* capacity of departments and agencies to serve the public and to enable Francophone employees to work in French. How they make sure that capacity exists where it is needed is between themselves, their consciences and Treasury Board.

1983 and all that As for the Government's central strategy, particularly the phasing out of conditional appointments of unilinguals to bilingual positions, basic language training and the bilingualism bonus, a year's reflection leaves us none the wiser. The bonus has of course been an early casualty. While we have few tears to spare for its passing, the now-you-see-it, now-you-don't manner of its implementation will no doubt affect morale much more than the payment itself affected language services. It only remains to be seen whether it is more contentious dead than alive.

The relevance of second-language training and conditional appointments is something else again. The history of the official languages programme over the last five years is in large part the history of an unworkable premise: that taken together these two devices would produce an adequate level of linguistic service. The first reaction to the dawning realization that this might not be strictly true was to call for more language training. Now, because training has failed to do the impossible, we are being asked to conclude that it has no place at all.

In our view, the mistake did not lie in requiring certain language skills, in providing language training, or in making allowances for unilinguals in the staffing process. These are all quite relevant—in their place. Where those responsible erred was in treating them as universally applicable. This Office has suggested to the contrary that there are practical limits to what can be accomplished by "bilingualizing" public servants, and that these limits are not so much set by the individual's competence in the abstract as by his motivation and opportunities to practice what he has learned in the workplace.¹

Whether because this scepticism is shared by others, or for reasons unknown to us, the demand for language training seems to have passed from feast to famine in the twinkling of an administrative eye. We have said on previous occasions that we hold no brief for inflated language training schemes—which is what we have been living with these past few years—and we therefore see no need to call in question the principle underlying this year's \$12.5 million cut in the Public Service Commission's language training budget. However, there does seem to be a need to clarify what is going on. On the face of it, it hardly reflects good planning that the Commission's continuous training programme should have an enrolment profile over 5 years of:

1974	—	2,980	1977	—	3,192
1975	—	4,278	1978	—	1,719
1976	—	4,452			

¹ Upon request, our Office will be happy to provide interested readers with copies of the Commissioner's brief to the D'Avignon Committee on Personnel Management and the Merit Principle which discusses this matter in greater detail.

Is there or is there not a purpose in providing language training, and one that is not at the mercy of every shift in policy? After all, there are no fewer bilingual positions—indeed, there seem to be more than there were—and the standards for many of them are higher. Can it be that some people have concluded that the job is done? If so, they know something we haven't been told about—especially when it is common knowledge that the Public Service finds itself in the ridiculous position in which about *one-quarter* of the 56,000 occupants of bilingual positions do not meet their language requirements.

There is, we fear, no simple way out of the maze. Many departments have apparently still not been able to determine how many employees they want to train and when. The climate of austerity makes managers think twice before authorizing language training. For some unilingual employees there is less pressure to take training before a specific date. Others are making use of their incumbent rights to stand pat. And so on.

All this being so, what is happening to the \$40 million a year that language training is still costing the taxpayer? For our part, we detect a disquieting lack of co-ordination and consistency of approach. There is obviously much to be said for allowing departments to be the judge of how to train their own employees, but not all departmental programmes will be models of good sense and efficiency. Who, then, is minding the store? How many employees are either scheduled for or already into training? At what cost? And on what basis?

Whatever answers the Treasury Board and the Public Service Commission may provide, we hope that they will make it clear that there have to be more strictly enforced rules of eligibility for language training, that students must expect to complete a course within a specified time-limit (elastic programmes are an invitation to wander from the point), and that the object of the exercise is not to qualify the trainee for another certificate but to enable him to become operationally proficient when placed in a real two-language situation.

Lastly, there is the Government's attachment to 1983 as a cut-off date for language training. The reader will be aware that this deadline is based on the assumption that, by then, training will be made largely redundant by a steady supply of bilinguals. We see no reason to alter our earlier observation that this shows a staggering optimism on the part of the central planners. No one would be happier than we if, five years from now, candidates from across the country were entering the Public Service as full-fledged bilinguals. But can anyone be that buoyant about the chances of growing up bilingual today in Anyville, Canada? True, there are encouraging signs, but they are a far cry from a capacity to recruit ready-made bilinguals from coast to coast. In the circumstances, we would strongly advise the Government to remember its obligation to equalize opportunities to compete for bilingual jobs and to think in terms of a steady investment in essential language training for the foreseeable future.

Decentralization
of responsibility

Specific changes aside, the basic rationale for last year's realignment of responsibilities was no doubt a desire to get departments and agencies back on the track. The strategy may have been a sound one, but it is still too

early to say how well it has succeeded. For their part, departments and agencies have reacted in various ways. Some seem more than a little shocked to have to resume the management of their own affairs, and many have been happy enough to go on manipulating the “dead souls” of bilingual positions on a routine basis.

Several, however, have given proof of a healthy desire to control their own destinies and do things their way. That is all to the good. The important thing to keep in mind is that words are cheap. It has taken a year or more to formulate the plans that are so far approved and published. Taken all in all they give some promise of improvement. But over the next year we want to see measurable results in the bread-and-butter aspects of service to the public: not more talk, not more mechanisms, just better delivery.

We would also like to think that departments and agencies were gearing up at last to do something substantial to improve the participation of Francophones in the federal workplace. Unfortunately, the tenuousness of their planning is anything but reassuring. Briefly, the problem is much the same as it has always been. The overall proportion of Francophones in the Public Service is about on par with the national ratio—around 26%—but their geographic, hierarchic and sectorial distribution is still very uneven.

Human nature being what it is, many departments obviously need first-class counselling on how to improve their performance without the need to shanghai eligible Francophones in the bars of Montreal. We regret to report that they are not getting it. Having been bitten in the past, Treasury Board and the Public Service Commission have been understandably shy about promoting instant solutions to this long-standing problem. Apart from a general exhortation to improve themselves by any reasonable means, they appear to have given no guidelines to departments on participation. The thing is to be done, but damned if anyone knows how.

We sympathize with departments. The problem is essentially a human one which is not amenable to organizational solutions as they are usually understood in government circles. In simple terms, it will be found that people know where they are wanted and go where they are wanted. But, by the same token, they readily discover where they are *not* wanted and make their arrangements accordingly. And Francophones have yet to be persuaded—deep down—that they are welcome in Ottawa.

Language of Service: “Excuses, Excuses”

The message of the *Official Languages Act* is one of equal status for English and French in federal institutions. However, many departments and agencies are still not attuned to the realization that what they now offer in French is too often a third-class service. This reflects no credit either on their concept of service or on their consideration for their French-speaking clientele. Often, they go to inordinate lengths to explain to our Office why their few achievements should be seen as prodigies of human endeavour. On the rare occasions when they acknowledge that the Francophone client is being short-changed, they are apt to be at a loss to propose a cure. Their

pity for his plight, however, is wondrous to behold. As La Rochefoucauld has it, "We all have sufficient strength to endure the misfortunes of others".

Any businessman will tell you that satisfying the customer means knowing who he is and what he wants, and providing him with the service required. Elementary as this may seem, its stark simplicity seems to have escaped the bureaucracy. Most federal institutions just don't bother finding out what the public either does or might wish to receive in the way of service in the appropriate language. Yet the Act places particular emphasis not only on the availability of services but also on the opportunity for the public to communicate effectively with federal institutions.

This is not just a matter of calculating population figures or juggling bilingual positions. It is obvious that the complexity of communication with the public is often directly related to the nature of the service, as is the case of air traffic control or medical consultations. Moreover, the significance of communication can vary according to an institution's role—scientific, cultural, social and so on. By way of illustration, institutions which are perceived as wielding coercive powers (Customs, Immigration, RCMP, Correctional Services) have a particular responsibility to make very sure that they provide services in both languages in full conformity with the letter and spirit of the Act.

Additionally, every federal institution is required to offer its services "to the extent that is feasible for it to do so". In practice, this means that those in charge are required to prove that, where there is a requirement, a genuine effort has been made to offer services in both languages. Too often again they fail to go beyond the calculation of percentages and ratios. Managers reason that if the capability and the demand are there on paper, the service is being offered. The numerous complaints we receive, even about offices in the National Capital Region, disprove this facile assumption.

The numbers game

We suggest in particular that it is time for the "ten-percent solution" to be laid to rest once and for all. This percentage, as applied in conjunction with the moribund notion of bilingual districts, was conceived as a touchstone or ready reckoner to permit managers to know where they should provide services in both official languages. More often than not, it has been used instead to trace a boundary between the haves and have-nots. To add to the confusion, many federal institutions have mixed up, holus-bolus, those regions identified by Treasury Board as bilingual regions for the purpose of language of work with those areas where service to the public should be provided in both official languages.

One example should be enough to illustrate why this particular philosopher's stone is best left unturned:

- According to 1976 census statistics, 50,450 people in Moncton gave English as their mother tongue and 24,355 French. Needless to say, since Francophones are such an impressive proportion of the local population (32.6%), they are entitled to and generally receive bilingual service. And as a result many public service positions are identified as requiring bilingual incumbents.
- In Toronto, 2,041,870 gave English as their mother tongue (98.1%) while some 39,805 gave French (1.9%). Since Francophones constitute

such a small percentage of the population, bilingual federal services in Toronto are exceedingly rare and there are, of course, very few bilingual positions.

To a considerable degree, of course, this is only common sense. As we suggested in last year's *Report*, it would be unrealistic to expect uniform standards of service across the country, to suppose that Anglophones in Rimouski or Francophones in Red Deer could be as well served in their own language as either group would expect to be, say, in the National Capital. But this does *not* mean that bureaucrats should play the percentage game—only 3% Anglophones in Quebec City, let's say, or 7% Francophones in Winnipeg—to justify providing inferior service or, worse, no service at all.

In other words, while population dispersal or relatively infrequent contacts with a given language group are sometimes valid reasons for providing less than round-the-clock service, departments and agencies should make a much greater effort to go beyond the figures and to get to know their customers. We have suggested more than once that, in cases where the picture is not entirely clear, they should sit down with the client and discuss how he can best be served. Instead, they often prefer enormous efforts of analysis and planning to mask what in the end is simply poor performance. Moreover, many of them have proved incapable of altering their administrative structures to accommodate the needs of their minority clientele. Indeed, some departments have even shown a reluctance to install signs identifying bilingual personnel or to provide such information in telephone directories. Can it be, by habit as it were, that government agencies are secretive even about the services they have to offer?

Over and over again, we have repeated the message that the client will not receive adequate service unless management is constantly alive to the importance of language as well as other factors. If this is true of individual departments, how much more is it so when the culprit is the Public Service manager, the Treasury Board Secretariat?

In March, federal public servants received a pamphlet, prepared and distributed by the Board, encouraging them to improve the quality of service offered to the public. In discussing a wide assortment of ways in which to serve the public more efficiently, the pamphlet failed to make *any* mention of the need to do so in the preferred official language of that public. That the Government can let pass opportunities of this kind to remind all federal public servants, in concrete terms, of their linguistic obligations is beyond our comprehension.

However, it is an ill wind . . . as the saying has it. We were after all able to get the Post Office Department and the Canada Employment and Immigration Commission to begin discussions with spokesmen for the Francophone minority in British Columbia to determine what services they require and what pragmatic and economic means could be used to provide them. The faulty mechanisms in place have traditionally consisted of supplying some semblance of bilingual service in a large number of establishments at the same time, while a lack of resources in each office is such that service is in fact either ineffective or rarely available. We therefore suggested that representatives of the clients and the Government try to determine where

and how to guarantee genuine, efficient services at all times. Time will tell how the federal agencies concerned will respond.

Human nature being what it is, we have no illusions about the future of government service in the two languages. Our complaints still relate for the most part to basic services and are repetitions of the same weaknesses. Too often service provided to the minority has been like a diet prescribed by a mad doctor—a little bit of everything, which neither restores strength to the patient nor allows him to succumb peacefully. It is high time to substitute action for excuses and ten-percent solutions. The message of the *Official Languages Act*, as we said earlier, is one of equal status for English and French. The message for federal institutions should be that there is only one acceptable type of service—first class.

Language of Work: Running on the Spot

The goal has been clear enough for the past ten years: French-speaking public servants should be able to work in their language just as do their English-speaking co-workers. If French is still the closet language of the Public Service workplace, it is largely because the means of arriving at this goal have always remained rather vague. The guidance policy-makers have provided to departments in the past has always been skimpy and sometimes badly conceived. Now it is departments themselves that are to have a go at putting French on a footing comparable with English as a language of work, and it remains to be seen how successful they can be in the absence of a well-conceived strategy.

There are several reasons why Francophones resort to English, not the least of which being that many have worked so long in English over the years that they are unaccustomed to expressing themselves in their own tongue in a business context. Others, quite often those in more junior positions, are reluctant to take the step of challenging the English-speaking hierarchy by insisting on using French, particularly if they feel that the managerial climate is not favourable. There is very little point, for example, in urging a Francophone to submit a report in French if he doubts that his superior will be able to do justice to his arguments. And even if the Francophone employee knows that work done in French will be understood by his immediate superior, the pressure is there to produce it in the language that gets read by senior management. All this is depressingly familiar but not beyond the wit of man to change.

Basic changes required If French is going to come out of the closet and take its place as a normal language of work in the Public Service, basic changes have to be made on two fronts. First, departments need to draw up a few simply worded guidelines which will, as a minimum, help to answer questions like the following: How are French and English to be used in oral communications involving both groups? What about written work of an internal nature? When is an employee not only entitled but expected to use his own language? Just knowing the ground rules would be a step forward from the woolly uncertainty that now exists.

It also needs to be known to what extent bilingual Anglophones should be encouraged to promote the use of French by their co-workers. Everyone has heard of cases where a meeting of five or six Francophones and one or two Anglophones takes place entirely in English. If departments were prepared to back up the kind of commonsense rule which said that, in meetings where both French and English speakers are present, each person is not only free to, but on the whole should, use his own language, then we could begin to bring this type of absurdity to an end. But the rule would have to be applied without fear or favour, even if some pretty important Anglophones ended up with a less-than-perfect understanding of what had been said.

Obviously this kind of objective will not be accomplished overnight. We have observed in earlier reports how difficult it seems to make receptive bilingualism work. But there can be no question of its potential value. Even a modest degree of success would not only make for a smoother and more equitable linguistic regime (with each person expressing himself in his own language) but would impose fewer artificial requirements on Anglophones while genuinely extending the use of French by Francophones.

Rules and guidelines will go just so far however. We remain convinced, to repeat a favourite theme, that the final push has to come from senior management's belief that the race is worth the winning. Any concrete improvement in the status of French as a language of work depends upon a substantial improvement in attitude on the part of those who hold power in the departmental hierarchy. The rules are only as good as those who play by them.

We have already observed that one of the most convincing ways for senior management to show that official languages rank high in their priorities is to make sure that those responsible for the official languages programme have enough weight and decision-making power in the department to be able to deal effectively with laggard directors. By the same token, senior managers have to change their all-too-common attitude that bilingualism is someone else's problem while "mine is getting on with the job". If the official languages programme were everyone's responsibility, it would be less of a problem to anyone.

Nowhere is this more apt than in the question of making French a genuine language of work. The point must first be made by the conduct of senior management. If an Anglophone director makes it clear that both English and French are valid coin in weekly staff meetings and information sessions, if he circulates reports written in French instead of calling for translation of every page that crosses his desk in that language, if he plunges ahead in French himself to show his staff that business can be done and decisions made in one's second language, then the message will come across loud and clear. One or two examples—in French—will be worth a thousand words in English.

The following table shows how badly those examples are needed. As the reader will observe, there seems to have been only a marginal increase since 1975 in the frequency with which Anglophone graduates of language training use French on the job. Something of the order of 80% of those surveyed are still using French less than 20% of the time.

Frequency of Use of French by Graduates of French Language Training for 1975 and 1977

Frequency of Use (%)	Percentage of Graduates	
	Graduated 1965-1975*	Graduated 1977**
(0)	13	24
(1-9)	48	30
(10-19)	22	24
(20-29)	9	11
(30 +)	8	11
Total	100	100

* The results for 1975 were obtained by a survey conducted by the Commissioner of Official Languages in June 1975. Some 2,483 usable responses were received.

** The results for 1977 were obtained by a series of follow-up samplings conducted six months after graduates had completed language training. Source: Public Service Commission.

Units working in French

Under the terms of the revised official-languages policies "Departments and agencies should identify units working in French where they consider that the use of French as the primary language of work of the unit will be viable". This almost tautological proposition seems to have left managers more dazed than enlightened. Are we to conclude from the extremely rare mention of units working in French in departmental plans that precious few meet the criterion of viability? Or have federal institutions discovered other structural means of introducing French into the bureaucratic brickwork of the national capital?

Once again, we must regret the apparent inability of Treasury Board—where the idea originated—to follow through on what is sound in the unit concept. This is not a question of sweeping directives and paint-by-numbers procedures for their application. We are talking about stimulating departments—in whatever they judge to be the most propitious part of their activities—to introduce or enlarge the area in which French is the working norm, over a suitable time period and with all the devices that management can resort to when it wants to. After all, the tasks that cannot be carried out in French in the Federal Government are very, very few indeed. This basic fact seems difficult for many public servants to grasp, but until it is, the idea of French as a language of work will continue to run against the grain. Conversely, when it is recognized throughout the hierarchy, we shall have taken a giant step toward a sensible language regime.

**Statutory Amendments:
Plus ça change**

We have already discussed certain major deficiencies in the *Official Languages Act* as it relates to the language-of-work problem and to the priority to be accorded it in relation to other statutes.¹ Other shortcomings could

¹ See pp. 8-10 above.

and should be rectified by statutory amendment. It was for that reason we provided some detail in our last *Report* on the changes we believed needed to be introduced. These included a number of the recommendations that had been made in previous years, going back as far as 1970-71.

In order to spare interested readers the need to refer back to earlier reports, we repeat that these include:

- clarification of the concepts of “feasibility” and “significant demand” as they are used in Sections 9 and 10 of the Act;
- provision for the hearing of complaints in public at the discretion of the Commissioner;
- clearer statutory recognition of the Commissioner’s dual role of linguistic ombudsman and auditor of language reform;
- the granting of statutory privilege to the Commissioner and his staff, similar to that afforded to provincial ombudsmen and their staffs;
- a requirement that the Commissioner’s *Annual Report* be referred for consideration and review to a Special or Standing Committee of Parliament, as is the case with the reports of many ombudsmen in other jurisdictions; and
- certain changes in the powers and privileges of the Commissioner which would be consistent with comparable provisions in the Auditor-General Act, and would reflect the independence and status of the Office by placing it under the direct control of Parliament rather than of the Treasury Board.

We do not believe that these proposals represent more than improvements or clarifications. We therefore fail to understand the Government’s apparent reluctance to do what clearly needs to be done. As we have already observed, the Throne Speech in October contained no reference whatever to the Government’s 1977 commitment to introduce an amending bill. After some seven years of recommendations from two Commissioners, one wonders whether the Government has any intention of taking seriously the suggestion in the Act (S. 34(1)) that the Commissioner make recommendations from time to time regarding appropriate legislative changes. The proof of the pudding is in the eating, and thus far it is pretty lean fare.

Government inaction Indeed, the Government’s apparent reluctance to introduce amendments touching language rights to *any* federal Act was confirmed in a recent exchange of correspondence between this Office and the Department of Justice. As is customary, we were asked by Justice whether we had anything to propose for inclusion in the annual *Miscellaneous Statute Law Amendment Act*, whose purpose is to deal with various problems of a non-controversial nature that have been found in federal statutes. We replied that the Government would be well advised to adopt the proposals made by Jean-Robert Gauthier, M.P., by which certain discriminatory language provisions would be removed from the *Railway Act*, the *Bank Act*, and the *Winding Up Act*. The offensive provisions relate to such questions of detail as the language of signs at level crossings and on railway platforms, and the language in which certain bankruptcy notices and bank sale

notices must be published in the press. They require the use of the two official languages in Quebec but English alone elsewhere, a legislative approach which we can only assume must have been based on the premise that the Province of Quebec is the sole area in Canada where Francophones either read newspapers or travel by road or rail.

The response from the Justice Department was that the Government did not view the amendments proposed by Mr. Gauthier and ourselves as suitable for inclusion in the 1979 version of the Act because they could not be regarded as “non-controversial”.

Have we really reached the stage in Canada, more than nine years after the adoption of the *Official Languages Act*, where a proposal regarding bilingual signs on railway crossings and station platforms is considered too “controversial” for inclusion in a Government bill designed to correct legislative anachronisms?

Minority Report

Each member of an official-language minority makes his separate peace with the majority language, but to the extent that he chooses to maintain his linguistic difference, he regularly faces all the major and petty inconveniences that go along with being odd-man-out. We can perhaps get some inkling of what they amount to from just one aspect of the minority condition:

The first thing a Francophone who wants to live in French outside Quebec has to think of when he buys a house is “where is the nearest French school”. An Anglophone doesn’t need to bother with this—he can take this kind of service for granted.¹

What holds for schools is equally true for a wide range of services. It is therefore not surprising that some members of the official-language minority group slip into assimilation. On the contrary, what is remarkable is how many do not. Of course, we like to tell ourselves, our treatment of the minority communities is infinitely more civilized today than in the past; and it is true enough that substantial progress has been made. It is hard to think of a major political figure today using Howard Ferguson’s 1916 vocabulary:

This bilingual question... entirely overshadows nickel and booze and every other question... Unless something is done to meet this French-speaking invasion, this national outrage, this Dominion will be stricken to its foundation...²

But before we get too self-congratulatory, we should not forget that it is still possible to hear the old familiar refrain across Canada in 1978.

Is it any wonder, in the circumstances, that the French-language minority outside Quebec has misgivings about its place in the Canada of today? Is it

¹ Quoted from an interview with Hubert Gauthier, former Director-General of the Federation of Francophones outside Quebec, March 1978. Our translation.

² Peter Oliver, *G. Howard Ferguson: Ontario Tory*, University of Toronto Press, 1977.

any wonder that it has put together an increasingly militant organization to work and push for those rights which the majority has been so reluctant to grant of its own accord?

We shall have more to say below about the official-language minority in Quebec. Its problem is quite evidently a different one—as part of the huge continental Anglophone majority, it could hardly be otherwise. Nevertheless, there are disquieting signs that should be looked at squarely if we mean to talk even-handedly about the prospects for both our official-language minorities in the years ahead.

Francophone Associations: The Winds of Change

Since its founding two years ago, the Federation of Francophones outside Quebec has been a strong voice throughout the country. Nevertheless, if anyone thought that the eloquent cry of *The Heirs of Lord Durham*¹ would be enough to get things moving by itself, the sequel of 1978 must have been a sore disappointment.

Instead of action, we have been treated to a new round of discussions, studies and inconclusive consultations. The demographic debate about linguistic transfers which made headlines throughout the year is no doubt a subject of unending fascination for the specialists, but it can also be a genuine source of alarm for those directly involved, especially if it appears to point governments into dangerous byways. One thing should be clear: current data in no way warrant statements that some Francophone minorities are already so thin on the ground that it is superfluous to think of providing them with services in their language. It would be irresponsible if those with the power to shape linguistic events in Canada allowed themselves to be persuaded by self-fulfilling prophecies of this kind.

Having said that, we have to recognize three facts: first, many of our Francophone minorities have their backs to the wall; second, their associations have for years been pressing governments to recognize the danger and do something about it; finally, while some effort is being made by governments, it is of very recent date.

Accordingly, given the very real threats that they face, it is little wonder that the Francophone associations are no longer content to chip away at the monolith of majority indifference. It is exasperating to be constantly lobbying for services that are essential to maintaining a semblance of linguistic identity. In the words of one spokesman, you get tired of being made to feel you are abusing the “generosity” of a benefactor when you see yourself as merely claiming an entitlement; you get “tired of being tiresome”.

Francophone action

As a result, the Francophone minorities are more and more learning the modern lessons of politicization. They are using publicity campaigns, pressure tactics and political intervention to argue their case for a better linguistic deal. (It is symptomatic both of their dilemma and their determination that the Federation should raise funds from federalists and separatists

¹ *Les Héritiers de Lord Durham*, published in 1977 by the Federation of Francophones Outside Quebec.

alike.) They have also followed up *The Heirs of Lord Durham* with another black paper, *A Double Standard*¹ which made the point, convincingly enough, that on virtually any socio-linguistic criterion you care to name, the English-speaking minority in Quebec comes out better than the French-speaking minority outside Quebec.

This kind of comparison does not get us very far however. Our aim should be to reach a mutually acceptable basis for the treatment of *both* our linguistic minorities. And if we start from the position that simplistic notions of linguistic territoriality are neither realistic nor appropriate to the Canadian situation, it must also be clear that we have some pretty hard linguistic bargaining ahead of us to achieve a workable symmetry of official-language rights.

Indeed, the very idea of a "language right" seems to be upsetting in certain quarters, entailing as it does both a benefit to citizens and an obligation on the jurisdiction that grants it. The significance of this was very prominent in the debate which surrounded Mr. Albert Roy's Bill to establish the legal right to French language services in Ontario. Members of the Justice Committee of the Ontario Legislature before whom we were invited to appear were extremely conscious of the distinction which Mr. Stuart Smith had made in the Legislature:

Once these rights are clearly affirmed in law, then, I believe, the Franco-Ontarian community will know that French-language services are due them as a right and not as a privilege which they have to request.

It was therefore all the more disappointing to watch the Ontario Government give the back of its hand to Mr. Roy's Bill despite broad all-party support.

In 1978, the language rights that fell to Francophone minorities hardly represent a resounding roll-call. But each move in this direction is a step or two closer to the framework of guarantees which, sooner or later, is going to define the terms under which French and English communities can co-exist in this country. Meanwhile, in many parts of Canada, there is a growing awareness of the Francophone minorities and what they seek to achieve. Prompted perhaps by their hostage value in the national unity debate, the press has developed various lines of speculation about their future. Depending on your newspaper, you are invited to think of them as exiles to be repatriated to Quebec or part of a deal which a sovereign Quebec might negotiate for cousins beyond its borders. What they themselves think is very different, probably much closer to the passionate appeal of New Brunswick's Antonine Maillet:

Give us the right to our distinctive coloration, however pale it may be, the right to our difference. Give us the right to be more than Quebecers, the right not to be French, or entirely Canadian, or even less American. Give us the right to be Acadians, real Acadians. Give us the right to be ourselves in America, in the French-language community, in the world.

¹ *Deux Poids, Deux Mesures*, published by the Federation in May 1978. Our translation.

Federal Services: More Bang for a Buck

We have already mentioned some of the difficulties that federal departments have in coming to grips with the very existence—let alone the needs—of Francophone minorities. Even in Ottawa, obtaining services in French on request is by no means a matter of routine. And when it comes to providing them in Maillardville or Summerside, the task is inclined to overwhelm federal ingenuity.

In terms of the cultural survival of the Francophone minorities, being able to buy stamps or get manpower counselling in one's own official language is, at best, the icing on the cake. But where demand warrants it, it is their right as Canadian taxpayers to receive that service with a minimum of fuss. Moreover, its ready availability has a symbolic significance which goes beyond the service in question. It confirms the right of Canadians of both language communities to be treated equally.

Provision of federal services on such a basis is, in our opinion, far from being the labour of Hercules that some agencies tend to make of it. Greater changes have been achieved before at much less cost. Where service to official-language minorities seems to suffer most is in the grudgingness with which some departments and agencies force themselves to provide it. In the long run it may cost more to prevail upon a federal institution to ensure adequate service than it would have if the service had been provided with good grace from the word go.

Federal spending cuts

More crucial, however, to the maintenance of a linguistic identity among minority communities, is the financial support which the Federal Government is able to provide, whether directly or in conjunction with the provinces. The record of these programmes in the past is far from one of uninterrupted success, but the fact remains that they have helped make important differences in the lives of some members of the minority. We venture to think that, dollar for dollar, they have been of more value to the communities concerned than many other, more far-fetched solutions to our language difficulties. In the circumstances, we are taken aback by the Government's apparent readiness to reduce commitments in this area.

No one wants to appear to be an apologist for uncontrolled and perhaps ineffective spending. However, it is vital to remember that many of our official-language minorities have not yet achieved more than a toe-hold on self-preservation. We are still talking about seed money for self-development. Federal contributions continue to have a real impact on the very viability of minority life, and the Federal Government must therefore be doubly careful to behave like a reliable provider and not blow hot and cold like a Dickensian spendthrift.

In addition to educational spending, which is discussed below, the arts, culture and communications have also come in for their share of cuts. As a result, the National Film Board and CBC have both had to restrict plans or programmes in ways that have serious repercussions for the minorities. In spite of numerous protests, from the minorities most concerned as well as from this Office, delays in the CBC's Accelerated Coverage Plan appear

inevitable, and the National Film Board has so far maintained its decision to cut back on the French production side of its regionalization programme in Ontario and the West. We feel bound, once again, to ask whether Government really intends to favour the haves over the have-nots.

Last year we expressed our scepticism about the creation by the Federal Government of an interdepartmental committee for purposes of "dialogue, communication and consultation with the official-language minorities". If not exactly stillborn, the committee appears to have failed to provide a forum for the kind of practical consultations that would enable each of the parties to feel that progress was being made. This was probably to be expected: an interdepartmental committee has too many incompatible aims working against it. We are given to understand, however, that other, less formal contacts continue, and we must hope that some progress is being made in defining ways in which the Government can better respond to the priorities which the minority associations have set for themselves.

The Minority Press: Have You Heard the News?

One would have thought it obvious to the point of being a truism that the continuing presence of the minority-language press, despite enormous odds, must indicate that Canadian readers like to get their news and information in their own language. Truism it may be, but if the complaints we have received over the years are any indication, it has yet to penetrate the awareness of a number of government departments and agencies.

Despite the fact that the *Official Languages Act* obliges federal institutions to provide such services wherever there is sufficient demand, and despite the equally evident fact that the existence of minority-language newspapers attests to that demand, there is a chronic failure to reach the French-speaking public outside Quebec through the French-language press. Moreover, both French- and English-language minority newspapers, with the exception of those in the National Capital Region and Montreal, receive only a fraction of the advertisements provided to the majority press.

Whether through benign neglect or malice aforethought we do not know, but the fact is that federal agencies behave as if the readership of certain papers had no interest in learning about such critical matters as jobs or contracts, not to mention the broader spectrum of government programmes and services. This kind of situation is sufficiently disturbing that we have been led to look a bit deeper for the reasons behind it, and what can be done to put matters right. As a result, our Office has undertaken a study this past year which we believe covers most aspects of the problem. It has not been confined to newspapers but deals also with radio and television and covers the needs both of isolated English-speaking communities in Quebec and of the French-speaking communities in other provinces.

Lack of advertising policies

After canvassing 35 federal institutions, we concluded that the paucity of information directed to Francophones outside Quebec was not surprising since very few agencies have a formal advertising policy, or written policies dealing specifically with the use of the two languages in advertising. Furthermore, many institutions leave the decision as to where to place announce-

ments to their regional staff. The result of this haphazard way of doing things is predictable: only about a third of the institutions advertise regularly in newspapers serving the French-speaking minorities outside Quebec, another third use them occasionally, and the remainder seldom if at all.

These failings are compounded by the common practice of advertising mainly or exclusively in daily newspapers. Outside New Brunswick and the Ottawa area this inevitably means that the minority gets the short end of the stick; and the same is true of English-language readers in more remote areas of Quebec, at least insofar as they wish to vary their diet from the Montreal papers. The lesson of all this is that the federal bureaucracy, instead of trying to make reality fit its own preconceived ideas, should adapt to the needs of the people it is there to serve—and this means all the people.

The same is obviously true for radio and television stations serving French-speaking minorities. Like the weekly press, they neither receive their fair share of government advertising, nor get all the news releases put out by the local offices of federal institutions. While the headquarters of most institutions usually produce news releases in both languages and give them wide distribution, releases made at the regional level are often prepared solely in the language of the majority. In areas where a sizeable minority population also exists, such a practice is clearly discriminatory; yet only in Quebec and New Brunswick do most institutions consistently produce and distribute bilingual material.

There are some obvious steps which could be taken to fill in the gaps that now exist in the Federal Government's communications with the official-language minorities. For example, each institution should have a comprehensive information policy for serving people in the language of their choice; the Secretary of State's Department should help by ensuring that all government agencies are made fully aware of the capacities of the minority-language press, television and radio; and the Treasury Board should require periodic reports on the use of the minority press.

But in the long run more directives and regulations are not going to resolve the problem. Real progress will be made only when government institutions are firmly aware of their obligation to keep *all* sections of the public informed, majority and minority alike. Until then, the idea of disseminating information in both languages will continue to be viewed as a frill, a nice extra touch, but not really necessary.

Language in the Courts: Oyez, Oyez, Oyez

Although few Canadians ever find themselves in court on a criminal charge, many of us do have to deal with the judicial authorities on more minor matters. Regardless of the gravity of the offense it is a cool customer indeed who approaches a trial with equanimity. This is particularly so in the superior courts where the strangeness of the surroundings, the formality of the proceedings, and the possible adverse consequences of a misspoken word or misunderstood piece of testimony are enough to intimidate even the most sanguine soul.

In the circumstances, as we have repeatedly observed in our annual reports, the public authorities have an especially important responsibility to ensure that the official-language minority is fairly treated. And fair treatment does not mean standing trial in one's second language or settling for an interpreter. The accused must be able to defend himself in his own language, before a judge and jury capable of comprehending the evidence direct.

Parliament recognized the importance of this requirement in Section 11 of the *Official Languages Act* which contains lengthy and complex provisions purporting to prescribe language rights before the courts. Unfortunately, the linguistic guarantees contained in Section 11 are not as extensive as one might suppose. In particular, where criminal trials are concerned, they apply only at such time as a province chooses to opt in. Significant progress has, however, been made in the past year. Bill C-42, which amends the Criminal Code to provide that individuals can elect to be tried in the official language of their choice, was passed by Parliament last June with the support of all parties. It will be proclaimed in force in the respective provinces on dates to be arranged through negotiation between the federal and provincial governments.

Positive developments

The federal Justice Minister has indicated that March 1, 1979, would be the preferred date, ideally in all provinces and in the Territories. The provincial authorities are said to be in agreement in principle, but it has been recognized that practical considerations, such as the training of bilingual judges and officials, must be dealt with before the courts can operate bilingually. The Federal Government has undertaken to provide assistance to those provincial governments that require it, but certain provinces will no doubt require a longer period than others to prepare for proclamation of the amendments.

Meanwhile, at the time of writing, the governments of Ontario and New Brunswick were reported to be prepared to go ahead by March 1979. In Quebec, individuals of course continue to enjoy the right of access to all courts in the official language of their choice.

In a separate but related development, those sections of Quebec's Charter of the French Language which would have required corporate entities to have their court proceedings conducted in French were found unconstitutional, as being in contradiction to the linguistic guarantees contained in Section 133 of the *British North America Act*. A Superior Court decision to this effect in January was confirmed by the Quebec Court of Appeal in November. The Attorney General of Quebec has now indicated that he intends to appeal the issue to the Supreme Court of Canada.

One other potentially important constitutional case, involving the rights of Manitobans to receive judicial process in both official languages, appears to have become entangled in the red tape of legal procedure. In that province, as our readers will be aware, a St-Boniface businessman, Mr. Georges Forest, has been fighting a 1976 parking ticket on the grounds that it was issued to him in English only. Mr. Forest succeeded in convincing the Manitoba County Court that the province's *Official Language Act* of 1890 was unconstitutional. However, little progress has been made since that time because of an apparent disagreement as to the precise legal implica-

tions of the preliminary finding of the County Court. Meanwhile, as a sidelight to the Federal Government's constitutional proposals, it is interesting to observe that the Constitutional Amendment Bill also appears to assume that the two-language regime established by the *Manitoba Act* of 1870 is still valid. Do they know something that is being kept from the rest of us?

The consequences of any decision by the higher courts in the Forest case are considerable, and we would very much hope that a resolution of the affair will not be long postponed. If justice delayed is justice denied, not only Mr. Forest but the Francophone minority from coast to coast have suffered long enough from a denial of their judicial rights. The federal and provincial governments are now on the right track, but let them get on with the job.

The Minority in Quebec: Caught in the Squeeze

That the Anglophone minority in Quebec is not as other official-language minorities across the country is a fact abundantly documented. We have taken issue with certain aspects of Quebec's attitude to the use of English in that province, but there is no gainsaying the fact that Quebec's Anglophones are much better off than their Francophone counterparts in other provinces. If this is poor consolation to those English-speaking communities who feel that they are being threatened by Bill 101, it is a sobering measure of the history of interlinguistic understanding in this country.

In any event, the troubling fact is that the English-speaking population of Quebec is beginning to be made aware of some of the drawbacks that attach to the minority experience elsewhere. This new awareness comes across in the mixed reactions of community spokesmen and representatives. Along with the understandable defensiveness of people who believe their acquired rights and freedoms are being curtailed, there is a casting around for alliances. A symptom of this new psychology was the intervention of the English-speaking Positive Action Committee from Quebec on behalf of the legalization of French rights in Ontario. Someone at least has seen the connection between the two cases.

Although many people may think of the minority in Quebec as being uniformly and self-confidently WASP, the truth is rather different. In many ways, it would be more exact to refer to them as the non-French rather than the English communities in Quebec. English-speaking they may be, but in many other respects they are extremely heterogeneous. It is the Anglophones of longest standing in the province who are best placed to challenge Bill 101, but they are not necessarily the most immediately affected by it.

The resistance to compulsory francization in the school systems has always come principally and most vocally from immigrant communities which find themselves caught in a squeeze play between linguistic interests and affiliations. We remain sceptical that these communities can be effectively coerced into changing their linguistic orientation by the educational provisions of Bill 101. The move to francize the workplace is probably much more potent and persuasive in the long term and avoids the stigma of playing politics with children.

In our view, the B and B Commission amply demonstrated many years ago the need to redress the economic imbalance between French and English in Quebec. Since that time French has been progressively affirming its status and taking its rightful place in the affairs of that Province. We recognize as well that when the other language involved is English, this would probably not have been possible without a programme to counteract the position which that language naturally derives from its dominant situation in North America. How far it is also necessary to repress the use, display and acquisition of English to achieve that end is another matter. If our own experience in language planning counts for anything, it suggests that language reforms are only to a very limited degree the result of regulation.

Whether any of these problems are likely to be resolved by a new constitutional deal or other ingenious solutions yet undreamed of, is impossible to say. In the meantime, the English-speaking minorities are taking a leaf out of the Francophone book by organizing for solidarity. This seems likely to become a familiar pattern in the next few years and from the standpoint of those of us in Canada who are opposed to linguistic standardization, we can only welcome it.

Education

Over the past year, a gaggle of reports, resolutions and proposals have elaborated at great length on the problems of minority- and second-language education. They have not, however, brought us much closer to any permanent solution: the chronic lack of French-language education outside Quebec remains a scandal of our educational system; and the teaching of French as a second language advances on one front only to stagnate on another.

Federal and Provincial Discussions: Children's Game

We have had many opportunities in 1978 to watch the federal and provincial governments play their own version of musical chairs. The harmony falters for a moment and the participants scramble for the first available seat—provincial autonomy, reciprocal arrangements, a re-examination of federal formulae, or you name it. But in this version of the game it is always the same person who loses out—the Canadian parent who wants a better chance to have his child educated in his own official language or learn the other one.

As we have reported above, the provinces and the Federal Government tried to come to grips in the autumn with constitutional proposals for minority-language education but failed to reach a consensus. Lack of agreement among the eleven governments is disheartening but not surprising. The provinces themselves have been trying for some time, without notable success, to develop a workable policy on minority-language education. At their meeting in August 1977 at St. Andrews, and again in February 1978 in Montreal, the premiers affirmed and reaffirmed their commitment to the right of each child of the French-speaking or English-speaking minority to receive education in his or her language. And to ensure that some flesh

would be put on the bare bones of principle, they instructed the Council of Ministers of Education to examine the state of the art and come up with suggestions for improvement.

Since then the Council has released a report on minority-language education which at least has the virtue of showing just how much has to be done in most provinces before the promising words of St. Andrew's and Montreal become a reality. But how close it is to announcing specific policies and programmes is anyone's guess.

The conclusion one reluctantly draws is that the provinces working together are not getting very far very fast. We have no way of telling whether their unwillingness to reveal details reflects a lack of any master plan or disagreement on how best to guarantee minority-education rights. Whatever the reason, if they still believe, in the words of the ten Premiers, that "education is the foundation on which language and culture rest", they will demonstrate it by coming up with some reasonable alternatives to federal constitutional proposals or suggested reciprocity agreements or other arrangements which either do not command general support or are too vague to be helpful. The Council has the mandate to develop these alternatives; what it seems to have lacked up to now is any sense of urgency in doing so. As we suggested in our *Report* last year, a system of multilateral arrangements might well be the best approach. But the main point is to get on with the job, whatever course is chosen.

**Review of
formula payments**

The desire to get the most for one's money is not an uncommon sentiment these days. This is what the Federal Government claims to be doing in its negotiations with the provinces on the financing of minority- and second-language education. The Secretary of State has announced that formula payments to the provinces for 1979-1980 will be held to \$140 million, some \$34 million short of the expected figure. Over the next five years, Ottawa plans to pay out a total of \$850 million—\$430 million in formula payments and \$420 million in contributions to special projects. The amount and nature of these proposed payments represent a real cut in federal financing; costs are rising every year, but the funds now have an annual ceiling. Moreover, the changeover from formula to earmarked payments suggests a determination to make the provincial governments take up a larger share of the cost of maintaining these programmes. Whatever the merits of returning the ball to the provinces, the timing smacks more of expediency than philosophy. It might be logical to reduce federal involvement after consultation; it is odd to cut and then negotiate.

One of the reasons, so we are told, why Ottawa is eager to shift from formula payments to a system of special funding is to encourage the development of new programmes. A major developmental push for both minority- and second-language education is certainly needed, and it is desired by parents across the country, but it would be ironic if it were accomplished at the expense of existing programmes. Yet there seems to be an unexamined assumption on the part of the federal authorities that programmes already in operation will not be jeopardized by a reduction of federal support.

Needless to say, the provinces do not share this assumption. The Council has accused the Federal Government's right hand of not knowing what the left is up to, and has issued a warning that any reduction in funds would represent a real threat to the health of minority- and second-language programmes across the country. The minority groups themselves are also quite naturally disturbed at the prospect of reduced federal funding. After all, if language as it relates to education was important last year, when *A National Understanding* hit the streets, it can hardly be less so now. As a result, it is curious to say the least for the Federal Government to be promoting the inclusion of language rights in an amended constitution at a time when multimillion dollar cuts affecting the minorities are being interpreted, by friends and foes alike, as a weakening of national resolve. Of course, a mixture of lamentations, threats and counterthreats generally precedes any federal-provincial bargaining session, and is perhaps not cause for great concern. But we would hope that when the two sides sit down to negotiate, they will not allow themselves to be carried away by rhetoric, from whatever source.

Over the period they have been receiving formula payments, most provinces have voiced a determination to improve minority- and second-language education. Their credibility would be greatly endangered by any sign at this point that their commitment was only as deep as the federal pocketbook. Ottawa, on the other hand, must accept the fact that a pullback on funds could seriously threaten the continuation of programmes which are not well established or have been in operation for only a short period of time. In none of the English-speaking provinces is the level of educational services available to the French-speaking minority in any sense equal to what the English-speaking majority enjoys. And in the area of second-language instruction one would have to be more than a little naïve to suggest that all was well or that fragile new programmes were no longer in need of federal support.

Over the past nine years, federal funds have been invaluable to the development of minority- and second-language schooling. It would be plain folly to jeopardize the progress that has been made by setting arbitrary pull-out dates or unreasonable conditions on future payments.

Minority Language Education: Hobson's Choice

To begin on a positive note, let us catalogue some of the efforts made over the past year to improve the state of minority-language education in the country.

- *Alberta* has announced a policy on the teaching of languages other than English which includes an additional \$2.5 million to be spent over the next five years on developing French-language education.
- *British Columbia*, after taking the past year to develop a curriculum, will henceforth require school boards to offer French-language instruction when ten or more parents request it.
- The Department of Education in *Prince Edward Island* has developed a paper on French and English education and plans to present a policy to Cabinet in the spring.

- The Department of Education in *Saskatchewan* has taken a step in the right direction by establishing an official-language minority advisory committee, even though it rejected a request to set up an official-language minority office as such.

Other local developments include:

- the *Edmonton* Separate School Board's series of continuing education courses in French;
- a new French Services Division at the bilingual Cambrian College in *Sudbury*;
- the forthcoming establishment of a Centre for the Translation of Legal Texts and Terminology at the University of *Moncton's* new Faculty of Law; and
- the creation of a Francophone Resource Centre at the Collège de *Saint-Boniface*.

Without belittling the importance of any of these developments, they represent no more than the proverbial drop in the ocean. The Council of Ministers of Education's report entitled *The State of Minority Language Education in the Ten Provinces of Canada* reveals some interesting facts. First, despite new restrictions imposed by Bill 101, Quebec continues to offer a complete school system from the pre-kindergarten through post-graduate levels for its English-speaking minority. At the other extreme, there are areas in certain provinces where the only instruction available to French-speaking students is in immersion programmes designed for teaching French as a second language.

Mixed schools

While this frequent absence of proper French language instruction is the most obvious deficiency, a more insidious problem is the quality of education available. A large percentage of the French-speaking minority receives what French language education it gets—often as low as 20% of the total school time—in buildings which it shares with English-speaking students. The language spoken in the offices, halls and playgrounds of these mixed schools is inevitably English. Little wonder that they should have been for so long the focus of attack from members of the French-speaking communities, which have rightly denounced them as little better than instruments of assimilation.

One of the most convincing critiques of the mixed school comes not from a member of the French-speaking community, however, but from a senior researcher at the Ontario Institute for Studies in Education. After examining some 300 schools in Ontario which offer French language instruction, Dr. Stacy Churchill came to the conclusion that in the mixed secondary school:

“Bilingualism” is very much a one-way street in which the Francophones learn English but very little happens in the other direction. In this optic, the mixed secondary school would be a failure, a mirage of bilingualism hiding a unilingual reality.¹

¹ Stacy Churchill et al, *Costs: French Language Instructional Units* (Toronto: The Ontario Ministry of Education, 1978), p. 286.

Dissipating that mirage is not easy. Only after long and bitter fights did the French-speaking parents of Essex County and Bathurst get their French-language high schools. And in the Ottawa region the fight goes on. Even though a study commissioned in 1976 recommended the establishment of a French-language school board, the Ontario Government still resists. Yet the arguments for establishing such a board have been convincingly stated by several observers, among them the *Ottawa Journal*:

Most of those who work closest with education have come to believe that the dispersal of 20,000 French-speaking students among four school boards and 64 schools is administratively, pedagogically and culturally wrong. It is acknowledged to be the cause of enervating and costly tensions on school boards. It perpetuates the situation of English-speaking trustees making basic decisions on education for French-speaking students and parents.¹

This reasoning appeals to our sense of simple justice and fair play. Moreover it is valid, *mutatis mutandis*, in other areas of the country. Why then do so many English-speaking Canadians, and the governments who represent them, remain unconvinced? Obviously they do not look at the matter from the same perspective as French-speaking Canadians. Dr. Churchill reports that, in carrying out two major studies on educational services available to the French-speaking minorities, he noted that:

The majority of English-speaking persons consider Francophones to be asking for a special, privileged status within society; they think the Francophones are getting the "bigger end of the stick" when it comes to government services and education.²

What Dr. Churchill's own analysis concludes, in brief, is the converse: that Francophones are getting by far the shorter end of the stick. In very practical terms, this means that they expend their energy fighting for minimal educational service. Things which English-speakers take for granted as a basic part of the school system—adequate library facilities, for example, or courses for children with learning difficulties—are luxuries for most Francophones in the nine English-speaking provinces. Even the most advanced provincial systems servicing the largest minorities are no exception, for Dr. Churchill concludes that Franco-Ontarians "are an underprivileged group who receive inferior educational services within a majority community which has difficulty understanding their problems or even understanding that a problem exists".

The upshot ought to be clear. Either French-speaking minorities across the country have a right to educational services in their language or they don't. If they do, then let us see that they get it. Legislation guaranteeing that right and providing for the creation of French schools and school boards wherever they are feasible are two moves that each province could take separately as a starter. And if they could go further in working together through the Council of Ministers of Education they could no doubt make major advances toward a co-ordinated approach. The problems and the means of

¹ *Ottawa Journal*, May 5, 1978, p. 6.

² Stacy Churchill, " 'So Why Aren't the French Ever Satisfied?'—Educational Rights for Franco-Ontarians," a paper given at the Conference on French Language Instruction, Toronto, September 23, 1978.

resolving them are clear enough. The fundamental condition of equitable educational services for our two official language groups is now and will remain a change of attitude on the part of the majority.

Second Language Education: The Gift of Tongues

What are the long-range prospects for second-language teaching? Who is studying how much of the second official language?

Over the past nine years (as Appendix B, Table 1, shows), the percentage of English-speaking children studying French at the elementary level in the nine English-speaking provinces has risen steadily from 28% in 1970-71 to 35% in 1973-74 and in the current school year is 45%. In Quebec, English is a compulsory language in all French schools as of Grade 5. Moreover, Quebec's Green Paper on Education released last spring suggests the present government intends that all French-speaking students should continue to study English throughout the major part of their elementary and secondary school years.

With an increasing number of English-Canadians wanting their children to learn French, the question how best to learn it has come in for much debate. By far the greatest number of children studying a second language in Canada do so in core or basic programmes, which involve anywhere from around 40 to 160 minutes a week and are designed to teach the fundamentals of the language. Some school boards have already extended the minutes per week spent in these programmes and there is evidence that over the past few years the basic French programme is being introduced earlier in the school system. For example, the average participation rate in Grade 3 French in the nine English-speaking provinces rose from 21% in 1975-76 to 29% in 1977-78. In Grade 4, it went from 36% to 42% in the same period. There is little controversy over the trend in this direction, for as James Howell, our favourite expert on matters of second language learning, would have it,

The French Tongue may be said to be like *Fortune*, who, being a woman, loves youth best . . .

Continuity of study is also an important factor in second-language learning. But even after many years studying twenty minutes a day, students will acquire no more than a modest level of second language proficiency. Consequently it is French immersion programmes that seem to provide the best chances for individual bilingualism. Realizing this, many more parents are requesting immersion courses for their children and school boards are responding to the demand. By 1977-78, over 20,000 students were enrolled in immersion programmes in eight¹ of the provinces outside of Quebec, with at least another 10,000 in that Province. This represents a 13% rise from the previous year and we can expect at least another 10% rise in

¹ We are informed that Alberta does not provide separate figures for immersion students. Regardless of their mother tongue, students who are registered in classes where French is the language of instruction, are considered to be receiving minority-language education.

1978-79. The following table indicates the breakdown of these students in 1977-78 in the eight English-speaking provinces for which figures are available.

Enrolment in French Immersion Programmes for Eight Provinces¹, 1977-78

<i>Province</i>	<i>Enrolment</i>	<i>Grades Offering Immersion</i>
Newfoundland	95	K, 1, 2, 6 - 8
Prince Edward Island	541	1 - 4, 7, 8
Nova Scotia	127	P, 1, 6 - 8
New Brunswick	3, 179	K - 9
Ontario	12,764	K - 8
Manitoba	1,667	K - 9
Saskatchewan	407	K - 8
British Columbia	1,301	K - 9
Total - 8 provinces	20,081	

There is little doubt that this increase in parental interest in immersion is the real sleeper of the bilingualism business. While governmental heads are largely turned toward past quarrels, young parents across the country may well be transforming our traditional approach to language instruction and eventually toward individual bilingualism.

Even so, many school boards have not been able to meet parental demand, not out of obduracy but because trustees and administrators simply do not know where to find qualified teachers and support staff, or how to establish new curricula, cope with busing problems, and so on. Until these issues are settled, we can expect the gap to remain between the need for immersion programmes and their availability.

**Canadian Parents
for French**

The *Canadian Parents for French*, an organization which has grown from 35 parents to more than 5,000 in less than two years, is trying to close that gap. With energy and a lot of savvy, they are showing parents how to go about getting the programmes they want. And there is every reason to hope that their enthusiasm and dedication, together with the efforts of other groups and individuals across the country, will produce positive results.

On the other side of the coin, however, the truth is that second language teaching in Canada has still not come of age. Our inward-looking attitude perhaps results from what a British researcher calls the inevitable assumption of the monoglot Anglo-Saxon-in-the-street that "English is not simply a

¹ 'Immersion' is the term applied to programmes in which the language to be learned is used as the medium of instruction. Although there is no hard and fast rule, pupils in immersion programmes generally spend almost all their class time in the other language in the early years and phase down to some 40 to 60 percent in the higher grades.

language: language is English".¹ All this by way of saying that it is no help, in present circumstances, that many Canadians seem to be of the view that one language is quite enough to be getting on with. And as long as this attitude prevails it will be very hard indeed to get across the fundamental home truth, put so well by a lady who wrote us this year from British Columbia, that "language opens the door to very many places and hearts".

Although their performance in the past has been considerably better, there is also no room for complacency on this score in Quebec. Even if English as second language maintains a firm place in the school curriculum—and we cannot be sure of this until the policies arising from the Green Paper are announced—there is room for improvement. We hear, for example, that there is a good deal of weakness in the quality of English being taught to French-speaking students in the Province.

Better information, planning and research are also needed. Parents and school boards should not have to muddle through; both should be able to draw upon the resources and expertise of those who have found and cleared the paths. A decade ago the B and B Commission recommended the creation of a Language Council to act as a research centre and as a clearing house for information. This could be an invaluable resource for those who prefer to know where they are going, and it is particularly unfortunate, given the huge sums of money that have been spent in this area, that no real attempt has been made to fill the research and information gap. Even at a time of expenditure cutbacks there is no doubt that such a centre would serve Canadians well, and it is surprising that the federal authorities have consistently failed to appreciate its obvious advantages.

The high schools

If the state of French as a second language is looking better in the elementary schools, the prognosis is less optimistic at the secondary level. As Appendix B, Table 2, shows, participation in French language courses in high schools went from 56% in 1970-71 to 44% in 1973-74—a 12% drop. While the decline has been less precipitous since that time, there has still been a 3% drop over the past five years to 41% in 1978-79. And if the attitude revealed by some Ontario high school principals this past year is any indication of the future, things could get worse. A survey indicated that French would be the subject most likely to be cut—even before swimming—by principals faced with declining enrolments.²

There is at least one very practical reason why ministries of education and high school principals in the nine English-speaking provinces should be paying some very serious attention to French language teaching at the secondary level. Although the total number of students is declining, we have also pointed out that those who have taken a considerable amount of

¹ J. T. Roberts, *Foreign Language Learning in AngloSaxony: An attempt to establish a Culturo—Psychological Perspective*, p. 14. A paper presented to the 5th Congress of AILA, Montreal, August 1978.

² Alan F. Brown, Pachraig O'Toole and Reginald De Four, *The Impact of Declining Enrolment Upon the Principal and Vice-Principal in Ontario with Implications and Alternatives*, Working Paper no. 13 for Commission on declining School Enrolments in Ontario, May 1978.

French in elementary immersion or extended programmes are increasing rapidly. No mathematical wizardry is needed to figure out the consequences a few years hence. Yet there is very little indication that most high schools in the country have made any plans for coping with an increasing demand for French at higher levels.

On the contrary, preliminary studies carried out in Montreal on one of the first groups of early immersion graduates indicated that they had difficulty maintaining their French because they did not get enough of it at the high school level. In order to satisfy the needs of students like these, high schools will have to offer not only French-language instruction but other courses as well in French. The youngsters will soon be knocking at the door. Will someone be there to let them in?

Secondary schools are as much concerned with preparing students for post-secondary institutions as they are with receiving them from the elementary schools. While they are already feeling some pressure from below to provide solid French courses, there are no vibrations from the upper spheres which suggest that a knowledge of Canada's second official language might be of some value. The number of Canadian universities in Canada that require credits in the other official language as either an admission or an exit requirement can be counted on one hand.

The role of
the universities

The role that the universities are playing—or not playing—in this area reminds us of nothing so much as the dialogue between Sherlock Holmes and a certain obtuse country gentleman:

- Is there any point to which you wish to draw my attention?
- To the curious incident of the dog in the night time.
- The dog did nothing in the night time.
- That was the curious incident, remarked Sherlock Holmes.

Like Holmes' sleeping dog, the Canadian universities fail to raise any alarm, while year after year graduating students go into a job market where knowledge of both official languages is an asset. To what extent the universities are aware of the practical demands of the world beyond their doors is hard to say. The signals one receives are faint and often inconsistent. For example, while the University of British Columbia recently decided to institute a second language entrance requirement from 1981, the University of Victoria failed to give approval even in principle to a similar proposal. Apparently the French Department, among others, opposed the requirement on the grounds that the French taught in the high schools was not up to the mark. As an editorial in the *Daily Colonist* points out:

Isn't it just as logical, and a good deal more productive, to argue that making French one of the options among language requirements for university entrance would provide a powerful incentive for getting better French teachers in high schools, if they are needed?¹

¹ *The Daily Colonist*, September 16, 1978.

We have argued in a previous *Report* that a shortsighted unwillingness to ensure that their graduates acquire a knowledge of both official languages is close to irresponsibility on the part of Canadian institutions largely supported by public funds. We see no reason to alter that judgement. We might add, however, a reminder that the Federal Government is already making serious noises about cutting off basic language instruction within the next five years; and whatever one thinks about the wisdom of such a move, it should at least provide some incentive for the universities to look beyond their current strategies for recruiting students to the practical consequences of ignoring language requirements for their graduates' prospects in the workaday world.

Adult Programmes: All in the Family

As we have suggested above, while it may still be possible to get a lively debate going among Canadians on the hows and whys of learning the other official language, opinion about when is pretty much unanimous: the best time is in the school system. As a result, the funds paid out by the Federal Government in formula payments for elementary and secondary students, in bursaries and grants for post-secondary students and for teachers taking refresher courses, is clearly money well spent. The fact remains, however, that a number of Canadians never did learn as much English or French as they wanted to during their school years. The hard knocks school of life takes care of many Francophones but, in the case of Anglophones, more and more of them now have children in one of the French programmes available in the schools and would like to be able to keep up with their offspring in the second language.

The easiest and most convenient way for parents to study a second language is in continuing education courses offered by their local school boards, universities and community colleges. Although there is no established programme in this area, the Secretary of State's Department, within its bilingualism in education budget, has divided an annual pot of \$2 million among the provinces over the past three years for the establishment of minority- and second-language courses at the adult level. This is a good start, but until these courses are made more universally available it is only a start.

What parents—and non-parents, too, for that matter—can do is make sure that their demand is heard. We know how successful *Canadian Parents for French* has been in getting programmes established for their children. How about a Canadian Parents *into* French—or English—to get adult programmes launched? Since funds are apparently obtainable through the Secretary of State's Department, a special programme could be established to let communities know that money is available for setting up these courses.

Declining enrolment in the earlier stages of the school system will no doubt throw more and more emphasis on continuing education programmes for adults. Knowledge of a second language is one of the skills many adult

Canadians would like to acquire. Governments can either ignore this phenomenon or do something to see that the courses are provided where they are needed. To us the sensible choice seems pretty obvious.

Open House Canada The opportunity for language learning, of course, extends far beyond the classroom, for adults and youngsters alike. During the past year an increasing number of Canadians from different regions and different official-language groups have had a chance to learn more about each other as they participated in exchange programmes. It is encouraging to note that the Federal Government, with its Open House Canada programme, was at the centre of this activity.

By paying the travelling expenses of around 33,000 young people between the ages of 14 and 22, Open House Canada enabled well over a dozen organizations to maintain or expand their exchange programmes, and allowed local groups across the country to tailor their own exchanges according to their particular interests.

Bilingual exchange programmes We could toss off some heady statistics. During the past year, with the help of various levels of government and the private sector, such organizations as the Canadian Council of Christians and Jews and the Bilingual Exchange Secretariat, to name two of the largest exchange programmes, increased their participation rates between 50 and 100%. We would not, however, wish our enthusiasm for such encouraging signs to kindle any complacency in the collective bosom of governments. After all, the total number of participants in all exchange programmes, including the 33,000 who took part in Open House Canada, add up to no more than a tiny fraction—less than one half of one per cent—of the Canadian population.

This figure speaks eloquently for what remains to be done. We need to find ways in which more Canadians, particularly those who fall outside the 14 to 22 year-old age group eligible for Open House Canada, can participate in exchanges geared to their needs and interests.

Some encouraging initiatives have already been taken in this direction. This summer, a pilot project of the Canadian Council of Christians and Jews launched a number of families into a bilingual exchange programme, appropriately titled Family Adventure. Still in the planning stage for 1980 is a Festival of Bilingual Children in which the Canadian Parents for French and the Canadian Association for Immersion Teachers would bring together grade 5 and 6 immersion students from across the country to meet for four days in Quebec City with local French-speaking students.

Another exchange last year took place between the twin cities of Lethbridge, Alberta and Ville Saint Laurent, Quebec. Following the age guidelines of Open House Canada, this exchange involved groups of young people. We would like nothing better than to report next year that some other Canadian twin cities—say, Kingston and Boucherville, or Edmonton and Hull—had organized even broader exchanges of their citizens.

Is the money for such programmes well spent? One young participant in an Open House Canada programme replied to criticisms of the price tag for her

group's exchange by asking her critics to "name a better way for the Federal Government to make a life-long investment for forty teenagers". Her adversaries, she reports, were silent.

Travel packages Many Canadians simply want to pack up the family and take off on their own. All too often, prohibitively high domestic air fares and the dearth of really competitive travel packages has made it more attractive for them to travel outside of Canada than to take their holidays here.

The appearance last year of domestic ABC's and incentive fares by both Air Canada and CP Air gave some Canadians a chance to travel in Canada at a more reasonable cost. But clearly it is not only the cost of getting there that concerns the traveller; he wants to know how much he will be out of pocket once he reaches his destination. In December, our Office again argued in a submission to the Air Transport Committee of the Canadian Transport Commission not only for continued and expanded cheap, flexible air travel in Canada but for the development of travel packages which would offer the Canadian traveller as good a deal here as he can get anywhere else.

Obviously the development and marketing of these packages is not easy, for it depends upon a joint effort of those responsible in the transport industry, in all levels of government, and in hotel and tourist operations. But the rewards are surely worth the effort. Francis Bacon tells us that "Travel in the younger sort is a part of education; in the older, a part of experience". Canadians should not be discouraged from taking advantage of that education and that experience on their own home ground.

A Final Word

Taken as a whole, 1978 was a year when the debate over English-French relations in Canada continued to be lively but inconclusive. At year's end, there was still no sign that the jury was prepared to render a decision on the proposition that the English and French languages can co-exist harmoniously on the Canadian landmass without the need for linguistic tariff barriers.

It may well be, however, that more and more Canadians are coming to realize what is at stake in the ongoing language debate. For our part, we are inclined to agree with William Johnson of *The Globe and Mail* who put the matter this way:

. . . a language is very close to the identity of each person. And each person's well-being is bound up with the state of the language, much as it is with the state of our currency: when it is valued upward or downward all those who use the language (or the currency) are enriched or impoverished. That is the stuff of nationhood: mutual dependence, common wealth.¹

One would have to be very short-sighted indeed not to realize that, without concerted action to shore up the value of English and French where they are most exposed, we face a considerable devaluation in our "common wealth". In generations to come, we will be judged on our mutual concern for each other's language. As things stand now we will be found wanting.

¹ *Globe and Mail*, June 5, 1978.

Aside from larger language issues which involve Canadians in all walks of life, there are a number of more specific problem areas directly affecting the Public Service. The following pages contain comment on a few of these areas of concern.

Some of the matters we discuss relate to language usage in the narrower sense, as for example in the case of translation and the quality of texts produced by departments and agencies of Government. Another section deals with the scientific community, where the use of two languages in the contemporary world appears to pose special problems. We also say a few words about the private sector—the ubiquitous contractors and the unions—whose relations with government departments and agencies sometimes cause problems on the linguistic front. All these subjects are discussed against the backdrop of our central theme, the responsibility of senior management to make the official languages programme a success.

The Editors: A Sllp of the Pen

How would *you* like to receive a letter in the following terms?

Dear customer:

Inform please thise office have you recieved the post here describe. Fill the section of reponse underneath and return it to thise office. The prepaid stomped envelope is inclosed for answer.

Impossible, you say. No one could massacre the English language like that. Perhaps. Yet this is a pretty faithful rendering of a missive received in French by one of our complainants from the Toronto Post Office.¹ And the rest of the mercifully short text was equally larded with barbarous inaccuracies. Although not typical, the example quoted is by no means unique, and equally egregious examples of fractured English occasionally appear. Nor is the Post Office the only offender. The fact is that, over the years, Francophones and Anglophones alike have had occasion to scream in agony at the poor quality of texts—letters, press releases, signs and internal correspondence—issued by a good many departments and agencies.

Lack of
quality control

Present Treasury Board guidelines recognize that institutions “must maintain a capacity to serve the public in both official languages” as required by the Act. They say nothing, however, about the quality of translations. Treasury Board directives also outline the conditions under which internal documentation must be made available in both official languages to public servants but, once again, they are silent on the subject of quality. And, as the following incident suggests, the Board’s current thinking on the matter is ambivalent to say the least.

¹ The original French version reads as follows:

Cher client:

Informez s'il vous plait cet bureau est-ce que vous avez reçu la poste ici décrivez. Completez la section de répons ici-bas et la retournez a cet bureau. La envelope affanchis en numeraire est enferme pour votre réponse.

A management consulting firm, with the blessing and co-operation of the Treasury Board and another federal agency, distributed a bilingual questionnaire to selected public servants in the National Capital Region, some of whom complained that the covering letter was in tottering French. Informed by our Office of the complaints, the Board replied that the distribution of the questionnaire in both languages met the requirements of its directives despite the questionable quality of the French version of the covering letter. It further took the view that neither the *Official Languages Act* nor the policies deriving from it were at issue: rather, it was simply a matter of quality control of written correspondence.

We do not share this opinion. After all, how much further does one have to go, beyond the example cited in the introduction to this section, before it is no longer a question of quality but a problem of incomprehensibility?

The Public Service Commission has also issued no general guidelines concerning the quality of texts in either language. However, responding to reports of "an alarming number of typing and grammatical errors in competition posters and appeal notices issued by various government departments", the Commission, in late 1977, urged departments to take measures to ensure the acceptable quality of these documents through a greater use of the translation services provided by the Department of the Secretary of State.

At the same time, the Commission was reportedly experimenting with an "Automated Notice System" for use by staffing personnel in preparing competition posters and notices of right to appeal. This centralized electronic distribution system, when fully operational (in 1979 if all goes well), is expected to use the services of a unit from the Translation Bureau, thereby ensuring quality control of texts. Or let us hope so.

A 1976 special study conducted by our Office made specific recommendations aimed at helping the Translation Bureau achieve more effective quality control. The Bureau has reported that these recommendations have by and large been implemented. It has pointed out, however, that neither the *Translation Bureau Act* nor the *Regulations* requires institutions to rely on its translators. In this connection, it is worth pointing out that although the Bureau has now acquired a French Terminology Bank, the lack of a centralized vocabulary for signs can result in schoolboy blunders such as those on several French signs ("Arrivées internationaux", "Arrivées intérieurs", etc.) that greeted visitors to Vancouver International Airport during the year. Significantly, the Ministry of Transport made fresh mistakes in correcting some of the old ones.

Late release of
French texts

It is a moot point whether such texts are more or less irritating than a related institutional failing: the late release, or the absence altogether of a version of government publications in the other official language. Suffice it to say that dozens of complaints on these grounds have been received against a number of departments and agencies. One has only to recall the reaction of MPs last July when the annual report of Atomic Energy of Canada Ltd. was tabled in English only in the middle of a debate on national unity. Apparently, the French edition of the report was not yet available from the printers.

Very few institutions have yet come up with more than temporary, *ad hoc* solutions to these problems. Yet it must be obvious enough that the answer in both cases lies in more careful attention by persons with sufficient authority to make their requirements stick. Would we be thought unfair in certain quarters if we again pointed to this lack of interest as another reflection of the lax attitude of senior managers to the requirements of language reform?

The Translators: In Plain Words

Translation continues to be a large part of the Government's official languages programme. The number of words translated annually by the federal Translation Bureau has passed the 300 million mark; the Bureau's staff stands at almost 1,900; and the cost to the taxpayer has grown to \$50 million plus.

In last year's *Report*, we suggested that the public was, in all probability, not getting its money's worth. The point we made was that departments often request translations which, for one reason or another, are unnecessary. The system in place was inefficient and wasteful: texts sent for translation automatically rather than on the basis of need; too little effort to co-draft texts in English and French; too many documents translated because a few employees (sometimes even language school graduates) might otherwise have difficulty with them; and poor integration of translation into the planning process for publications.

This year we have followed up by testing these assumptions in discussions with several departments and agencies and with the Translation Bureau itself. It came as no surprise to discover that our suppositions were to a large degree borne out by the experience of others.

Poor co-ordination of translation

Departments often complained about the Bureau's failure to meet translation deadlines or about the poor quality of the texts it produced. The Bureau swiftly countered, however, that many departments seemed blissfully unaware of their own administrative weaknesses, for example, the absence of any specific policies on translation, the failure to designate co-ordinators capable of ensuring a smooth flow of work between the department and the Bureau, and an apparent inability to provide adequate lead-time for translation. The result was that section chiefs and others at the Bureau had to spend an inordinate time debating translation schedules and negotiating deadlines, and not necessarily with the departmental officer supposedly in charge of translation, but often with third persons who had no idea whether the requirement was realistic and firm or not.

It is impossible to escape the conclusion that administrative anarchy of this sort can only have a harmful effect on the quality of translations, which often have to be produced without adequate preparation and in too short a time. But the question of quality in translation is two-edged. The translators are quite correct in complaining about unrealistic deadlines and the poor quality of writing in the texts they are asked to translate. On the other hand, the Bureau has its failings too. Poor quality *is* a matter of serious concern; the

output of some translators *is too low*; and there *is a lack of specialized translators for highly technical texts*. Moreover, despite efforts to change the internal administrative practices of the Bureau, the best translators too often *become revisors and ultimately administrators*, with the result that their linguistic skills are lost to the area where they are most needed.

All of these points are well enough known to those working in the language field. Studies carried out by this Office and by the Translation Bureau all indicate that greater co-operation is needed between the Bureau and its client departments. To this end, the Bureau has been pressing on with its "Operation Customer", a programme designed to make departments and its own staff more aware of each other's needs. We hope to see the results before too long.

Unnecessary
translation

But much more has to be done to increase efficiency and cut down on costs. As we have said elsewhere in these pages, one obvious problem is that existing bilingual personnel in the Public Service are not being used to their full potential. In the case of Francophones, too few are encouraged to produce their written work in French; in the case of Anglophones, too few make use of their second-language knowledge and too many routinely send French-language texts for translation. A concerted effort to abolish these practices would do much to reduce the translation load.

Secondly, the Government's paper burden itself is often wasteful and unnecessary. Too much is produced for internal consumption and much of that has to be translated.

Consider, for example, the matter of job descriptions. Written to begin with in a prose which defies understanding for the ordinary reader and at a length which would make the editor of an encyclopedia blush, documents of this sort are prepared in the thousands largely for the edification of bureaucrats assessing other bureaucrats. Because they must in theory also be available to job applicants and employees, they are often translated. And thus are wasted many hundreds of thousands, if not millions of taxpayers' dollars over the years to render the incomprehensible in one language unreadable in the other. Someone really has to call a halt somewhere, before the pulp and paper industry is given over entirely to the bureaucratic machine. Might we suggest that a short-form (one page) statement of duties would cover the requirements of the *Public Service Employment Act* and collective agreements without making bilingual bankrupts of us all.

If every supervisor and employee were required to question the real need for a document being prepared only for internal distribution, they would often consign the draft to the waste-bin. Likewise, if they were required to put a price tag on the production and translation of public documents of questionable value, particularly those of a more esoteric nature, they might think twice about the damage to the taxpayers' pocketbook. Let's make no mistake—everyone is in favour of adequate information for public servants and for the general public. But that does not mean that the publish or perish syndrome should be allowed to invade the Public Service and burden it with quite unnecessary translation requirements.

The point we are trying to get across is that translation, while a relatively unglamorous activity which tends as a result to go unnoticed, is an exceedingly expensive item in the Government's language budget. There is no one that insists more vigorously than our Office on the need for competent, timely versions of government documents in both official languages. But this should not be a licence to waste public funds. On the contrary, because of the heavy expense involved, there should be an added concern on the part of the Treasury Board to ensure careful cost control and systematic planning of resources. Neither of these is sufficiently in evidence at the present time and we intend to persist with our gentle reminders until we are satisfied that they are.

The Scientists: Stranger than Fiction

Several of our *Reports* have drawn attention to the need to develop a rational approach to language reform in federal departments and agencies with scientific and technical mandates. We are, of course, well aware of the predominance of English as a *lingua franca* in the national, continental and international scientific community. In these circumstances it is obviously very difficult to put French on an equitable footing as a language of work in federal organizations whose scientific and other specialized research, together with related publications, constitute their very *raison d'être*. Yet, if these departments and agencies continue to operate almost exclusively in English, how can they possibly meet the obligation to provide fair treatment to the Francophone scientific community in Canada?

In keeping with the promise made in last year's *Report*, we have given considerable attention to this problem in 1978, and more particularly to the twin questions of scientific publications and difficulties in recruiting Francophone scientific and technical personnel. We have been pleased to discover, moreover, that we are not alone: several departments and agencies are also grappling with these issues and have demonstrated a willingness to air their problems and to discuss possible solutions with others who have the same interests.

It has been generally agreed by all concerned that the publication of scientific material in two languages and the recruitment of Francophones in the scientific, professional and technical categories of employment in the Public Service are issues of a different order. The former is largely a production problem, the latter a more complex human one. But both require imaginative solutions, particularly in a period when funds are scarce and man-years at a premium.

Scientific publications As regards publications, we recognize that the production in both languages of every scientific and technical paper printed under the aegis of the Federal Government is utopian and, in all probability, unnecessary. On the other hand, we must insist that it is unacceptable, as is the case with some departments and agencies, to continue the practice of publishing an overwhelming majority of their scientific, technical and scholarly research in English only. To do so is to deny a significant number of Canadians access

to this material in their own language. The old saw that "English is the language of science" then becomes a self-fulfilling prophecy.

What is required—and we are pleased to record the efforts of some departments to move in the right direction—is a rational approach to the publication of scientific documents based on the real and potential readership of such material. First of all, there seems to be no disagreement that scientific and technical publications of a popular type, addressed either to a large segment of the general public or to the student population, should be issued simultaneously in both English and French as a matter of course. Similarly, standard reference works should be made available in both official languages. After all, there are informed laymen and science buffs in both linguistic communities, and to ignore one of them smacks of taxation without representation.

Whether to publish in one or both languages becomes more difficult in the case of specialized works which are often produced in very limited editions or even as mimeographed typescripts. Here, the real and potential readership must be examined with special care. Discussions over the past year have revealed that some departments are less than certain who actually reads the scientific documents they so regularly produce. And yet, despite that admission, many spokesmen had no hesitation saying there was little need to publish these works in French because French-speaking Canadian scientists were "of necessity" bilingual, and "therefore" content to read the material in English. In any event, they went on, Francophone scientists often published their own research in English rather than French. It was also pointed out that delays incurred by the translation process could mean that, in some instances, the translated text would be obsolete before it was published.

It is clear from this kind of exchange that simple procedural changes, such as tinkering with the wording of departmental publications policies and the establishment of publications committees and the like, will do little to change current practices in this area. It often appears that those whose minds have been trained to welcome rapid change in the scientific world are, paradoxically, those most opposed to innovation in other areas. Accordingly, as a start, we have taken the initiative by launching a straightforward fact-finding study, one of the objectives of which is to determine clearly the extent of the market for federally-published French-language scientific and technical material. Without prejudging the findings of that study, we would be surprised not to discover that the market is larger than many authorities now claim, provided always that the product is readily available and offered freely rather than as a grudging concession.

If it is, then departments will have to be better prepared to produce their scientific publications in both languages just as they are for other public documents. After all, there is nothing mysterious about producing texts in two languages; what is required is good planning, the integration of translation into the production process and the efficient use of manpower and financial resources. Some departments have already started to move in this direction by introducing into their operation a variety of innovative meas-

ures: specialized French-language editors, better organized translation modules, encouragement to their French-language scientists and technicians to work and write up their results in French, and—of course—increased recruitment of Francophone scientists.

Recruitment of
Francophone
scientists

Which brings us to the second question. How are the scientifically-oriented federal departments and agencies going to tackle the problem of recruiting and retaining Francophone scientists and technicians in milieux that have so long been overwhelmingly Anglophone? As the Public Service Commission stated in its 1977 *Annual Report*, "for the most part Francophones work in service departments and they make up only a small proportion of employees in the scientific and technical groups". How small? On average, only about 19% in the scientific and professional category and 18% in the technical category, and much lower at the middle and senior echelons. The Commission's *Report* goes on to say:

This imbalance is usually attributed to problems of recruitment. Yet educational systems in Quebec and elsewhere are producing large numbers of Francophones qualified in a variety of scientific and technological disciplines. Since the mid-sixties a new generation of well-trained graduates has come on the labour market. Unfortunately, for complex social, political and economic reasons, the Public Service has had little success in recruiting them in sufficient numbers.

What are these "complex social, political and economic reasons"? And what can be done to counter them, so that Francophones are not only attracted to the Public Service, but once there, have an interest in making it their career? A second objective of our current study is to find answers to some of these questions that go beyond what is already known.

Again without anticipating the result of our research, it seems clear that federal departments and agencies will have to work much harder to create an environment in which French can flourish as a language of work in scientific sectors of their activity. Whether this milieu is achieved through development of French sections in scientific centres located in the National Capital Region or through greater decentralization of federal facilities to Quebec, action must be taken quickly if the Government is serious about its policy of equitable participation of the two language communities in the Public Service. Other changes, too, are of equal importance: more federal aid to Francophone centres of excellence, more French-language training and documentation, more encouragement to publish in French, and so on.

The federal scientific community must, in a word, realize that linguistic change is not heretical and that they are subject to the same language legislation and policies as the rest of the Public Service. Here is an area, if ever there was one, where senior management should be called to account for foot-dragging.

The Contractors: Whose Word? Whose Bond?

Another year has gone by and the Government has still to articulate a policy on the language aspects of the many contracts concluded yearly with

private contractors for the provision of services to Government and the Canadian public.

To be fair, this is a thorny area in which to develop and implement comprehensive policy guidelines. Nevertheless, Treasury Board's Official Languages Branch was created "... to develop and communicate the federal government's policies and programmes", and we think it is time they got on with it. Without clear policy guidelines in this area, it will be difficult if not impossible for individual departments and agencies to treat their contractual arrangements with consistency. It is therefore disturbing to find not only that the subject was barely touched on in the Treasury Board's 1977 revised policy guidelines, but that 1978 has failed to produce any further enlightenment.

To assist those responsible for this enterprise, we would suggest with some diffidence that the basic considerations set out below ought to be taken into account.

Service contracts

We start with the premise that members of the Canadian public have the legal and moral right to obtain services from and to communicate with federal departments and agencies in the official language of their choice. We think it equally evident that federal institutions cannot absolve themselves from these obligations by arranging to have their services provided to the public by private contractors. Services provided on behalf of the Federal Government are subject to the same conditions of linguistic equality as services provided directly.

The next step is to be clear what kinds of service one is talking about. In the first place, we have in mind those services which, if they were not being provided by a private entrepreneur under contract, would be the responsibility of the department or agency itself. Under this heading, for example, we would include both the operators of sub-post-offices in corner stores as well as concessions in hotels, airports or railway stations which are established for the convenience of the travelling public.

In our view, any service contract of this nature should contain an official-languages clause. As the term implies, such a clause would require private contractors to ensure that members of the public could obtain their services in the same way as if they were being provided by the federal institution itself. In effect, the contractor is standing in for the federal agency for the purpose in hand and it is only reasonable that he provide an equivalent level of language service.

It is less clear, however, whether the Department of Public Works, for example, should require the insertion of language clauses when leasing space in buildings that happen to be owned by the Federal Government. After all, the services provided by these lessees would not normally be considered government services. But here again, distinctions can be made: it is one thing to operate a cafeteria in a government building for the most part occupied by federal employees, and another to run a shoe store on the ground floor of a building owned by the National Capital Commission. There may be reciprocal benefits between the shoe store and the government agency which would warrant encouraging the store owner to offer his

customers a choice of official languages, but this would hardly amount to a contract for the provision of "government services".

Official-languages clauses would also not usually be required in service contracts such as those between federal departments and the operators of mail-delivery or cleaning services. It is not in the normal nature of the duties of truck-drivers or cleaners to communicate with members of the public. However, the situation is different in the case of security services engaged by federal institutions. Depending on the location of their work, it would be appropriate for security services (though not necessarily all their employees) to have the capacity to communicate with public servants and members of the public in both languages. This requirement should therefore be expressed in their contracts with the Federal Government.

Sub-contracting A second major aspect of the contractual question concerns federal departments such as Supply and Services, Public Works or CIDA, which frequently contract with private entrepreneurs for the manufacture of materials or construction of buildings needed by the Government. The issue here is not whether the federal institution requires these services in both languages but whether it should ensure that potential sub-contractors have reasonable access to federal contracts in their own official language.

For some years, the departments concerned have increasingly respected the right of prime contractors who wish to bid on government contracts to receive tender documents and specifications in their preferred official language. This is as it should be. But is it proper to expect the successful prime contractor to make documentation available to his potential sub-contractors in *their* preferred official language? To date, it has not generally been the practice of federal institutions to transmit an obligation of this kind to their prime contractors, and we doubt whether the *Official Languages Act* requires them to do so.

Nevertheless, we are aware that significant parts of federal projects are often tendered for sub-contract in one language only, thereby limiting the access of potential sub-contractors who are used to working in the other language. We would therefore urge federal institutions, where feasible, to make their potential prime contractors aware of this dimension of the problem and to provide documentation accordingly.

Modest as these few proposals may be, we think they deal with the principal aspects of language policy in the contract area. It would be both appropriate and helpful if Treasury Board, as the agency responsible, were to work them up in the form of policy guidelines applicable to all federal departments and agencies. In the absence of such norms, we fear that government policy toward contractors, and their relations with the public, will remain as murky and troublesome as ever. The sooner we have a reasonably clear-cut and defensible policy, the better will departments be in a position to get on with the job.

The Employers: Don't Rock the Boat

The area of collective agreements and their impact on the *Official Languages Act* is very soggy terrain indeed—or is it quicksand? Job security,

seniority, staff mobility and the right to bid for various work stations are all legitimate aspects of the collective bargaining process, but the guarantees arrived at for the benefit of workers can result in restricting the right of the public to be served in the official language of its choice.

The outside observer might feel that nine years is, or should be, ample time for employers and unions to adjust collective agreements so that they are not in conflict with the Act. We obviously have no quarrel with seniority rights, but management simply cannot go on using them as an excuse for not providing the right numbers of persons with the right language abilities in the right place to serve the public.

Good will but
poor service

The worst offenders in failing to come to grips with the awkward problems posed by union contracts are the institutions with most frequent contact with the public—Air Canada, CN (and its passenger services successor, Via Rail) and the Post Office. Whether because they find the problem too intractable to face up to, we do not know, but these institutions seem content to sustain themselves with declarations of good will rather than to make a real effort to do something tangible about the matter.

Our own concern over this inactivity led us to write to the Minister of Transport to suggest that the collective agreements negotiated by Air Canada and CN did not deal adequately with the basic requirements of language of service. In reply, it was agreed that, yes, in certain circumstances, negotiated agreements with staff associations might directly or indirectly negate positive steps taken to ensure complete compliance with the Act. However, we were assured, this was not due to any lack of good will on the part of management or the unions. On the contrary, we were invited by the Minister, as well as by Air Canada and CN, to look at the progress which had already been made, and at the continuing efforts to solve outstanding problems.

And to be fair, there has been progress. But it is what *remains* to be done that customers find frustrating, and their irritation and frustration is not diminished by being told that there is no lack of good will.

Take, for example, Air Canada's response to recommendations by our Office on how to improve service to the public in both official languages:

At the Toronto Airport our ability to deploy our bilingual agents is limited to our Agreement with CALEA.¹ There is no provision in the Agreement for us to assign Passenger Agents to specific functions on the basis of language skills.

One wonders why efforts to include such a provision have borne so little fruit in employer-employee negotiations conducted these past nine years. Air Canada went on to say:

On the other hand, the ticket counter is considered a preferred assignment from which we cannot restrict employees due to lack of language skills.

¹ Canadian Airline Employees Association

Is it, then, acceptable to restrict the public's access to service in its preferred official language, but unacceptable to restrict employees from their preferred assignments, whether they meet the language requirements of the job or not?

Seniority problems CN has much the same, seniority-first attitude. When we enquired recently how the employer and the collective bargaining units were going to reconcile matters of seniority with those of the language requirements of certain positions designated as bilingual, we were informed that the company was still negotiating designated positions with very little success. CN further expressed its opinion that the *Official Languages Act* did not give the company the authority to change unilaterally the requirements of a collective agreement. We have never suggested that it did. What we have said, and keep repeating, is that appropriate clauses necessary to bring contracts into line with the law could and should be incorporated in new collective agreements as they are negotiated.

The Post Office seems to have more than its share of problems with collective agreements, as everyone knows, and the difficulties naturally spill over into the realm of language. In this Department, seniority is enshrined as an unassailable right that seems to take precedence over almost every other consideration. The union has fought long and hard to obtain that right and makes no bones about its importance.

In practice, however, it means that employees with seniority may be assigned to bilingual wicket positions in post offices, regardless of their language abilities. The result is that clients who have good reason to expect service in both languages at a given wicket find themselves facing a unilingual employee. We fail to see how this can be described as acceptable service by any objective and reasonable observer.

How the issue of seniority is to be reconciled with the public's right to be served in the official language of its choice is no doubt a complicated and thorny puzzle. But solved it must be, and there are times when one gets the impression that it is viewed by all concerned as too difficult to tackle, and is therefore not dealt with at all. The public is the loser.

The Managers: The Buck Stops Here

Implementation of the *Official Languages Act* is as integral a part of the responsibilities of the Government's senior officers as financial management and personnel administration. In the fall of 1977, Treasury Board and the Public Service Commission finally recognized this principle in a directive delegating responsibility for many aspects of the Government's official languages programme to deputy ministers and heads of agencies. The question, however, is whether they are ready for it.

Unfortunately, our Office's studies have revealed they may not be, because the requirements of the Act have not been sufficiently integrated into the administrative structures of most federal departments and agencies. Moreover, too little attention has been paid to monitoring and supervisory procedures, either at headquarters or in regional offices.

The administrative weaknesses and gaps resulting from this situation have caused some observant public servants to conclude, consciously or otherwise, that they need not worry about the *Official Languages Act* as a day-to-day concern in the same category as good programme management. This attitude bears a strong resemblance to the kind of casual approach to financial affairs which the Auditor General has reported elsewhere in cutting terms.

All large institutions, including government departments and agencies, have senior management committees which act as the final co-ordination and control instrument for ensuring maximum efficiency in relation to the resources committed. This group sees to it that the institution's goals are clearly defined, that responsibilities and resources are distributed logically, and that adequate evaluation and monitoring procedures are included in any plans for programme implementation. Such committees are often supported by a number of sub-committees and working groups.

Lack of managerial interest

Studies conducted by our Office within various departments have revealed that the agendas of their management committees give very little time to official-languages programmes. The result is that these matters are only discussed in emergency situations or in response to special requests by Cabinet, Treasury Board or perhaps the Commissioner of Official Languages. In addition, we have often noted that there is no standing sub-committee on official languages and that a working group is only set up when urgent cases make it necessary. These practices also do not escape the notice of staff members who naturally draw their own conclusions about the relative importance senior management attaches to the *Official Languages Act* and the Government's official-languages policies.

Executive committees could considerably reduce the need for a firefighter's approach to linguistic management if they were systematically to include language concerns in their examination of human, financial and physical resources. Thus, for instance, they could study the situation with respect to publications, or examine the scope and quality of service to the public in terms of official languages requirements, or determine the availability of training programmes in both languages, or look at hiring programmes intended to encourage the equitable participation of the two language communities.

Any well-thought-out administrative policy must also provide for the designation of responsibility centres which can be held accountable for well-defined tasks. Unfortunately, the official languages plans of federal institutions often contain no more than platitudinous generalities which may or may not be put into practice, and for which no one in particular is responsible. Deadlines are chosen by riffling through the calendar, and monitoring procedures either do not exist or make use of nebulous and inexact indicators. Is correcting such a situation beyond the reach of institutions which are capable of imaginative initiatives in the administration of all sorts of complex, nation-wide programmes?

Audit and evaluation

One tool that may be particularly useful is the operational evaluation and audit units which have been set up in most departments. Senior managers define the tasks for such units and use the results in planning and adjusting

departmental programmes. Nevertheless, when an analysis of an official languages programme is required, most departments do not call upon their services but rely instead on their official languages branch. In addition to the fact that such branches are often poorly equipped for this kind of work, the approach can lead to wasteful duplication of effort. Some departments are aware of the problem and have entrusted the auditing of official languages activities to operational audit groups. Those which have not would be well-advised to think seriously of doing so.

In any event, however they choose to operate in practice, every institution's executive committee must play a leading role, as the pre-eminent instrument of management, in the supervision, monitoring and integration of official-languages concerns within their day-to-day operations. Until they do, both the general public and their own employees will inevitably be the victims of a less than satisfactory linguistic deal.

There has been significant, if undramatic, progress in the language-and-aviation area over the past year. We are happy to report that somewhat more light than heat has been shed on the many issues relating to the language of internal communication in the skies and on the ground.

Simulator tests

Perhaps the single most significant development was the completion, at the end of the year, of the federal Ministry of Transport's report containing the results of eighteen months of simulator tests.¹ Conducted with the co-operation of pilot and air traffic controller associations and the Gens de l'air, the tests involved simulated air traffic over Dorval and Mirabel International Airports. The fundamental conclusion of the Ministry report was that a bilingual air traffic control system in Quebec will have "... no detrimental impact on safety ..." when used for aircraft operating under Instrument Flight Rules as well as Visual Flight Rules.

In an interim report issued in June 1977, the three-member Commission of Inquiry into Bilingual Air Traffic Services in Quebec had already come down in favour of bilingual flight operations for aircraft operating under visual flight rules at certain airports in Quebec. The Commission is to resume its series of public hearings in February 1979, and the Ministry report, with its 22 recommendations, will doubtless be the subject of careful scrutiny at that time.

On the judicial front

The reader will also be aware, as we have reported above,² that the applicability of the *Official Languages Act* to the language-of-work issue for pilots and air traffic controllers in Quebec was the subject of judicial comment in 1978:

- The Federal Court of Appeal rejected the Gens de l'Air appeal of Justice Marceau's decision in the case concerning the language of communication between pilots and air traffic controllers. The Gens de l'Air announced in July that they would not appeal the decision to the Supreme Court of Canada.
- Meanwhile, it appears that the language-of-work problem as raised in the related case of *Serge Joyal et al v. Air Canada et al* will eventually be appealed to the Supreme Court. However, the reader would be well advised not to hold his breath while awaiting the result, as the appeal has proceeded thus far at an extremely deliberate pace.
- Also on the judicial front, it should be recorded that there was little development last year in a second case involving Air Canada, which was initiated by mechanics and other employees at the national airline's Dorval base, and is being heard by Mr. Justice Legault of the Quebec Superior Court. Final argument is to be submitted in February 1979, and a decision is expected later in the year.

Whatever the outcome of review by the courts, it is worthy of note that Air Canada is complying with the order of Chief Justice Deschênes and is preparing translations of its flight operations manuals and other documentation for the use of its pilots. Those translations were to have been completed and approved by September 1978, but Air Canada has been granted an extension of the deadline to January 1980.

¹ Published January 5, 1979.

² See Part I, pp. 8-10.

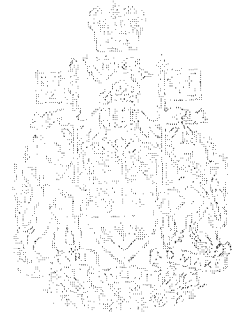
Request for certification A final development of a quasi-judicial nature was the publication in September of the long-awaited decision of the Public Service Staff Relations Board (PSSRB) for certification of the Syndicat des Contrôleurs aériens du Québec as a bargaining group distinct from the Canadian Air Traffic Control Association (CATCA). The request for certification of the 330 Quebec air traffic controllers had, as its premise, that CATCA had failed to represent its French-speaking members in a satisfactory manner. The Board rejected the request of the union on the grounds that CATCA had the capacity to represent the interests of all air traffic controllers in Canada. The question may be far from resolved, however, as the Minister of Justice announced after the PSSRB's decision was made public that the Government intended to introduce a bill which would allow the decertification of portions of a collective bargaining unit if discrimination on linguistic grounds could be established.

Training Lastly, at year's end, complications arose in the training sector which once again demonstrated the present incapacity of the system, and those responsible for it, to deal adequately with the French language. A group of Quebec students in an air traffic control course at the Transport Canada Training Institute at Cornwall brought to our attention a number of allegations, the substance of which was that the Institute was unable to deal with them in their own language.

After a full inquiry, we concluded that, even if no explicit violation of the *Official Languages Act* was involved, the language regime at the Institute was not consistent with the spirit of the Act and was surprisingly insensitive to the needs of Francophone students.¹ We therefore recommended that steps be taken without delay—within six months for the most part—to ensure that the teaching staff, course materials and other facilities related to the students' activities at Cornwall were made fully bilingual. The Ministry of Transport's own report on the matter indicates that it has reached similar conclusions and that appropriate action will be taken. Need we observe how unfortunate it is that this kind of incident, with the harm it must inevitably cause the students involved, was necessary to start long-needed changes in motion?

Despite these current issues, we have come a long way from the tense atmosphere of confrontation that surrounded the events of the summer of 1976. While there may be further dramatic developments, it would appear on the whole that cooler heads have prevailed and that more reasonable and conciliatory positions can now be adopted by all those involved with these difficult and complex problems. Although a rearguard action seems likely, the question "Is bilingualism in the air really necessary?" now appears to have been supplanted by "How can it be safely implemented?". Practical solutions may take some time to develop—more time than we would wish, given the need to catch up on the snail's-pace progress of the past few years. But the new approach could represent a major step in the right direction, a step we dare hope will in time repair the damaging schism of 1976.

¹ Our report was published January 10, 1979 and may be obtained on request from our Office.



PART IV

**The Office
of the Commissioner**

Those with the tenacity to have made their way this far will be aware that language is a pervasive and intricate issue in Canada. As a result, it is not surprising that our Office must keep abreast of matters which may appear at first blush to be related only indirectly to the problem of language reform.

The Commissioner's responsibilities are essentially three-fold: first, to act as a linguistic ombudsman on behalf of individuals and groups whose language rights have not been respected by the federal authorities; second, to function as a linguistic auditor general for matters relating to implementation of the Act; and third, to try to encourage a more open and positive attitude regarding our two official languages and our two major linguistic communities. In order to play these roles effectively, our Office needs to maintain a flow of information on language and related issues.

The still-numerous complaints received from the public represent in themselves a substantial source of intelligence about real and perceived failures on the part of the Federal Government. Investigations of those complaints, together with research and studies undertaken by the Office, naturally constitute the principal activities of the majority of our staff. Notwithstanding the importance of this casework, however, representatives of our Office, and particularly the Commissioner, must also venture forth to unearth opinions, attitudes, sentiments and other information of a less tangible nature. At the same time, they must be willing to act as catalysts, persuaders, interlocutors and, on occasion, arm-twisters in the cause of language equality.

Meetings and discussions

In 1978, while pursuing the now well-established role of spokesman on language matters, the Commissioner and certain of his senior colleagues maintained a busy schedule of meetings, public appearances and other activities, the basic objective of which was to develop greater awareness of the meaning of and the need for language reform in Canada.

In his first full year in office, the Commissioner held meetings with provincial premiers, ministers and senior officials in all provinces and in the Yukon Territory. The warm and friendly manner in which he was received created a positive atmosphere for exchanging views on issues such as minority- and second-language instruction and the availability of governmental and judicial services in English and French.

When travelling outside Ottawa, the Commissioner almost invariably discussed these matters with the representatives of official-language minority groups. In so doing, he was able to gain first-hand knowledge of their concerns about the availability of services in their language, and of the improvements they consider essential for their cultural and linguistic survival and development as groups and individuals.

On several occasions throughout the year, he was able to accept invitations to speak to groups of business people, public servants, managers, educators, students and parents about language-related matters. Press coverage of these engagements, together with frequent appearances on radio and television made his mandate, and the priorities and views of the Office, known to a larger public; and his participation on open-line radio shows afforded him a particularly lively forum in which to hear and respond to a broad cross-section of opinion.

At the invitation of the British and Swiss authorities, the Commissioner also had the privilege of visiting Wales and Switzerland. In both cases, he was able to exchange information with senior officials, to visit a considerable number of administrative and cultural institutions, and to meet a broad sampling of people with an interest in language. The issues are often different from those facing Canadians and, as a consequence, the solutions diverge considerably. However, the Commissioner found the experience immensely useful as an indication of the fundamental similarity of the human problems involved and as a basis for comparison with Canadian efforts in this area.

Briefs During the past year, the Commissioner also presented briefs on several issues linked to government language policies and practices and to the broader constitutional debate. He appeared before, or made written submissions to, the Special Joint Committee on the Constitution of Canada, the Task Force on Canadian Unity, the Canadian Transport Commission (at which time he supported the idea of lower airline fares for people travelling in Canada,) the Lambert Commission on Financial Management and the D'Avignon Committee on Personnel Management and the Merit Principle.¹

Regional offices *In keeping with the need to make the services of the Office more accessible to the public, we opened a regional office in late 1978 in Winnipeg to serve the provinces of Manitoba, Saskatchewan, Alberta and British Columbia. Although it is still too early to measure its impact, there is every reason to believe it will greatly improve our ability to keep in touch with Western residents—both the public at large and public servants. This conclusion is supported by the experience and the accomplishments of our Maritimes office in Moncton which, since opening two years ago, has confirmed the need for regional as well as Ottawa-based services.*

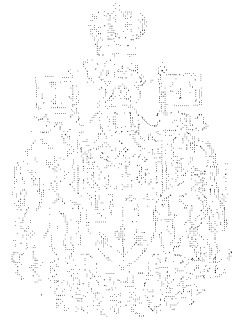
Oh! Canada kit *As in earlier years, we continued last year to distribute the popular Oh! Canada kit to young Canadians across the country. Interest in the kit, which was designed to help children develop a more positive attitude toward their second language and at the same time get to know Canada a little better, continues to exceed everyone's original expectations. More than two million kits have been printed and distributed in less than three years, including 235,000 in 1978. In addition to letters from the public praising the kit, a survey conducted last year by the Office showed how useful the material has been.² Teachers were polled across Canada and results showed that 90% felt the kit motivated students to learn a second language and provided them with a better knowledge of Canada; 82% thought it helped their students acquire a better understanding of the country's two major cultures; 70% believed it increased students' interest in getting to know Canada better; finally, and very important, 100% of the teachers polled reported that their students had had fun using the kit.*

Plans were initiated in 1978 to develop a similar package aimed at older students. It is intended that it should have a more international flavour and stress the importance of English and French as languages of world-wide currency.

¹ Should any of our readers be interested, the texts of these submissions are available on request.

² The results of this survey are also available on request to interested readers.

In addition to continuing this youth-oriented programme, the Office is developing a series of information activities designed to create a better understanding of what language reform is all about. They will include a 10 minute film, produced in collaboration with the National Film Board, which illustrates some of the advantages and the problems of a community with two official languages, and an audio-visual presentation explaining the *Official Languages Act* and the role of the Commissioner. The Office also proposes to publish a quarterly bulletin designed to keep interested groups and individuals abreast of its activities and of language issues in Canada and around the world.



NEW

Complaints

The number of complaints we receive each year has traditionally been used as a kind of barometer of the Canadian linguistic atmosphere.

The assumption presumably is that, if an increasing number of Canadians contact our Office to complain about the way in which they (or their official language) are being treated, then things must be pretty bad. Conversely, if we receive fewer complaints each year, then we must be improving and the Canadian portion of the linguistic universe must be unfolding as it should.

Strength in numbers

The trouble with this thesis is that the number of complaints is neither increasing nor decreasing. It remains remarkably stable. In actual number, the volume of complaints has not changed dramatically in the last few years. To be more precise, 1,092 Canadians were in touch with our Office during 1978 to seek assistance in solving a linguistic problem. This compares with 906 people in 1975, 924 in 1976 and 1,160 in 1977.¹ If allowances are made for population changes, increases in postal rates, a headquarters move that kept us incommunicado for a time, the opening of two regional offices which tended to raise the number of complaints—and so on—it would seem that a roughly similar number of Canadians each year encounter language problems which they feel are serious enough to be grounds for a complaint.

But the reader should not conclude that we are holding our own, for what we will never know is how many other Canadians experience problems but do not get around to informing us about them. A unilingual sign on government property may well irritate a hundred people even if only one sits down and writes us a letter about it. In other words, it is pretty clear that, for every complaint we receive, there are many violations of the Act which go unreported if not unnoticed. What all this means is that the 1,000 plus complaints, far from being a sign that all is well in language land, are symptomatic of a larger disease that so far has defied all attempts at a cure.

The truth of the matter is that year after year exactly the same kinds of problems continue to crop up in the same context, in the same way, and even in the same places.

Why?

The answer is simple enough in theory, but complicated in human terms. While major improvements have undoubtedly been realized since the Act was passed, its ultimate fate depends on the extent to which a host of individuals believe in it and support it. And the difference between active support and passive obedience (or even passive resistance) is the difference between success and failure.

In our business, sins of omission are the rule. Consider, for example, the director who forgets about the need for a French version of a departmental publication until the English version is ready for release. Or the central agency that issues a directive on better service to the public and says nothing about language of service. Or the manager who accepts barely readable French because quality control is not his business. Or the person-

¹A full statistical breakdown of complaints is given in Appendix E.

nel officer who fails to consider, that a job applicant would like to be interviewed in his own language. These are petty offences no doubt, unless you happen to be on the receiving end. But petty or not, they reflect a malaise which is altogether too widely prevalent and which will not cease to plague us until a much more vigilant attitude prevails throughout the Public Service, starting at the top.

A Few Tidbits

Tradition requires that we offer our readers a few of the more tempting morsels from the annual bag of complaints. This year we have once again selected complaints which we hope illustrate interesting or difficult situations or problems whose significance is greater than the complaint itself suggests. We have grouped them under three headings:

- Acts of symbolic importance;
- Problems and solutions;
- Language and public servants.

Acts of symbolic importance

These are occasions when failure to comply with the Act represents not only a failure to provide service, but an omission of symbolic significance as well. The complaints referred to here illustrate the importance of that symbolism and the need to avoid giving offence through the careless use of language.

File No. 6638

The naturalization ceremony is of great symbolic significance. It is therefore particularly important that it should make appropriate provision for the use of both official languages.

We received a complaint describing the proceedings before a citizenship judge during which neither the judge nor the clerk was able to speak French.

The Secretary of State's Department is responsible for the administration of such ceremonies, and citizenship judges are appointed by the Governor in Council pursuant to Section 25 of the Citizenship Act. At the time of the complaint, there were approximately 35 such judges, but none east of Moncton or west of Toronto was bilingual.

There was no doubt in our minds that citizenship judges should be able to express themselves in both languages. We therefore asked the Privy Council Office to study the matter of including knowledge of English and French in the criteria used for appointing such judges. The question is still under review.

We also asked the Secretary of State's Department to examine the possibility of including knowledge of English and French as a requirement for the position of clerk in the naturalization ceremony. Although the Department has not yet announced the specific measures it will be taking, it does agree that clerks should be able to read and write both languages and should, during the naturalization ceremony, be able to make a short verbal presentation in English and French. A brief bilingual text would be prepared and the Department would assist unilingual clerks with their pronunciation.

File Nos. 7203 and 7242

As with the preceding complaint, the two that follow deal with the use of the official languages in situations where symbolism and Canada's bilingual image are important. In both cases, complaints could have been avoided if a little more attention had been paid to the need to use the right language in the right place.

A Canadian working abroad informed us that the local Passport Office had not only filled out his infant son's Certificate of Canadian Citizenship in English but had also forwarded it under cover of a letter in English, although it should have been quite clear that the family was French-speaking.

The Department of External Affairs admitted that a mistake had been made. The application for the certificate had been completed in French, and had been sent to Ottawa to the Department of the Secretary of State, which should have issued the certificate in that language. When the English certificate was received at the mission abroad, the error was not caught and, in keeping with current practice, the letter of transmittal was written in the language of the main document.

A new certificate in French was issued immediately at the request of the mission, which forwarded it to the complainant. The Department of External Affairs promised to remind all missions abroad that, in transmitting applications to the Secretary of State's Department, they should indicate the official language in which applicants wish to receive their documents. We urged both Departments to work together to prevent such occurrences in the future.

A final incident involved a Canadian journalist who expressed surprise to our Office that immigration officers at Vancouver International Airport had been unable to communicate in French with visitors to the country, many of whom knew no English but spoke French as a second language. Moreover, signs in the immigration area were in English only.

We raised the matter with the Canada Employment and Immigration Commission, which countered that at the time of the incident two bilingual immigration inspectors had been on duty, as well as a bilingual supervisor and other staff members able to speak French to varying degrees. In an emergency, assistance could have been provided by bilingual customs officers stationed nearby. We pointed out that, given all this language capacity, we were at a loss to understand why those concerned failed to give bilingual service.

The Commission subsequently informed us that bilingual signs had been installed in the immigration area, and that it had taken measures to make unilingual inspectors aware how to proceed in such circumstances, and on whom they could call for help when required.

These vexatious incidents could stand on their own as examples of bureaucratic negligence. They are, in addition, surpassing illustrations of the theme of our little homily. Departments and agencies having a wide range of contacts with Canadian travellers and a foreign public carry an additional

responsibility in terms of the *Official Languages Act*. They bear witness to the values of the country they represent and they should therefore proclaim our commitment to respecting the language rights of our citizens.

Problems and solutions

Solutions don't come easy to the bureaucracy. Both Air Canada and Customs and Excise have now experienced the advantages of identified bilingual counters. The Post Office, too, has started to introduce a system to help members of the public find the wicket at which they will be served in the language of their choice. One wonders why the idea took so long to catch on, and whether it will even be applied systematically throughout the Service. In the meantime, the reader will observe that the problems involved are not getting any less complicated or easier to sort out.

File Nos. 6194, 6291, 6292, 6294, 6581 and 6944

The following Post Office complaints illustrate the skein of bureaucratic red tape that often has to be untangled before the public and the government employee can meet at a wicket, communicate in the same language and each have his language rights respected.

A correspondent asked for stamps in French at an Ottawa post office but the wicket clerk was unable to provide service in that language. The clerk motioned to the customer, who had already waited his turn, to queue at another wicket, where the customer was eventually served.

Since this complaint was far from the first of its type that we had received, we suggested that the Post Office should consider using the same system in the Capital as the Montreal post offices, where signs had been installed to identify wickets offering service in French, English, or in both languages.

Nine months later, we finally received confirmation that the signs had arrived. Subsequently, the Post Office observed that, due to the particular layout of the postal station, customers were usually unable to see the signs on the counters. It therefore decided to install signs with larger lettering which would be more visible to the public.

Not surprisingly, the story does not end there. Individuals working in Hull later complained that, at one of the wickets in a postal station located in a federal building, a handwritten notice to the effect that service was in French only had been posted over the official sign offering service in either language.

The Post Office admitted that the root of the problem was the identification of bilingual positions. After a great deal of toing-and-froing, the wicket in question now has an official counter sign indicating that service is available in French only. All handwritten signs have been removed. Moreover, formal instructions have been given that this wicket must never be the only one open, in order to ensure that the office will always be capable of offering bilingual service. All this by way of illustration of the fact that there are simple, straightforward ways of ensuring that the customer knows what to expect after waiting in line. No doubt the solution is obvious, but it is still important insofar as it leads to problem-free encounters between federal employees and the public they serve.

The resolution of these complaints clearly did not call for more than a modicum of ingenuity. The only surprising element was the snail's pace at which the bureaucracy moved in the circumstances. Indeed, it is embarrassing to have to remind departments and agencies over and over again that a little innovation and common sense would go a long way toward preventing such occurrences, especially if the lessons learned on one occasion, or in one area, are used elsewhere and not forgotten.

Language and
public servants

In 1978, we received numerous complaints and queries from federal employees about how the Act, with its declaration of equal status for the two official languages, affected their language of work. Furthermore, to no one's surprise, the whole bilingualism bonus fiasco created considerable resentment, both when it was introduced and later when the news broke that it would disappear in 1979.

The language entitlements of federal employees are an important element of language reform—and perhaps the most difficult to deal with. The following selection of complaints may give some inkling of the complexity of the task still facing government administrators.

File No. 6486

It is important that a candidate seeking a position in the Federal Government be able to use the language of his choice when being interviewed. In the following case it appeared to us that a candidate had been subject to pressure to use his second official language at a job interview, and had therefore been denied his rights in the hiring process.

We received a complaint from a federal employee who had applied for a position with the National Energy Board. He alleged that during a telephone conversation to arrange an appointment for his interview, the staffing officer had asked him whether he would mind being interviewed in English. Although he had specified in his application that he wished to be interviewed in French, he agreed to an interview in English because he did not wish to cause the selection board any embarrassment. He was therefore interviewed in English.

The National Energy Board admitted that a member of its staff had called our correspondent but said that the latter had been informed that he could be interviewed in either language, and had replied that an interview in either language was acceptable. The Board stressed that no pressure had been placed on the candidate to be interviewed in English and that a selection board with bilingual capability had been set up.

Inquiries revealed, however, that the staff member who had called the employee was in fact unable to speak French. Furthermore, because only English was used in the telephone call, the candidate had been given the impression that English was the principal language to be used during the interview.

The National Energy Board assured us that its personnel office had the necessary bilingual capability to provide adequate service in both languages. However, the complaint prompted it to ensure that bilingual staff

were assigned to duties requiring the knowledge of both languages so that incidents such as this one could be avoided.

File No. 7344

The question of language proficiency should play a part in the selection process and should be considered along with all the other personal and professional skills of an applicant for a job in the Public Service.

A bilingual public servant wrote to us questioning the decision by the Public Service Commission to eliminate from the government-wide computerized personnel form information concerning employees' level of competence in their second official language. In the opinion of our correspondent, this change discriminated against bilingual public servants whose linguistic accomplishments were ignored in the selection process.

The Public Service Commission argued that the revision of the form was not prejudicial to public servants of any language group. Unilingual and bilingual employees had the same right to compete for bilingual positions that were being staffed on a non-imperative basis. According to the Commission, prior knowledge of the applicant's language capability was therefore not necessary during the selection process.

Since this matter did not constitute an infraction of the Act, we were unable to pursue the specific complaint beyond informing the complainant of the explanation provided by the Commission. The reader will be aware, however, from earlier pages of this *Report*,¹ that we cannot agree with a personnel policy which excludes language proficiency from playing a part in the selection process for applicants for bilingual positions. Indeed, it is our view that any such policy will inevitably be honoured more in the breach than the observance, or will result in ludicrous situations in which the authorities insist that an assessment of the candidates' knowledge of the two official languages is not relevant in a competition for a bilingual position.

File Nos. 6529 and 6875

The saga of the bilingualism bonus is best quickly forgotten. We felt from the beginning that the programme was costly, inconsistent with the Government's own official languages policy and divisive in terms of morale.

Consequently, we were not too surprised when we received a number of complaints indicating dissension among public servants as a result of the bonus. Employees began to measure the linguistic requirements of their positions against those of their colleagues with an \$800 yardstick. The re-identification of the linguistic requirements of all positions within the Public Service caused frustration to some, who saw the bonus slip between their fingers as their positions went from bilingual to unilingual. On the other hand, employees who had for years been trying unsuccessfully to have their positions identified as bilingual, because they did in fact use both languages in their work, were doubly angry that they did not receive the bonus.

¹ See Part I, pp. 15-16.

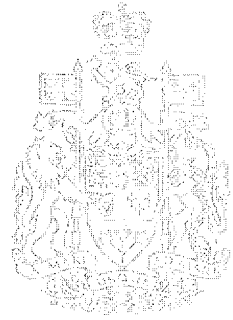
One situation was particularly puzzling: it concerned a reviser of English and French scientific documents. Although she did not meet the requirements of her position in French, she nevertheless received the bonus because she occupied a bilingual position. Her colleagues, who were competent in both languages, alleged that this was unjust on the grounds that they had to do part of her work. The department explained that the level of bilingualism needed for this position had recently been raised and, although the employee did not meet the revised language requirements, she had incumbent rights and was therefore properly receiving the bonus in accordance with Treasury Board policy.

To say the least, this practice seemed to us contrary to any sensible administration of the official-languages programme and discriminatory against certain bilingual public servants. We therefore asked the Treasury Board Secretariat for confirmation that it was in accordance with its official-languages policies. We also asked for information about the number of such cases, and what measures the Secretariat planned to take to correct this anomaly.

The Secretariat admitted that anomalies of this kind did occur when the linguistic profile or level of a bilingual position occupied by a qualified employee was raised. If the employee had been receiving the bilingualism bonus before the profile was changed, he would continue to receive it. They added that if a bilingual position was filled by an employee not meeting the language requirements, the department must in any case make other administrative arrangements to meet the needs of the position.

It went on to say that some 7,000 employees did not meet the linguistic requirements of their positions but had the right to receive the bonus. This problem had apparently been exacerbated by recent re-identifications of positions which had raised language requirements in a number of instances.

It is not difficult to detect here yet another of the many curiosities of the bilingualism bonus affair. However, it seemed pointless to pursue the matter once we learned that the Government had decided to withdraw the bonus. We do, however, very much intend to follow up on the question of "non-bilingual bilinguals" before this latest flight of fancy puts the Government's programme even deeper in the mire of confusion and misunderstanding.



PART VI

Federal Institutions: A Closer Look

One of the duties of the Commissioner of Official Languages is to provide Parliament and other interested parties with a yearly assessment of how federal institutions are complying with the Act.

Starting with this *Report*, we have decided to present a more systematic evaluation of a broader range of departments and agencies. Some institutions will continue to be the subject of detailed audits—much in the spirit of the special studies procedures followed by our Office since 1971—but most will be examined on a more selective basis. Our intention is to conduct a complete review of the official-languages situation in federal institutions over a five-year period.

In this transitional year, we have reviewed 64 institutions and our assessment covers four major topics:

- implementation of the official-languages programme and efforts made to promote language reform;
- quality of services to the public;
- equitable participation of both language groups, and language of work;
- number and nature of complaints, and the manner in which institutions have resolved them.

Various methods have been used to gather data for these assessments. In particular, information has been obtained from:

- special studies on individual departments or on specific problems;
- examination of the follow-up given to recommendations made by our Office over the past four years;
- review of the complaints lodged against institutions, and the results of investigations carried out by our Office;
- analysis of information received from departments and agencies on the systems and procedures they use for implementing the *Official Languages Act*;
- examination of data received from the central agencies;
- observations made during visits to departmental headquarters and regional offices to verify information provided and to check on various matters relating to compliance with the Act;
- analysis of the departmental official-languages plans submitted to Treasury Board.

With respect to the distribution of special study and audit reports, we have come to the conclusion that it would be useful to make the results of our investigations more accessible. As a result, while we will continue in future to provide copies of our reports to the Clerk of the Privy Council and senior management of institutions that have been studied, Members of Parliament and other interested parties will also be able to consult them through the Library of Parliament, at our Ottawa office and at our regional offices in Winnipeg and Moncton.

Agriculture

Since our 1975 special study, Agriculture Canada has made considerable progress toward compliance with the *Official Languages Act*. The Department still has a long row to hoe, however, particularly with respect to monitoring mechanisms, bilingual service to the public in some regions, availability of French-language work instruments and Francophone representation in various job categories.

The size of the Department (more than 10,000 employees) and its considerable organizational and geographic decentralization require the establishment of monitoring systems to ensure implementation of its policy. Some of this machinery already exists, such as the Special Committee on Official Languages and the Official Languages Division; and other mechanisms have been provided for in the Department's official-languages plan, made public in the autumn of 1978.

Treasury Board directives require federal institutions to provide bilingual services in a certain number of areas. To the Department's credit, it has increased the number of prescribed bilingual regions so as not to deprive smaller minority groups of services in their own language.

It is the Department's intention to issue 90% of its publications simultaneously in both official languages by the end of 1979, and practically 100% by the end of 1983. We can hardly call the Department quick off the mark, however, since our Office pointed out many problems in this area in our 1975 study.

In order to be able to work in his own language, a public servant must have access to documentation in that language, including reference works in departmental libraries. It is therefore important that the number of works in French related to the Department's areas of competence should be increased by the end of 1979, as provided for in its official-languages plan.

There is no doubt that in order to achieve a more equitable linguistic balance, the Department must make a conscious effort to increase the number of its French-speaking employees and encourage its present staff to take more advanced language training.

At the senior management level, only five persons have French as their first official language. In other categories, French-speaking employees account for less than 20%—for example, they represent only 13.5% in the important scientific and technical categories. Only half the employees in bilingual positions have the necessary language proficiency (966 out of 1949), even though the language standards themselves appear rather low.

Our Office received ten complaints against Agriculture Canada in 1978. Most of them concerned unilingual English signs in various buildings, including those of the Experimental Farm in Ottawa. The public also noticed that many plants at the Farm were labelled in English and Latin, but not in French. The Department was rather slow in settling some of these complaints since they often required the intervention of a third party, for example the Department of Public Works in the case of signs.

Air Canada

The annual evaluation of Air Canada's situation vis-à-vis the *Official Languages Act* always presents a problem, for it is difficult to strike a balance between a fair assessment of the numerous efforts the Company has made and a statement about its continuing shortcomings.

As regards language of service, Air Canada has responded well to the Commissioner's request, reported last year, for improvements at Ottawa International Airport. It has decided to set up bilingual counters as a temporary measure until all its staff (of which some two-thirds are bilingual at this time) are able to operate adequately in both languages. This system has been in operation for six months and the results are on the whole encouraging.

On the other hand, several services are still inadequate. For instance, Air Canada's bilingual capability is weak, non-existent or poorly utilized at many airports in the West, in Ontario (Toronto, Thunder Bay, Timmins, North Bay and Sudbury) in New Brunswick (Fredericton and Saint John) and at a number of southern locations (Bermuda, Freeport and Nassau). In these airports, where bilingual capability is limited, the Company must find means of indicating that service is available in both languages from clearly identified bilingual employees.

Directives regarding obligatory in-flight announcements are now observed more closely. Other announcements by pilots and cabin crews continue, however, to present problems. Some flights which are supposed to have bilingual personnel on board do not, and French-speaking passengers are unable in such cases to obtain service in French.

The Company has taken a number of steps to improve the position of French as a language of work. The Board of Directors adopted a new and more explicit policy in August 1977, and guidelines concerning language of service, administrative communications and language of work have been issued. In September 1978, management established equitable representation of both language groups as a specific objective, with a view to remedying the existing situation in which only 17% of its employees are French-speaking.

The Company has increased the number of bilingual positions to be staffed by applicants who are already bilingual and has set an 18-month deadline for incumbents of other bilingual positions to learn their second language. It has also improved its internal procedures for monitoring compliance with the Act and has extended them to cover a number of aspects relating to language of work.

With respect to language of internal communications, progress has been made in the use of French as an operational language in the Eastern Region and at the Dorval/Mirabel in-flight services base. However, there are still sizeable difficulties. A number of headquarters units are incapable of communicating regularly in French with the Eastern Region and the Dorval/Mirabel in-flight services base, and the Company refuses to hire unilingual

Francophones. In addition, Air Canada must also revise its staffing procedures to ensure that Francophones are interviewed in their own language for purposes of hiring and promotion.

At Headquarters, progress has been made in translating work instruments and in improving the level of bilingualism at the supervisory level. However, *much still remains to be done, particularly in more technical areas such as maintenance and aircraft operations.*

The Company still appears to relegate the *Official Languages Act* to the background in dealing with problems such as pilot communications and the assignment of unionized personnel. It has a tendency in these areas to give more weight to commercial requirements or to certain clauses in collective agreements. While recognizing the commercial interests of Air Canada and *its need for harmonious labour relations, the Commissioner cannot agree that fundamental requirements of the Official Languages Act should continue to be ignored because of other factors of interest to the Company or to employee associations.*

Air Canada was the subject of 91 complaints in 1978, up from 85 in 1977. Half of these were settled during the year. They related primarily to the lack of bilingual services at check-in counters, boarding gates and on aircraft, to *unilingual announcements in airports and on aircraft, and to unilingual internal communications.*

Atomic Energy of Canada Limited

This Crown corporation has developed the programmes it needs to meet the requirements of the *Official Languages Act*, but the number of people assigned to work on them seems too small to implement them effectively. In addition, the deadlines set seem very far in the future and the monitoring system inadequate.

The Corporation has assured us that it is able to serve the public in both official languages in matters of correspondence, forms, publicity material, school exhibits, lectures and films. The same is reported for office reception services in unilingual areas outside Quebec. However, scientific and technical documents usually exist only in English and no improvements, it seems, are planned in this area.

The following figures are eloquent testimony to the number of Francophones working at AECL: of a total of 5,973 employees, only 404 (6.8%) are French-speaking; in the engineering, scientific and administrative group, they amount to only 1.3%. At Headquarters, the imbalance is less striking: here, 23% of employees in the commercial products and heavy water groups are French-speaking, as are 14% in the engineering, scientific and administrative group.

One can guess easily enough from the foregoing the small part French plays in communications between Headquarters and the regional offices. The

Corporation's management is aware of the situation and has stated that it intends to make improvements by hiring more French-speaking scientists.

No complaints against AECL were received this year.

Auditor General

English is the traditional language of accounting and auditing in the Federal Government. This means that the Office of the Auditor General must deal in English with most of its clientele; as a consequence, it has proved difficult to establish a linguistic climate favourable to French-speaking auditors who wish to work in their own language. In view of this special situation, we are particularly pleased to note the progress made by the Auditor General's Office, which is now able to provide adequate service in French to the institutions that wish it and includes more than 25% Francophones among its regular staff.

The percentage of French-speaking employees in the scientific and professional category is much lower, however, especially at Head Office where they account for only 17% of the staff in that category. Moreover, the heavy dependence on professional staff borrowed largely from private English-speaking firms has not encouraged a linguistically balanced work environment or improved the Office's institutional bilingualism.

The Office's French-speaking capability is concentrated in the National Capital Region and Quebec, with the exception of three bilingual positions in Halifax. In the National Capital Region, more than two-thirds of the employees in the scientific and professional category are considered to be bilingual and in Montreal this proportion is 60%. However, the level of proficiency in French required for their positions does not seem to be very high, which may explain the fact that French-speaking public servants in Ontario and New Brunswick often feel obliged to communicate in English with the Office's auditors.

For all the reasons outlined above, barely half of the French-speaking auditors manage to work mainly in French. In addition, they have to overcome a number of internal obstacles including the need to communicate in English with their English-speaking colleagues, the lack of suitable French terminology for the Office, and work instruments conceived and often drafted only in English.

In view of the strong influence which the Auditor General exercises in the field of financial management within the Federal Government, his Office ought to become a model and source of encouragement for others as regards the use of the two official languages in this sector. For this reason, we conducted a special study of the Office and made various suggestions and recommendations relating to the completion of its official-languages policy and plan, the distribution to staff of information on the requirements of the Act, the rights and responsibilities of employees, and the mandate of the Official Languages Branch. Other recommendations dealt with the

recruitment of Francophones, improvements in the operations of units working in French, and the question of equal access to training and development programmes in both official languages.

The Auditor General has on the whole welcomed our recommendations and is preparing to implement them.

We received no complaints about the Auditor General's Office in 1978.

Bank of Canada

The Bank of Canada's objective is to become a completely bilingual institution with bilingual staff in management, supervisory, and public-contact positions. It still has a good distance to go to meet this objective. Its 1975 bilingualism policy is incomplete and pays little attention to several matters relating to service to the public, language of work, and the equitable participation of the two language communities. In fact, it deals almost exclusively with language training, and the Bank continues to have no overall plan for implementing the *Official Languages Act*.

In order to attain its objective, the Bank relies heavily on language courses for its staff. In 1967, it set up its own language school, which at present employs some fifteen teachers. The Bank considers that about half its 360 senior managers and professionals are bilingual, and that one-third of its 1,265 operational and administrative staff have a functional knowledge of both languages. It has also developed its own method of evaluating the language capabilities of its employees, but this method is not yet applied systematically.

The Bank considers its bilingual capability sufficient to provide services to its public in both official languages. According to its managers, demand for services in French is high in Montreal, low in Ottawa and non-existent elsewhere. It should be added that, with the exception of the offices in Montreal and Ottawa, bilingual capability in the rest of the organization is almost nil, with only 11 out of 427 employees (2.5%) bilingual.

As regards language of work, French is widely used only in the Montreal office; at Head Office in Ottawa, it is used very little. The unilingualism of many supervisors and the weak representation of Francophones at the senior management and professional levels explains this situation in part. Francophones constitute only 19% of the staff in these categories, whereas they represent 38% of the administrative and operational category and 41% of the maintenance category. The proportion of Francophones recruited by the Bank in 1976 and 1977 was only 17.5% in the professional category.

The Bank recognizes the need to take a more systematic approach to these questions and is planning to reassess the situation in 1979.

A single complaint, concerning a unilingual signboard in Halifax, was lodged during the year, and the Bank took rapid steps to correct this shortcoming.

Canada Council

This agency has a considerable bilingual capability. It reports that 84% of all staff are bilingual and that the needs of the public for service in the two languages are being met. All publications are available in both languages; most employees have the opportunity to work in their preferred official language; and simultaneous translation is provided at Council meetings. Training and development courses are offered in both languages.

Francophones represent 63.5% of total staff, and there are roughly the same number of English- and French-speaking managers. However, Anglophones are under-represented in the support staff group. There are few positions requiring only English or French, for 87% of all jobs are bilingual.

Despite its impressive level of bilingualism, the Council lacks a well-developed policy on official languages. At present, there is only a general statement of objectives and a brief description of the official languages situation within the organization. These require further elaboration to give the staff adequate guidance and to eliminate the chance of violations of the Act.

During the year there were two complaints against the Council. One reported incomplete job advertisements in French-language newspapers, and the second alleged that the regional representative in Moncton was not bilingual. The Council took steps to resolve both of them, the first by preparing a revised advertising policy for job competitions and the second by adding a bilingual position to the Moncton office.

Canada Labour Relations Board

During the past year, the Canada Labour Relations Board was able to start on the second phase of its implementation of the recommendations contained in our special study of 1976. The Board prepared and distributed an official languages policy, set up supervision and monitoring procedures for language quality in internal and external correspondence, and staffed bilingual positions at Headquarters and in the Montreal Regional Office.

On the other hand, to round off progress already made as a result of partially implementing some recommendations, the Board will have to have another look at the language training offered to employees. It will also have to improve signage in its offices (Ottawa and Montreal excepted), and render bilingual certain documents and forms in routine use in the organization.

We have noted that the Board has implemented practically all the recommendations of the special study with dispatch. However, before it can say "mission accomplished", it will have to encourage its employees to take training and development courses in the official language of their choice and to use that language at work.

The two language groups are well represented within the various employment categories which make up the limited establishment of the Board (84 employees). However, it is regrettable that only 29 employees, or 45% of the incumbents of the 64 positions identified as bilingual, meet the language requirements of their positions.

The Board complaints score is zero again this year, a fact which is all to its credit.

Canadian Broadcasting Corporation

Since completion of our 1976 special study, the CBC has introduced certain reforms designed to give both official languages their proper place within the Corporation. The Corporation's general policy on official languages reflects the willingness of its managers to provide service in both languages and to give employees the opportunity to work in the language of their choice. The various practical measures taken by the Corporation will help to resolve many of its linguistic difficulties, but some problems remain.

The administrative organization established to manage the Corporation's official languages programme does not appear to have the necessary resources or authority to carry out its responsibilities. The control mechanisms for monitoring implementation of the Act are also inadequate.

As regards language of service, most of our special study recommendations have been partially implemented. The Corporation still has difficulty, however, in providing certain services, for example with respect to security, its parking lots, and its cafeterias, especially when these are provided by private agencies.

With respect to language of work, the CBC has not prepared an inventory of its work instruments but states that all its forms, manuals and policy statements are available in both languages. English is still the predominant language of work in the Engineering Division in Montreal, and in some cities, particularly in the West, the English network has difficulty supplying services and studios to stations of the French network. Present arrangements are sometimes unfavourable to staff producing French-language programmes, and annual employee evaluations are not always carried out in the employee's language.

The CBC was the subject of 17 complaints in 1978. Two of these were unfounded; two others related to lack of service in Southwestern Saskatchewan and the Kapuskasing region; and the remainder concerned signage, forms and telephone reception services. These complaints were settled only after substantial delays, and our Office continues, generally speaking, to experience considerable difficulties in obtaining information from the Corporation about matters pertaining to the implementation of the *Official Languages Act*.

Canadian International Development Agency

In 1978, the Canadian International Development Agency continued to make progress in implementing the *Official Languages Act*. It has prepared a policy which is to become official early in 1979, has drawn up a complete action plan, and has strengthened its audit and evaluation mechanisms. In addition, CIDA has provided information on official languages to its managers and other employees, thus correcting a long-standing weakness.

Taking advantage of an internal re-organization and changes in government policies, CIDA thoroughly analyzed its needs regarding service to the public, the use of French and English as languages of work and the representation of each language group on staff. On the basis of this study, it increased the number of bilingual positions and raised its standards of language proficiency. Seventy per cent of the Agency's positions are designated bilingual and, of these, 69% have bilingual incumbents. The Agency must now carefully monitor the effects on service that may result from the rather high number of incumbents of bilingual positions who have exercised their right to remain unilingual: 173 out of 606, or 28.5%. It also proposes to give serious consideration to the question of services provided by third parties during 1979, three years after the deadline suggested by the Commissioner in 1975.

CIDA has a number of advantages when it comes to encouraging the use of both languages as languages of work. English- and French-speaking employees are nearly equal in number (51% and 49% respectively) and they are fairly evenly distributed throughout the various professional categories. Most work instruments are bilingual and two of the Agency's divisions (Francophone Africa and Latin America) work in French. The Agency's study did reveal, however, that it has not yet corrected an anomaly noted by our Office in 1975: Francophones are still frequently obliged to use English, while their English-speaking colleagues can use their first language at practically all times. We must hope that appropriate measures will soon be taken to provide all employees with a more equitable chance to work in the official language of their choice.

One final important point remains: CIDA is currently setting up a job-related language training programme in accordance with its decision ultimately to take over all language training for its officers. Such attention to long-range language reform planning is worthy of mention.

CIDA was the subject of two complaints in 1978. The first dealt with the lack of bilingual security services at Head Office and was promptly solved. The other concerned the status of the languages in a sub-contract, and was still under study as we went to press.

Canadian National

Canadian National has been the subject of two major special studies conducted by our Office: one, on a national scale, in 1972, and the other, in

1976-77, relating to language of work in the St. Lawrence Region. As a result of our recommendations, the Company took a number of steps to ensure better compliance with the *Official Languages Act*.

In 1978, the CN prepared a language policy based on sound principles and distributed it widely among its employees. The directors of various departments are now held responsible for its implementation and report on progress to the Vice-President, Industrial Relations and Organization. However, we continue to regret the fact that there is no system for monitoring bilingual services to the public. Furthermore, certain clauses in collective agreements continue to make it difficult for CN to implement the Act effectively (see Part II, The Employers).

As a result of its various services and business interests (telecommunications, hotels, trains and ferries), Canadian National deals with a very large and exceedingly widespread clientele. According to the Company, bilingual service is provided at all main stations on the transcontinental route from Halifax to Vancouver. At other stations, service in the minority language is provided by means of a long-distance telephone system, which is advertised in newspapers and telephone directories.

The bilingualism of its telecommunications service improved in 1978 after re-organization of the office responsible for French-language telegrams and after an advertising campaign was conducted to make the bilingual service better known to the public. Even though contracts between CN and its concessionaires and sub-contractors require that the latter provide the travelling public with service in both official languages, the Company has no monitoring procedures designed to show whether the terms of these contracts are being respected.

The Company has advised its employees of their right to communicate internally in the language of their choice. Moreover, it provides them with training courses in both official languages. New work instruments appear simultaneously in both languages and the translation of existing documents is continuing.

At Headquarters in Montreal, Francophones represent 14% of the staff at the senior management level, 25% at the intermediate level and 32% at the junior level. In the St. Lawrence Region, Francophones represent respectively 72%, 72% and 74% of the staff in these categories. Elsewhere the staff is largely Anglophone.

In 1978, Canadian National was the subject of 60 complaints, 27 of which have been settled. The complaints related primarily to passenger services, telecommunications, the CN Tower in Toronto, hotels and CN ferry services. With the exception of a few complex cases, complaints currently under investigation should soon be satisfactorily resolved. In general, the CN was quite co-operative, although it is sometimes rather slow and even reticent to provide us with all the details we require for our investigations.

Canadian Radio-Television and Telecommunications Commission

The CRTC has a relatively small establishment (460 people). Most employees are located in the National Capital Region, but ten or so work in Halifax, Montreal and Vancouver. The Commission's position in the official languages field has always been, and remains, good.

Anglophones and Francophones are represented almost equally within the organization. However, Francophone participation is rather weak in the scientific and professional category (economists, sociologists, statisticians, auditors, engineers and data processors).

The Commission has 268 bilingual positions, 58.1% of its total number. At present, 232 incumbents of these positions have the required language knowledge.

The CRTC strives to foster the use of both official languages at work. However, in the field of data processing, the production of work instruments in French is taking a long time, a situation which clearly affects the data processors' language of work. Because of this, the Commission should complete translation of its work instruments as rapidly as possible.

As a result of the sole complaint received in 1977, which criticized the fact that reports of hearings were not available in French, the Commission has decided to publish such reports in the language used by those appearing before it and, on request, to supply translations. Simultaneous interpretation is available for hearings throughout Canada.

In 1978, our Office received five complaints against the Commission. Two concerned service to the public: documentation and telephone reception. The Commission reacted well by offering adequate explanations and taking remedial action. Two other complaints of a more technical nature dealt with the transmission of the programmes of the Toronto French-language television station CBLFT. One of them has been settled; the other, more complex, is still under study. A final complaint, recently received, concerns the failure to publish certain advertisements in a French-language weekly.

Canadian Transport Commission

During 1978, the Canadian Transport Commission prepared its official languages policy and guidelines, and established mechanisms to enable senior management to monitor and evaluate implementation of its policy.

The Commission has assured our Office that it respects the language of the client in its dealings with the public. Thus, when sending out notices of hearings, it informs participants that they may be heard in the official language of their choice in regions where demand is extensive and that interpretation services can be provided in other areas.

The Commission's Francophone staff members are located mainly in Quebec and in the National Capital Region. In total, they represent a quarter of the organization's employees (210 of 835), but only some 18% at the senior level.

Although more than half of the Commission's employees have at least some knowledge of French, it would appear they do not often use it as a language of work. More than a quarter of those occupying bilingual positions (109 out of 462) are unilingual. This would explain why translation is almost exclusively from English to French. We note, however, that translation of major work instruments is under way, which may make it possible for Francophones to work more often in their own language.

The Commission was the subject of only three complaints in 1978. These dealt with the poor quality of a letter in French, the receipt of unilingual English documents by Francophones, and a question as to the need to translate all of the Commission's decisions into French. The Commission was quick to correct the first two situations and to explain, with respect to the third, that the law required its decisions to be translated.

Central Mortgage and Housing Corporation

Central Mortgage and Housing Corporation has a sound official languages policy and has devised methods of informing all employees of its requirements. Since 70% of its 3,400 employees are in regional or field offices across the country, one of its major tasks is making sure that this corporate policy is consistently applied throughout the organization. The Corporation recognizes that its official languages monitoring procedures need to be improved and is evaluating proposals for a system which would provide the information it requires. If approved, this system could be fully operational within 18 months.

Although it is the Corporation's policy that bilingual services should be offered to the public at all regional offices except in British Columbia, it is not yet capable of responding spontaneously to inquiries in the official language of the minority in most areas. The organization's intent to rectify this situation is evidenced by its position identification programme which has resulted in 28% of its positions being identified as bilingual, 56% as English essential, and 18% as French essential. All senior executive positions are designated bilingual and all but two of the incumbents have met the requirements.

Employees are encouraged to perform their duties in the official language of their choice, and the Corporation provides bilingual manuals, policy directives and internal news bulletins. Simultaneous translation is available at general sessions of the annual managers conference, and bilingual workshops have been introduced. Participants at routine meetings can increasingly use the official language of their choice. The Corporation has its own language training and translation facilities.

The Corporation provides opportunities for employees of both linguistic groups to participate in the various aspects of its operations. According to current information, 46% of its employees are Francophone, and this proportion is generally reflected in the composition of the staff at Head Office and in all occupational categories (including the senior executive category).

The past year has seen an increase in the number of complaints received (nine in 1978 as compared to three in 1977). Most of them related to the quality of French in correspondence and office identification signs. The Corporation's efforts to settle these complaints have been excellent.

Communications

In the past year, the Department of Communications has put the finishing touches to its bilingualism policy, reviewed the language requirements of its positions, improved the bilingualism of its reception services and made public an implementation plan for its official languages policy. It has, however, been rather slow in responding to certain recommendations of our 1976 special study. Of 37 recommendations, some 20 have been implemented, but 17 others concerning language of service and language of work have only been partially dealt with.

In Western Canada and Ontario, service in French is provided through the long distance telephone network, a procedure which was found necessary because only 11 of 527 positions in these five provinces are bilingual. In the Quebec and Atlantic Regions, the number of bilingual positions appear sufficient to ensure service in both languages. However, the language requirements of the Department's bilingual positions would appear to indicate that services of equal quality in both official languages are improbable, since only 17% of such positions require a high level of oral proficiency in French. Moreover, only 60% of the incumbents of bilingual positions meet the language requirements of their positions. In order to resolve these problems, the Department should seriously consider increasing the number of bilingual positions in areas where there is an appreciable demand for services in both languages and raising the level of proficiency in French required for bilingual positions.

The language of work in the Department is French in Quebec and almost exclusively English in the rest of the country. The Department recognizes that 85% of all internal communications in the National Capital Region are conducted in English, even though 280 of the 1,303 employees are French-speaking. It will certainly not be possible to change this situation until the Department provides fully bilingual work instruments, encourages the use of French in internal communications and designs and implements an effective monitoring system to ensure compliance with the letter and spirit of the Act.

Although Francophones make up 24% of the Department's staff, it should be noted that they are poorly represented in the scientific and professional category (11.5%) and in the technical category (20.2%).

Twelve complaints were lodged against the Department in 1978. Nine of these concerned unilingual telephone operators or receptionists; one relat-

ed to the Department's advertising policy; and another to changes in a departmental directive regarding the language knowledge required to obtain radio operator's certificate. The final complaint concerned a unilingual document and is still being investigated. The Department has been most co-operative in settling these matters.

Consumer and Corporate Affairs

Since our Office's special study in 1975, the Department has made considerable progress. For example, it has revised its official languages policy, taken positive action in a number of areas, created a monitoring committee, and established an information programme to make the spirit of the Act more widely understood.

The Department believes it has reached a level of institutional bilingualism which enables it to provide adequate service to consumers, manufacturers and the general public in both official languages. Its publications are issued simultaneously in French and English; language standards in correspondence are maintained by editor-revisers and correspondents receive replies in their own language; and all employees have received a bilingual glossary to assist them in answering the telephone in both languages and directing calls appropriately.

Thirty percent of the Department's employees are French-speaking, but Francophones represent only 3.6% of senior managers and 9.7% of the scientific and professional group, while the administrative support category is 45% French-speaking. The percentages of Francophones located in various regions are as follows: Quebec, 94%; National Capital Region, 32.8%; Northeastern Ontario, 10.7%; other locations in Ontario, 2%; other regions, 2.8%. The Department has designated 1,212 bilingual positions and 1,045 of these are occupied, although 279 incumbents do not meet the language requirements.

Given these factors, it is not surprising to learn that some offices in Ontario and Alberta are unable to offer service in French. As a corrective measure, the Department assures us that it is prepared, if expressly asked to do so, to send a French-speaking employee to each of the regions involved.

In general, French does not play a significant role as a language of work in the Department. The Department should recognize that it is possible to provide service in one's second official language, in compliance with the Act, and still work in one's own language, and this should be made clear to all departmental personnel.

Twelve complaints involving the Department were brought to the Commissioner's attention in 1978 and seven were settled by year's end. Most dealt with unilingual packaging or labelling.

Corrections Services of Canada

In the summer of 1977, the Canadian Penitentiary Service and the National Parole Service—not to be confused with the National Parole Board—were combined to form the Corrections Services of Canada. The purpose of the merger was to foster a better co-ordination of services to offenders during and after their terms in penal institutions.

The Corrections Services have a staff of approximately 10,000 employees in more than 50 federal penal institutions and some 50 parole offices across the country. Present and former inmates of these institutions constitute the main clientele of the organization as regards the application of the *Official Languages Act*. The provision of services within penal institutions presents two specific issues which the organization must take into account. First, inmates must obviously rely on the personnel of these institutions for most basic services, and because of the special nature of their relationship, some inmates may be hesitant to lodge complaints; the Services must therefore take extra pains to adhere closely to both the letter and spirit of the Act. Second, the ratio of one language group to another within a given institution may be different from that of the surrounding population; therefore it is sometimes necessary to establish an adequate bilingual capability even in areas which are generally considered to be unilingual.

Management has recognized these distinctive characteristics and is also aware of the fact that service to offenders in both official languages is not adequate at this time. To help remedy the situation, a policy has been approved which clearly establishes offenders' rights to services in the language of their choice. The policy further states that essential services—those involving personal contact between an offender and a professional—must be provided in the official language of the offender, regardless of the level of demand in that language within the institution. Additional services—mainly programmes aimed at re-integrating the offender into society and developing his personality and skills—will also be provided in the language of the offender. The manner in which this is done will, however, vary according to demand. In general, the policy appears to be sound and, if properly implemented, will no doubt help to ensure that inmates receive services in the language of their choice.

A policy is also being prepared regarding the language of work. At present, most documentation is available in both official languages and the remainder is being translated. The ratio of English to French employees is roughly 70:30. Management has nevertheless recognized that it faces a distribution problem: at present, well over 95% of the Francophone employees are in Quebec and Anglophones represent as high as 99% of employees in some other parts of the country. While it is obviously normal to have more Francophones in Quebec and more Anglophones elsewhere, such heavy concentrations cause problems, particularly since, as noted above, the language composition of the inmate population of institutions may well differ from that of the general population of the surrounding area.

This year, four complaints regarding medical and psychiatric services in Vancouver and educational services in Quebec were handled promptly. Indeed, the Services took a very positive attitude in dealing with these complaints. This same attitude was evident in the plan it presented to implement the 17 recommendations our Office made last year following a complaint from British Columbia (cf. *Annual Report*, 1977, pp. 94-97). Seven of the recommendations have been implemented; seven more are well under way; and the final three are still under study.

In spite of a positive attitude on the part of management, there is nevertheless considerable room for improvement. Francophone offenders outside Quebec still do not receive services comparable in quality to those offered Anglophones within that Province. The Corrections Services of Canada are, however, aware of the problems and are seeking solutions to them.

Crown Assets Disposal Corporation

This is the first year we have evaluated this agency, which has only 75 employees. We were pleased to find that it takes language concerns very seriously. The Corporation's official-languages policy is clearly stated and the action planned for the coming year should enable it to meet its major language objectives, provided appropriate monitoring measures are instituted.

The Corporation is aware of the importance of serving its public in both official languages, and its level of institutional bilingualism should enable it to provide services to each group in the appropriate language. All positions in the Corporation are bilingual but it has not yet been determined whether all incumbents meet the stated language requirements. The Corporation assures us that telephones are answered in both official languages throughout the country, that its advertising is bilingual and appears in the media used by both linguistic groups, and that all senior managers can work in both official languages.

The fact that 42% of the staff is French-speaking permits an equitable use of French within the organization. French is the major language of work in the National Capital Region and in Montreal, and all French-speaking employees are located in these areas. The Corporation's policy is that all general memoranda must be issued in both official languages, regardless of where offices are located.

No complaints were lodged against the Corporation in 1978.

Economic Council of Canada

The clientele of the Economic Council of Canada is divided into two groups—readers of its publications and annual reviews, and economic researchers who have more or less frequent contacts with its staff.

The Council publishes an *Annual Review*, a *Bulletin* and a number of economic studies. The *Bulletin* is issued in a bilingual format and all other publications are normally printed simultaneously in separate language editions. The Council also publishes a discussion paper series, made up of working documents dealing with research in progress. These are issued in the language of the author with an abstract in both official languages. If the material in these documents becomes part of ongoing Council activities, it may later be included in a Council report in an abridged, modified or revised form and published in both official languages.

The Council has recently identified a number of bilingual positions in order to maintain its capability to meet the language requirements of direct contacts with the public. Out of a total of 830 positions, 51 have been identified as bilingual. At present, 21 incumbents meet the requirements of these positions and 12 more are awaiting language tests.

Internal services are provided in the preferred language of employees and documentation is produced in both official languages. Furthermore, Francophones account for 39% of the staff and are generally well distributed throughout the organization. Despite this situation, figures from the Translation Bureau indicate that, between 1974 and 1975, over 90% of all work translated for the Council was from English to French. This strongly suggests that French is not as yet an active language of work within the organization.

The Council was the object of only two complaints in 1978. The first dealt with the poor quality of the French version of a list of new books and periodicals; the second concerned four unilingual English brochures. The Council took prompt action on both.

Employment and Immigration Commission

The senior management of the Canada Employment and Immigration Commission shows a strong commitment to the observance of both the letter and the spirit of the *Official Languages Act*.

A suitable policy and detailed directives have been distributed to all employees and a control system has been established. In order to determine the language preferences of its public, the Commission intends to conduct a survey in a selected number of offices. In recent months, it has given special consideration to making job offers available in both official languages in its Maritimes offices. This service is already being provided in the Quebec Region.

The Commission is committed to meeting its obligations as regards the language of work. All work instruments are available in both official languages and internal services are provided in the preferred language of individual employees. Measures have also been taken to ensure that all members of the staff are aware of their obligations and rights under the Act.

Official figures indicate that 32.8% of the 21,792 employees of this institution claim French as their first official language and that they are well distributed throughout the various occupational categories. In the National Capital Region, Francophones account for 34.9% of employees; in Eastern and Northern Ontario, 27.3%; and in New Brunswick, 31.7%. Throughout Quebec, they constitute over 95% of the staff; however, since 60% of them occupy bilingual positions, the provision for service in English appears adequate. On the other hand, to ensure an equitable participation from both language groups, an increase in the number of Anglophone employees in Quebec would be warranted. On the Immigration side, only 46 out of 245 foreign service officers claim French as their first official language. Management is aware of this deficiency and hopes to increase the proportion.

In 1978, 62 complaints were lodged against the Commission and all were resolved satisfactorily. Most referred to isolated incidents, mainly at reception counters and telephone switchboards. Over a third of the complaints occurred in areas with large French minorities—Halifax, Moncton, Sturgeon Falls, Sudbury and even Ottawa. Despite efforts to remedy the situation, results were not always as expected, sometimes because of ineffective utilization of bilingual personnel, temporary absences or sudden departures of regular staff. There were instances where directives on communications with the public were not followed and others where detailed directives were lacking. The Commission also appears to have problems ensuring adequate services in French at its Immigration offices at the Vancouver airport and at another office in the city.

Energy, Mines and Resources

As evidenced by complaints lodged with our Office, the Department of Energy, Mines and Resources has trouble meeting the demands of its Francophone public, particularly as regards the issuance of French or bilingual versions of its numerous publications. In order to come to grips with the problem, the Department has now established a review committee to establish appropriate publications policies and procedures.

Problems still exist with respect to language of work. Although a number of documents have been translated, those of a scientific and technical nature are not all available in both official languages. Following the new Treasury Board guidelines on the matter, the Department intends to re-examine all such documentation to determine what material should be translated. One of the main problems it has to cope with is the fact that half of 1,050 bilingual positions have incumbents who do not meet the language requirements of their positions.

Another major problem is the very small number of Francophones in the scientific and professional category. In the National Capital Region, only 6.6% of the employees in this category claim French as their first official language. Furthermore, since only 9.9% of the employees recruited in the scientific category over the past three years were Francophones, the gap is not likely to be closed soon.

Twenty-four complaints concerning the Department were filed with this Office in 1978. Several refer to the lack of French versions of various form letters, reports and publications. A few also mention that receptionists answer the telephone in English only. One refers to unilingual English work instruments and a number touch upon the lack of personnel services in French.

These complaints obviously reflect the fact that, to all intents and purposes, the Department continues to be mainly unilingual English. While they may be answered and *ad hoc* measures taken, no real progress will be made in complying satisfactorily with the letter and the spirit of the Act until a much greater effort is made to improve the participation of the French-speaking community in the work of the Department.

Export Development Corporation

Implementation of the Act within this Corporation leaves something to be desired in terms of language of service, language of work and the participation of the two language groups. The structure established by the Corporation to facilitate language reform does not have the authority it requires for the purpose.

As regards service to the public, the Corporation states that it communicates with its correspondents in the latter's language. However, because institutional bilingualism is in an embryonic stage in certain units, services provided verbally suffer from deficiencies.

Both the operational procedures and linguistic composition of the Corporation are a considerable hindrance to the use of French in internal communications. Employee performance evaluations are too often prepared in the language of the evaluators, which is not necessarily that of the employees in question. Personnel services (salaries and fringe benefits, appeals and grievances, etc.), are not always available in both official languages. Similarly, the thirteen training and development courses offered by the Corporation over the past two years were given solely in English.

There is an evident imbalance at all levels of the Corporation as regards participation of the two language groups. Although 19% of its employees are Francophones, none is to be found at the vice-president and deputy vice-president levels. Two of the three assistant vice-presidents are Francophones, as are 7 of the 29 directors and 24 of the 115 employees in the professional category. There are no Francophones among the 12 highest paid executives of the organization.

It is essential that the Corporation re-organize its method of implementing language reform and take immediate steps to enable it to comply with the Act. The formulation of clear guidelines, establishment of control mechanisms and the existence of an administrative organization with authority to take action are clearly required if necessary reforms are to be carried out.

The only complaint received in 1978 related to the use of an envelope bearing unilingual English wording. Another complaint, lodged in 1977 and concerning the language requirements of a position, was settled during 1978.

External Affairs

In 1978 the Department completed a review of service to the public at its missions abroad and established procedures designed to complete its capacity to provide bilingual services. The Department's linguistic performance is good and, according to its review, signage is now bilingual, listings in telephone directories usually appear in both languages and bilingual receptionists are hired at posts dealing with a substantial clientele of both language groups.

Providing adequate English and French service at more than one hundred missions around the world is not an easy task, and the Department encounters a number of problems in trying to do so. For example, receptionists recruited locally for their knowledge of the language or languages of the host country do not always have a command of English and French as well; after office hours, visitors are sometimes received by security guards who do not require both languages for their regular duties; and several small posts depend on only a few persons to provide a wide range of services in both languages.

Within Canada, the Passport Office in particular continues to experience difficulties. Four regional offices have only one bilingual position each and therefore no back-up to maintain continuity of bilingual service. Furthermore, one of the Toronto offices has signs in English only and no bilingual staff to serve the public.

Both English and French are widely used as languages of work within the Department. Most work instruments are bilingual and the major central and personnel services at headquarters are usually available in both languages. Some units such as the Commonwealth Division work in English, but others like the Francophone Institutions Division use French. However, the Department's recent efforts notwithstanding, there remain limitations on the use of French: certain technical services and work instruments are not available in French; job descriptions are sometimes prepared in English only; employee evaluations for Francophones may be drafted in English; and French to English translations take longer than translations in the opposite direction, so that Francophones may feel obliged to resort to English in certain cases.

Among all rotational staff who serve in Canada and abroad, Francophones make up 26% of the total. They also represent 39% of non-rotational employees stationed in Canada. Approximately 28% of staff in senior executive or equivalent positions are Francophones, including 33% of the most senior managers at headquarters. It remains the case, however, that

Francophone officers tend to be clustered within specific areas of the Department's responsibilities, while Anglophones are more generally represented throughout its activities.

External Affairs has a total of 1,357 bilingual positions (64%) among its rotational jobs and 1,223 bilingual employees to fill them. In the non-rotational complement, 625 (46%) of the positions are bilingual and 74% of the incumbents meet the language requirements.

There were five complaints involving the Department in 1978. Three dealt with services to the public at missions abroad, the fourth with an inscription on the Canadian passport and the last with unilingual signs and services at a Toronto passport office. One of these complaints, relating to citizenship papers in English supplied to a French-speaking Canadian living abroad, is described in greater detail in the chapter on complaints (see Part V).

Farm Credit Corporation

The Farm Credit Corporation distributed its official-languages policy in April 1978. The policy is contained in the Corporation's *Administrative Services Manual*, and is available to all employees in all locations. It would, however, seem advisable for the Corporation to clarify the sections on language of service in order to provide staff with more adequate guidance. A monitoring system is in place and appears to be functioning effectively.

Although the policy makes no reference to the need for equitable representation of employees of both official language groups, the figures supplied by the Corporation show 72% Anglophones and 28% Francophones in its complement, with Francophones being reasonably well distributed through all occupational categories. This situation should continue, since the hiring figures for the past three years indicate a reasonable mix of Anglophones and Francophones being recruited into all occupational categories.

The implementation of the Corporation's policy rests to some extent on the concept of bilingual regions. The numbers of bilingual positions at Headquarters and in Ontario, Quebec and the Atlantic region are reasonably adequate. However, 19 of 63 incumbents of bilingual positions at Head Office, and eight of 41 in Quebec, do not meet the language requirements of their positions. In the four western provinces, only four out of 263 positions are bilingual and as a result the Corporation is in a weak position to cope with the potential demand for service in French in that area.

Two complaints were received this year concerning the Farm Credit Corporation. The first concerned unilingual English signage at its Saskatoon office. The second alleged that a press release had been produced in only one of the official languages; a check with the Corporation revealed that there were in fact two versions, but only one had been sent to the addressee, due to human error. Officials of the Corporation dealt with both complaints in a most efficient and speedy manner.

Federal Business Development Bank

Since the Federal Business Development Bank is making its first appearance in our *Report*, some background information on the organization is in order. Established as a Crown corporation in 1974, the Bank has as its main objectives to promote and assist in the establishment and development of business enterprises in Canada by providing them with financial and management services. It complements services already available from other sources and it gives particular attention to the needs of smaller enterprises. The Bank's Head Office is in Montreal, and it has five regional offices and 89 branch offices located across Canada.

The stated policy of the Bank "is to provide courteous and efficient service at all times to members of the public in the official language of their choice". There has not as yet been a formal identification of the language requirements of individual positions, but this is being prepared. The lack of formal position identification does not seem to have hindered implementation of the policy, perhaps because there is an adequate representation of employees from each language group throughout the organization. The Bank's records indicate that Francophones account for 34% of the 330 employees at Head Office. In bilingual regions (Quebec, New Brunswick and Northern Ontario), 70% of the 337 employees are Francophones. Furthermore, all publications prepared for the public are produced in both official languages in separate editions.

As regards language of work, with the exception of two forms and one circular which will soon be translated, all work instruments are in both official languages.

Although the participation of both language groups in the work of the Bank appears to be adequate, we have noted that the ratio of Francophones tends to decrease in the upper echelons of the organization. At Head Office, for instance, Francophones account for 44.2% of the administrative category but the ratio drops to 38% at the managerial level, and to 22.2% at the executive level. This situation would be worth examining, all the more so since the Bank's headquarters are located in Montreal.

One indicator of the successful manner in which the Bank has implemented its policy is the small number of complaints received by this Office—two this year, none in 1977, and only two others in previous years. Furthermore, all complaints have been handled speedily and efficiently.

Finance

The long tradition of the Department of Finance as an Anglophone enclave is beginning to change, although much remains to be done. Several years ago, the Department developed an official-languages policy, established an Official Languages Branch, and delegated to that Branch and to its managers responsibility for setting up monitoring procedures for implementation

of the Act. These procedures have enabled senior management to develop a departmental plan which is designed eventually to ensure the equitable participation of Francophones and the use of both languages in the workplace.

The Department has only very limited contact with the general public, but it enjoys considerable prestige and visibility vis-à-vis federal and provincial government authorities as well as Canadian and foreign financial institutions. It is therefore important that it clearly demonstrate its bilingual capability.

Francophones occupy 214 of the 636 positions in the organization (33.6%), but their participation is low in the senior executive category with only three of the 33 positions. In the scientific and professional category, they occupy 43 of the 214 positions (20.1%). The Department recognizes that the use of French as a language of work is still in an embryonic stage, no doubt partly as a result of the level of Francophone participation. However, it provides its employees with bilingual work instruments and development courses in both languages. It will have to look more carefully at other reasons why French is used so little in the workplace and develop the necessary corrective measures.

Of the 525 bilingual positions in the Department, only six require an advanced knowledge of French. Twenty percent of these positions are filled by persons who do not have the required language skills. Clearly, the Department must determine more precisely whether there is any relationship between the language standards of its positions and its needs, duties and responsibilities.

Three of the seven complaints lodged against the Department in 1978 have been resolved. One of them concerned a unilingual English memorandum received by Francophone employees; the other two did not constitute infractions of the Act.

Fisheries and Environment

The special study conducted by this Office in 1977 reveals that, despite considerable good will, the Department's performance in the area of official languages remains very spotty.

In September 1978, Francophones accounted for only 12.5% of the Department's 11,446 employees. The Department did not have any overall official-languages policy or any monitoring system enabling it to assess the degree of its compliance with the *Official Languages Act*. However, it has set up programmes designed to increase Francophone participation and has launched two programmes to recruit trainees and officers at the intermediate and senior levels.

Several of the 1,750 employees who took language training in 1977 stated that their courses had not given them sufficient knowledge of the second language to enable them to perform their duties in that language. We have

been unable to determine from the documents in our possession the number of employees who meet the language requirements of the Department's 2,857 bilingual positions.

With rare exceptions, scientific and technical publications appear only in English and, when they are available in French, are issued some time after the English original. At Headquarters, numerous branches identify themselves only in English, a general practice in the regions except in Quebec, where French prevails. The headquarters information services, where some 43% of the employees are bilingual, supply a full range of services in both official languages. However, in the regions, information officers perform their work in English except in Quebec, where they do so in French.

The Department should determine which work instruments are used most often, and ensure that they are translated and that delays are minimal between the appearance of the original and the translated version. The vast majority of the training courses given by the Department are available only in English, except for most of those given by the Atmospheric Environment Service. Employee performance evaluations are generally made in the language of the supervisor, usually English, except for Quebec where they are written in the language of subordinates. The Department also has difficulty in setting up selection boards able to assess candidates in the official language of their choice.

We received 15 complaints against the Department in 1978. More than half of them were settled, although answers were slow in coming, particularly from the Fisheries Service. A major difficulty facing the Department remains the lack of scientific and technical publications in French and five of thirteen complaints concerned this question. Others dealt with matters such as signage and unilingual stamps, and one alleged that there were too many bilingual positions at the training centre of the Atmospheric Environment Service.

House of Commons

Although the House of Commons has so far not been the subject of a special study by our Office, the information it has provided for the purpose of this Report has enabled us to form a picture of its linguistic situation. We should point out that our comments here do not apply to the activities of MPs or to the House as such, but to its employees and to the services they provide to the public or receive themselves internally.

The House of Commons does not have its own official languages policy. Instead, it has adopted that of the Public Service of Canada (*Official Languages in the Public Service of Canada: A Statement of Policies*, September 1977), and had instructed its division chiefs to inform their staff accordingly. New employees are told about the language requirements of their positions, but there is no system for informing them about their language rights. If an official-languages policy tailored to the House's particular needs were distributed to all staff members, they would be made

aware of the exact nature of their rights and obligations under the Act. At the same time, one or more House employees should be made responsible for monitoring the implementation of this policy, measuring its progress and taking corrective action as required for matters relating to service to the public, service to employees and the participation of both language groups.

As one of the Houses of Parliament, the House of Commons must respond to the needs of Members and the Canadian people in both official languages. All its official publications are bilingual, but its services are not always available in both languages—witness the complaints we continue to receive.

Internal services and most work instruments appear to be available in both English and French. However, no inventory has been taken to confirm that such is always the case.

The situation relating to equitable participation of the two linguistic groups is good. However, some bilingual positions are occupied by unilingual incumbents. The House of Commons intends to take corrective action as these positions become vacant. It should also be noted that there are very few French-essential positions as compared to English-essential and bilingual positions. Under such conditions, the place of French as a language of work appears precarious.

During 1978, our Office received 10 complaints about Parliament. Most of these concerned the telephone answering service, which is sometimes unilingual, the uneven service provided to French-speaking members of the Press Gallery, and a lack of service in English at the information desk in the Parliamentary rotunda.

Indian Affairs and Northern Development

Last June the Department issued an official-languages policy dealing with language of work, language of service, contact with the public and the equitable participation of the two language communities. However, the policy consists mainly of generalities and does not suggest any concrete steps for achieving the Department's commendable objectives of equitable participation by Anglophones and Francophones.

Of the Department's 10,401 employees, 15% (1,580) are French-speaking and nearly two-thirds of these work in Quebec. In the National Capital Region, one fifth of the staff is French-speaking but their distribution is uneven: for example, Francophones make up only 11.1% of the scientific and professional category.

Although the Department's main work instruments are bilingual, English is still the principal language of work, particularly at senior management meetings. Communication with Quebec offices is not always conducted, as it should be, in French, but mention should be made of the laudable efforts

of the Personnel, Financial, and Professional Services Branches whose services are available in both official languages.

In 1978, our Office received 29 complaints against the Department. They related primarily to the lack of French versions of certain publications and the poor quality of the French in others. We are pleased with the Department's decision to issue all publications bilingually from now on and we shall watch these developments closely.

Despite its efforts, the National Parks Branch has not yet succeeded in providing satisfactory bilingual service to the public, particularly in the Atlantic provinces. For example, some signs are in English only in the Cape Breton Highlands National Park. Similarly, the Louisbourg historic site is still the subject of many complaints regarding a lack of bilingual guides and French-speaking staff in the fortress village, and cafeteria service in English only. By trying harder to eliminate these problems, the Department will show that it cherishes the linguistic and cultural aspects of our heritage as much as the historical and ecological ones.

Industry, Trade and Commerce

The Department has implemented several of the recommendations of our 1975 special study. It has developed a detailed plan which concerns all levels of management and corresponds closely to the principles set out in its official-languages policy. It will soon launch an information programme for all its employees. And in light of the importance it attributes to monitoring procedures for its official-languages programme, it has recently established an *Official Languages Co-ordination Committee* which reports directly to the Deputy Minister.

Given the type of public it serves in Canada and abroad and the mobility required of many of its officers, the Department has a duty to attain a truly functional level of bilingualism. In particular, the vast majority of its bilingual positions at the officer level and in the professional category require little proficiency, at least in terms of oral expression. It has, however, recognized the problem presented by unilingual representatives at international trade fairs, and has undertaken to make the necessary arrangements to provide its services in both languages.

The Department recognizes that the low participation of Francophones in the scientific and professional category does little to promote the use of French and is hardly likely to lead to improvement in its external communications. The distribution of Francophones by occupational category is as follows: senior executive, 11.5% (seven Francophones out of 67 employees), scientific and professional, 11.9% (eight out of 67), administrative and foreign service, 16.7% (224 out of 1,338). Finally, it has no Francophone officers in Manitoba and New Brunswick, and only two out of 17 in Ontario. In the National Capital Region, 385 of the 2,018 employees are Francophone.

Within the Department as a whole, there are 1,211 bilingual positions but 205 of the incumbents do not possess the required language skills. Telephone and visitor reception services are often unsatisfactory. The Department has been intending to re-organize this sector for some time.

Given the nature of its activities, the Department has encountered a number of difficulties recruiting in Francophone universities. In the opinion of the Department, these problems arise from two principal factors: the Department's clientele is 95% Anglophone, a fact which does little to attract most French-speaking graduates; and the prospect of going to live in regions where they will be linguistically isolated is not viewed with much enthusiasm by Francophones.

Employees work in the predominant language of the Department's clientele, English. In its efforts to correct this situation, the Co-ordination Committee has established general principles and guidelines for the use of French, but it considers that its language-of-work objectives will not be achieved for quite some time.

Our Office received six complaints against the Department in 1978. Five of these concerned weaknesses in sectors already identified by our Office: telephone and reception services, the quality of services offered in one or other of the two languages, the unilingualism of certain publications and the failure to use the media of both language groups. The other was outside the purview of the Act. The Department co-operated well with the Office in settling these complaints.

Justice

Since receiving the Commissioner's special study, the Department has made exemplary efforts to carry out the necessary language reforms.

The Department's action has extended to all sectors: it has distributed a policy statement to employees, developed an implementation plan, created a steering committee which includes the Deputy Minister, taken action on reports produced by various task forces, and created key positions, particularly in the Legislation Section and in the Official Languages Programme. Together, these measures have helped it take command of the situation and establish procedures designed to facilitate implementation of the Act.

The impetus has thus been provided, but in many cases the goals have not yet been attained. Some problems are serious, especially those connected with the drafting of legislation. They require changes in attitude and methods of operation which are not always the sole responsibility of the Department. The latter will therefore have to be twice as tenacious and vigilant. The audit and evaluation mechanisms and methods it is now implementing will be indispensable in helping it attain its objectives.

Indeed, it is only through appropriate supervision and control mechanisms that the Department will be able to ensure continuing service to the public in the language of its choice at headquarters, and development of that service

in regions where new bilingual positions have recently been created. These procedures will also ensure the effectiveness of its proposal to make the participation of both language groups more equitable in certain sectors and grant French the place to which it is entitled. This is particularly true for legal personnel seconded to departments and activities related to the drafting of legislation and the review of regulations. Several of these points have been the subject of studies and experiments, the results of which give cause for some optimism for the future.

The Department was the subject of six complaints in 1978. These concerned the French text of the *Canada Gazette*, communications written in a language other than that of the addressee, and a lack of bilingual telephone service at a regional office in the West. A recent complaint related to the absence of a French version of a publication used as a work instrument. The Department has undertaken to correct these errors promptly.

Labour

The Department has made some headway in implementing the recommendations made by the Commissioner following the special study completed in 1976. Seven of the 31 recommendations are now considered as implemented, compared with only two last year, and a further seven are partially implemented.

The official-languages policy which the Department adopted in April deals with language of service and language of work. Although it acknowledges the need for a balanced representation of both language groups, the policy is somewhat vague as to how this will be achieved. The Department's employees outside Ottawa are not always aware of the policy, and monitoring procedures are not yet fully effective.

The present distribution of bilingual positions within the Department makes it difficult for it to meet the potential demand for service in French in all regions. There are no bilingual positions at all in British Columbia, Alberta and Saskatchewan, for instance.

The Department has only twelve French-essential positions (eight in the National Capital Region and four in Montreal), and only nine are filled. The opportunities for Francophones to work entirely or mainly in French are very limited.

Approximately 24% of the Department of Labour's employees are Francophones. Francophone participation at headquarters is comparable with the public service average in the National Capital Region. Elsewhere, with the exception of Montreal, it is extremely low: two out of a total of 150 employees in the five regions west of the National Capital Region and five out of 80 east of Montreal. Moreover, some 57% of Francophones are to be found in the administrative support category. They are markedly under-represented in the scientific and professional category (8.8%) and the administrative and foreign service category (19.8%), while recruiting figures for the past few years continue to show an increasing percentage of

Francophones in the departmental intake for the administrative support category (24%, 38% and 40%). The Department must step up its efforts to attract more qualified Francophone candidates for positions in both the scientific and professional and the administrative and foreign service categories.

Our Office received two complaints involving the Department during the year. One concerned a reply in English to a Francophone caller's request for information which the Department was very slow about settling. The other complaint proved to be unfounded.

Loto Canada

Complaints against Loto Canada were less numerous in 1978. Although this organization endeavours to correct problems within a reasonable time, it too often maintains a wait-and-see attitude with respect to official languages. This observation is illustrated by the publication in February 1978 of a feeble bilingualism policy and by delays in defining concrete objectives and in establishing audit and evaluation mechanisms in areas other than language training.

Loto Canada has a good record with respect to the participation of both language groups and the use of both official languages at work. However, in a newly-created organization with no supervisory and monitoring procedures yet established, it is not sure that this situation will remain stable. With regard to the language of service, an area where firmer and more sustained action is becoming urgent is that of local advertising. When left in the hands of concessionaires with little concern for the equal status of the two official languages or for the quality of translations, there is a considerable risk of depriving one of the language groups of proper information and of tarnishing Loto Canada's image.

Eleven complaints were brought against Loto Canada this year. Three of them concerned unilingual billboards, and two others dealt with televised draws. In the latter case, the situation has since been corrected. The quality of the French in certain forms was called into question on two occasions. Two other complaints involved the failure to use French-language weeklies as advertising media in certain regions without French dailies, and two others concerned the language requirements of certain positions in the Corporation. Loto Canada was quite co-operative in settling complaints.

National Arts Centre

The National Arts Centre provides its services in both official languages, and additional measures taken recently have considerably improved an already good situation. There are, however, a few shortcomings: in particular, the Centre has not provided its employees with a policy guide on language of service, language of work and the participation of both language groups, and has not yet established mechanisms for evaluating and monitoring

implementation of the Act. However, a policy statement was at last in preparation as we went to print.

The mechanisms foreseen by the Centre should enable management to solve without delay or to minimize problems as they arise, and should also help maintain equitable participation of both language groups at various levels of the organization. Language of work will continue to present problems, however, given that 24 of the 79 employees at lower levels of management are unilingual. If the Centre put as much effort into settling this kind of internal problem as it does into solving communications problems with the public, this situation would certainly improve.

Twenty-two complaints were received in 1978, as compared with 49 in 1977. Most concerned matters of service to the public. It should be noted that the number of complaints about differences in the quality of English and French publicity texts, which was appreciable last year, has fallen off considerably since the appointment of a person responsible for quality control.

National Capital Commission

The National Capital Commission can claim some interesting accomplishments in the field of official languages.

Its action plan deals with policy guidelines for language of service, language of work and the equitable participation of both language groups. It should, however, contain an official-languages policy statement defining specific requirements for each sector of activity. The NCC should also develop effective monitoring and evaluation mechanisms to speed up implementation of the Act.

As regards language of service, much progress has been made, but some improvements are still required to ensure that the equal status of both official languages and the rights of individuals are fully recognized. The greatest shortcomings are among services provided by concessionaires and it is sometimes difficult to interpret the provisions of certain leases with respect to language.

In the area of language of work, the NCC appears to have difficulty using French in internal communications, at meetings and in the preparation of annual employee evaluations. However, there are promising proposals in the action plan for solving these problems and firmness of purpose by senior management should enable the NCC to correct existing shortcomings.

On the whole, the participation of the two language groups is good, with Anglophones occupying 58% of positions and Francophones 42%. There is, however, an imbalance in the scientific and professional category, where the proportion of Francophones is only 16%.

Two complaints were lodged against the NCC in 1978. The first involved unilingual signs placed in ski chalets. In fact, these signs had been put up by skiers, not the NCC, but in order to avoid repetition of such incidents, the Commission now asks the public not to post signs. The other complaint was unfounded.

National Defence

In 1978, the Department of National Defence reviewed its official-language activities and began to formulate its response to the 73 recommendations made by the Commissioner in 1977. Senior management, on both the civilian and military sides, continues to reassert its commitment to the *Official Languages Act* and the Government's language policies, and to their thoroughgoing implementation in the years ahead.

Nevertheless, in practice, a number of the Department's activities and procedures are still at odds with the Act, and its planning remains incomplete. Management of its official-languages programme could be improved, a move which would encourage and strengthen units that have a specific role to play in language reform. Information concerning the official-languages programme should also be more widely distributed throughout the Department. For example, commanding officers and other senior staff are often wholly or partially unaware of the Commissioner's recommendations and the Department's stated goals in the area of language policy.

With respect to language of service, improvements must still be made before members of the public and dependents of both language groups are treated equitably. The complaints described below confirm our own findings about on-going inequalities and a lack of dynamism in bringing about language reform.

There is little to report in terms of language of work and internal communications. Given that the Department has not yet reached the level of institutional bilingualism required of it, is not surprising to observe that, in spite of significant progress made in recent years, French has not yet taken its place as a language of work. Internal communications and a good many work instruments and training courses still exist only in English, and certain internal services are not provided with the same efficiency to members of both language groups. In addition, although considerable effort has gone into ensuring equitable participation of both language groups on the military side, less than 10% of senior civilian staff members are French-speaking.

Our Office received 30 complaints concerning the Department in 1978. Seventeen of these and a dozen others from previous years were settled during the year. Of the seventeen, three cases are worthy of special note: lack of services in French at CFB Trenton and the National Defence Medical Centre (a dozen complaints), obstacles preventing the production of work instruments in French; and shortcomings at Lahr, Germany.

The Department has not made a satisfactory effort to correct the situation at Trenton and the National Defence Medical Centre. At Lahr, there are also still many weaknesses, including for example the fact that the post office and school bus service are provided in English only, that the community centre does not offer a full range of services to Francophones, that articles in French are not given equal prominence in the base newspaper, that French-language Canadian newspapers, magazines and cassettes are not as readily available as their English-language counterparts, and that general-interest courses for adults are available only in English.

In 1978, DND took an average of three months to settle each complaint. Although this is not ideal, it is somewhat faster than in the past. The Department's initial response to complaints is generally still very vague and indicative of a lack of consideration for Francophones.

National Energy Board

The National Energy Board has two principal roles: regulating the energy sector and advising the Government on the development and use of energy resources.

The Board has taken a number of steps to serve its clients in both official languages. Simultaneous interpretation facilities are provided at all public hearings in the National Capital and Quebec regions and elsewhere if submissions filed with the Board indicate that the use of both official languages is required. Communications with members of the public are also in the language requested, and all material intended for distribution to the public is available in both official languages.

The Board itself recognizes that the opportunities for its employees to work in the language of their choice is severely limited for a variety of reasons: the Board's clientele is largely English-speaking; the source material used by the Board's staff is, almost without exception, available only in English; official transcripts of the Board's hearings are produced only in the language of the speaker (usually English); the Board has very few Francophones, particularly among its professionals; and finally, language training does not bring Anglophones to a level of fluency enabling them to deal with their Francophone colleagues in French.

As noted above, there is a definite lack of participation of both language groups in the work of the Board. Out of a total of 352 employees, only 46 are Francophones. The lowest representation is in the scientific and professional category with only five Francophones out of a total of 134 employees. The situation is not much better in the technical category which has three Francophones among a total staff of 34.

No complaints were lodged against the Board in 1978.

National Film Board

A newcomer to the Commissioner's review, the Film Board on the whole shows up to advantage. No doubt because of its cultural responsibilities, the Board has for many years respected the special characteristics of the country's two official language groups. The policy statement it recently distributed to its employees should help consolidate its gains and bring about planned improvements.

As regards language of service, the situation is good in Quebec and in the National Capital Region. However, the level of bilingual service at a number of offices elsewhere is not high. We hope that the recent identification of

bilingual positions in offices where none existed before will enable Francophones in these areas to receive service in their own language and, as a result, benefit more fully from the Board's French-language production. The Board has also decided to set up audit and evaluation mechanisms to determine how official-languages matters are faring in its services and to take remedial action as required.

According to management, employees who claim French as their first official language make up about half of the staff in most job categories, except in the scientific and professional category where they occupy one-third of the positions. However, certain supervisors are still unilingual, and more effective steps should be taken to enable employees to communicate and work in the language of their choice.

Seven complaints were received against the Board in 1978. Three came from spokesmen for several Ontario organizations concerning the curtailment of French-language regional production in Ontario. As we went to press, this matter was still under review.

National Harbours Board

The National Harbours Board, a Crown corporation with over 2,000 employees, operates harbour facilities, grain elevators and two bridges. The Board does not appear to have given serious consideration to the *Official Languages Act* and has prepared neither a general policy nor an official-languages implementation plan.

The Board nevertheless has a varied range of contacts with the public. Head Office receives foreign delegations and periodically deals with shipowners and import-export companies. Harbour administrators also deal frequently with shipowners, import-export companies, refineries and auto manufacturers. At the national level, such contacts almost invariably take place in English. Since the Board has assessed neither the need to provide its services in both languages nor its ability to do so, we cannot say whether this situation reflects the wishes of its clients or is simply the result of a tradition that has discouraged provision of service in French.

A number of branches at Headquarters are unable to provide service in both languages without the aid of an interpreter. This is a serious weakness, especially when it concerns administrative branches which provide personnel and other central services to the entire organization.

No information is available concerning participation by the two linguistic communities in the Board's administration, as it apparently does not classify its employees by language.

The Board should immediately examine its capacity to ensure that all its branches meet the requirements of the *Official Languages Act* as soon as possible. The first step should be to adopt a sound official-languages policy and a detailed plan capable of early implementation.

The one complaint received in 1978 concerned an English-only sign at the Port of Montreal. As of our going to press, the Board had not advised the Commissioner on the action it intended to take on this complaint.

National Health and Welfare

In 1978, the Department re-drafted its policies on official languages, language training and the re-identification of language requirements of positions. It also decided to set up a rather complex procedure for implementing the recommendations resulting from our special studies of its two components (Health in 1974 and Welfare in 1973). The Department is issuing an impressive series of documents which should facilitate practical and immediate implementation of the Act. At first glance, one could say that bilingualism is in good shape at Health and Welfare.

Unfortunately, we cannot ignore the fact that the Department suffers from various problems arising from decentralization, the fairly recent integration of its two components and the restructuring and broadening of the Official Languages Branch's terms of reference.

We particularly regret that the Department has only partially implemented our recommendations on language of service in areas requiring regular contact with the public (bilingual telephone listings, forms, receptionists, telephone operators and so on).

With regard to the participation of both language groups, the under-representation of Francophones within certain occupational groups may have a serious negative effect on many of the Department's plans. The following examples speak for themselves: Francophones constitute 2% of the 807 employees in the hospital services group, 8% of the 842 in nursing sciences and 5% of the 134 in scientific research.

In 1978, the Department had 3,293 bilingual positions, 29.2% of its total number. However, only 2,629 were occupied and only 71% of the incumbents met the language requirements of their positions.

Various organizations subsidized by the Department, particularly in the field of amateur sport, should be more closely monitored and required to respect the provisions of the Act. This is the only way some will improve their tarnished reputation in terms of bilingualism.

The Office received 19 complaints against the Department this year, covering basically the same topics as in previous years: the quality of the French in some publications, forms and press releases and the lack of bilingual receptionists and telephone operators. Two complaints regarding Fitness and Amateur Sport arose from comments in an article in the magazine *L'Actualité*, which questioned the Department's role in promoting bilingualism within the organizations it subsidizes.

On the whole, the Department has been co-operative and diligent in dealing with complaints.

National Library

In 1978, the National Library took steps to ensure that its organization and methods of operation would enable it to comply with the requirements of the *Official Languages Act*. It studied means of evaluating and monitoring its official-languages activities more effectively, prepared a policy statement for its employees and drew up an inventory of its remaining unilingual work instruments. It also reviewed the language requirements of its positions and, in so doing, corrected the subject of a complaint.

The Library still has sizeable problems to overcome, however, before French will have its proper place in internal communications. In particular, it will have to increase its efforts to establish a more balanced participation of the two language groups in its activities. Francophones are distinctly under-represented at all levels, except in the administrative support category. In the administrative and foreign service, technical, and scientific and professional categories, the proportion of staff having English as their first official language is 82%, 81% and 77% respectively. Moreover, of the twelve senior officials, only one is Francophone. It is therefore no great surprise that English is the language of work. The Library still has considerable difficulty attracting Francophones, particularly in the scientific and professional category, and of 20 persons hired in that category in 1978, 19 were Anglophones. Clearly, the Library will not be able to establish an appropriate language regime as long as this situation persists.

The National Library maintained a good rating this year as regards language of service. However, four slips along the way were brought to the attention of the Commissioner. The Library co-operated well in the investigation of complaints.

National Museums of Canada

The National Museums of Canada have a number of accomplishments to their credit which indicate that an effort is being made to move ahead with language reform. Worthy of note, for example, are their official languages action plan and improved bilingual signs and descriptions of exhibits. At the same time, despite progress over the years, the Museums recognize that a good deal remains to be done.

If they are to expect more substantial progress, the Museums will need to provide their Official Languages Division with a clearer mandate to carry out the necessary reforms. Moreover, audit and evaluation procedures will need to be established to monitor implementation of the action plan in the various components of the Corporation. Such procedures would undoubtedly avoid problems of the type encountered by the "Discovery Train" when it passed through Moncton this year without any advance publicity in the French-language press.

With regard to the language of service, the Museums are generally able to communicate with the public in the latter's preferred language. However, some difficulties still exist, particularly with respect to publications. For example, the decision to publish an important taxonomic reference work, *The Flora of Canada*, in English only is surprising. At the end of 1978, the Museums undertook to publish works of this kind simultaneously in both languages in the future. Discussions are being held with a view to reaching agreement on arrangements which would also cover the publication of a French version of *The Flora of Canada*, especially in light of problems arising from present budgetary restrictions.

The language-of-work situation at National Museums should be given special attention to ensure that personnel services and training courses are available in both official languages.

Of the Museums' 909 bilingual positions, only 35 require an advanced knowledge of the second language. Of this total, 432 incumbents meet the language requirements of their positions. There are 19 French-essential positions as compared to 135 which are English-essential. Although 30% of the staff are Francophone, there remains a rather serious imbalance in representation at senior levels, and in the technical (14%) and scientific and professional (12%) categories.

This year the Office received 25 complaints about the National Museums most of which concerned publications and telephone reception services. In addition to settling 15 of these complaints, the Museums gave further attention to four from previous years. Their co-operation in settling complaints was good.

National Parole Board

Implementation of the requirements of the *Official Languages Act* within the National Parole Board is rather slow. This relatively small organization (some 275 positions) must deal in both official languages with the general public as well as parolees and inmates of both language groups distributed throughout all federal penitentiaries. Considering the delicate nature of communications between inmates, parolees and the Board staff, a strong capability in both languages is essential.

At present, there are no bilingual positions in the Board's Western regional offices in British Columbia and Saskatchewan and only three in Ontario. Yet approximately 7% and 9% of inmates in the Pacific and Prairie regions respectively claim French as their mother tongue. Although Francophones represent 45.7% of staff at Ottawa headquarters and 35.7% in the Atlantic regional office, most staff meetings in these two areas are conducted in English only.

Of the 143 positions which have been identified as bilingual, only 26 require a high level of competence in French. At present, 20% of the incumbents of bilingual positions do not satisfy the language requirements of their positions.

There are indications, however, that progress can be expected. An official languages policy has been distributed, and a realistic implementation plan dealing with the problems mentioned has been prepared. The results are to be monitored through mechanisms which are currently being developed.

The one complaint received in 1978 and those outstanding from various years have been resolved. This statistic could be misleading, however, since inmates may be reluctant to lodge complaints directly with our Office.

National Research Council

Although the National Research Council clearly supports the goals of the official-languages policy, it has not been completely successful in its efforts to comply with the provisions of the Act.

Despite the Council's attempts in recent years to recruit more French-speaking employees, they still constitute a very small proportion of its staff. The result is that the Council has difficulty providing bilingual service to its clients and creating opportunities for its Francophone employees to work in French.

The Council plans to increase its contacts with French-language colleges and universities and to declare a greater number of its key internal and external communications positions bilingual. If this comes to pass, it will certainly improve its language situation.

The number of bilingual publications made available to the public must be increased. Approximately 33% of these are still unilingual. It is also important that certain publications be drafted in French by French-speaking researchers so as to demonstrate that the Francophone community plays an active part in the Council's work. In addition, both French-speaking and English-speaking employees should have access to personnel and financial services and be able to communicate with immediate supervisors at all levels in the official language of their choice.

The Council has already informed its managers about the official languages guidelines it intends to implement. As soon as possible, all employees should be made aware of these guidelines and receive written information on their linguistic rights and responsibilities. The Council must also consider integrating the monitoring of its bilingualism programmes into its management functions, so that the officer responsible for implementing these programmes can count on the support of managers.

Our Office has been pleased with the Council's excellent co-operation. Of the seven complaints lodged in 1978, six were settled without difficulty. The seventh, which relates to signage, is still being investigated.

National Revenue (Customs and Excise)

The Department of National Revenue (Customs and Excise) has prepared a very promising official languages plan. The document reflects senior man-

agement's commitment to provide the public with service of equal quality in both official languages, to increase the use of French as a language of work, and to raise Francophone participation where it is too low.

In 1978, the Department conducted a survey of the travelling public at various customs posts in order to assess demand for service in both languages. The results of this survey will enable it to improve service in French in areas where the demand warrants. The Department serves the travelling public in both languages either by providing bilingual customs officers at various locations or by having unilingual employees call upon bilingual colleagues working nearby. Unfortunately, the knowledge of French required of most bilingual customs officers is at present too low to ensure adequate service in that language. In order to improve this situation, the Department provides employees with French courses aimed at enriching vocabulary and teaching basic grammar.

The use of French as a language of work is not widespread outside Quebec. This can no doubt be explained to a considerable degree by the breakdown of Francophone personnel by region: of 2,390 Francophone employees, 1,914 work in Quebec, 353 in the National Capital Region, 73 in New Brunswick and 32 in Ontario. The remaining 18 are located in the other provinces. Francophones make up more than 25% of all staff and are distributed throughout the various employment categories as follows: scientific and professional, 22.6%; administrative and foreign service, 23.1%; technical, 40%; administrative support, 31.2%. Only 8% of staff in the senior executive category are Francophone. The Department has informed us that it intends to step up its efforts to recruit more staff from French-language universities and colleges.

Of the 3,523 bilingual positions in the Department, only nine require a high level of French and 27% of those occupying bilingual positions do not meet the language requirements of their positions. Senior management has, however, established an ingenious immersion and exchange programme to facilitate second-language learning. This programme might well serve as an example for other federal departments and agencies.

This year we received six complaints against the Department. Two related to services at Trenton and Ottawa airports; two others concerned unilingual services at the St. Boniface and Edmonton customs offices; and two described problems encountered by Francophones wishing to work in French at headquarters. However, the number of complaints received in 1978 is appreciably lower than in previous years. For this, the Department deserves praise.

National Revenue (Taxation)

Over the past few years, National Revenue (Taxation) has established a series of procedures essential for a successful language reform programme. However, the Department is still experiencing some difficulties in the areas

of service and language of work, and in ensuring equitable representation of the two language groups. In an effort to correct these problems, the Department has recently revised its official languages policy.

Departmental publications, such as *Your Tax Guide*, tax forms, information circulars, information booklets and advertising material, have been bilingual for some years. However, the Department recognizes that it is not always able to provide the public with service of equal quality in both languages in those regions where there is little demand for service in the language of the minority. Indeed, some language-of-service problems are still unresolved even in the National Capital Region.

French-speaking employees outside Quebec have difficulty working in French, even in New Brunswick, the National Capital Region and Northern Ontario. This is hardly surprising since less than 18% of the Department's positions are bilingual and, of these, only 60% have incumbents with the required language skills.

More than 25% of the Department's permanent employees are Franco-phone. Their participation in the various employment categories is as follows: senior executive, 9.4%; scientific and professional, 24.6%; administrative and foreign service, 22.6%; technical, 27.3%. In the administrative support and operational categories, they exceed 28%.

We received 22 complaints against the Department in 1978. This was roughly the same number as last year, and most complaints were of the same nature. One third related to unilingual telephone and public reception services, others dealt with unilingual English forms and letters received by Francophones, and some drew attention to the poor quality of the French in certain departmental letters and brochures. We should stress, however, the positive attitude with which the Department approached each case, and the sustained and effective efforts it made to settle outstanding problems.

Post Office

Despite visible progress and some very worthwhile accomplishments, including the adoption of a comprehensive plan, compliance with the *Official Languages Act* has not yet become the general rule within the Post Office's various branches.

In order to make its plan fully operational, the Department must establish more effective evaluation and audit mechanisms to enable it to monitor its planned activities and quickly eliminate infractions of the Act. Obviously, in an organization as large as the Post Office, language reform raises particular problems and requires a special effort in the fields of internal information and audit, so that employees may be aware of what is expected of them with respect to language of service and language of work.

The Post Office still has serious problems providing bilingual service in many locations. Although 82% of incumbents in some 4,000 bilingual positions meet the language requirements, the fact remains that these are

not very demanding: more than 70% of such positions require only an elementary knowledge of the second language. The principle of bilingual signage is not always observed and postal services provided through sub-contracts are often available in only one language.

With respect to language of work, the use of French in internal communications is not usually encouraged elsewhere than in Quebec. One reason for this is the small percentage of French-speaking employees in other regions of Canada, including the National Capital Region.

Thirty per cent of all Post Office employees are French-speaking but at the senior management level Francophones represent only 18% and in the scientific and professional category, only 11%. In the National Capital Region, these figures are 13% for senior managers and 8% for the scientific and professional category. In all, 84% of the Post Office's French-speaking employees work in Quebec and 13% in the National Capital Region.

This year our Office received 99 complaints. More than half of these were settled within a reasonable time. Unfortunately, there are still too many cases which the Department does not seem in any hurry to settle. Action on these would be like balm to old wounds.

Prime Minister's Office

When examining the linguistic situation of the Prime Minister's Office, it is important to bear in mind that its compliance with the *Official Languages Act* takes on special significance because of its unique position vis-à-vis the Canadian people and the federal apparatus.

For some years now, the Office has operated on the principle of providing service to the public in French and English and encouraging the use of both official languages in its internal communications. Those in charge take it for granted that all employees are aware of the Act's provisions and have not found it necessary to state these principles in writing or to establish monitoring procedures to ensure compliance. In our view, however, the PMO should comply with the Government's official languages policy in the same way as any other federal agency, perhaps more so in order to set an example.

Of the 71 permanent employees of the Office, 39 (55%) are bilingual. Staff assignments to various working groups take into account the linguistic needs of the public. The nature of communications emanating from the Office and the fact that they must reach both language communities at the same time and in texts of equal quality ensure that an effort is made to try to meet high linguistic standards.

With regard to the representation of each linguistic community in the Prime Minister's Office, we have received data on 76 persons, including contract staff and employees on loan from other federal institutions. There are approximately equal numbers of Anglophones and Francophones (39 and 37 respectively) but they are not distributed equally as to functions: for

example, French-speaking staff members represent 29% of the officer group but 62% of the administrative support group.

Our Office received two complaints during 1978 against the Prime Minister's Office. The first concerned the appointment of senators, which was not admissible under the Act. The second, which dealt with shortcomings in the telephone answering service, was quickly settled.

Privy Council Office and Federal-Provincial Relations Office

Conscious of the responsibilities arising from their strategic importance in the federal bureaucracy, the Privy Council Office (PCO) and the Federal-Provincial Relations Office (FPRO) have set themselves high standards in the field of official languages. Thus, 88% of positions in the FPRO and 79% of those in the PCO have been identified as bilingual. Eighty-five percent of employees in the FPRO and 61.5% in the PCO meet the language requirements of their positions.

Both Offices have, however, taken a long time to provide themselves with official-languages policies, implementation plans and monitoring mechanisms to ensure compliance with the Act in all their activities. Fortunately, 1978 saw considerable progress. At year's end, an official languages plan had been developed and an information programme for employees was put in final form. On a less positive note, audit and evaluation mechanisms for implementation of the Act still remain to be defined and put in place.

The two Offices appear to have sufficient bilingual capability to serve their public in the appropriate language. This public consists primarily of Cabinet and its committees, the Prime Minister's Office and various federal and provincial departments and agencies.

The linguistic composition of the two Offices is favourable to work in both languages—approximately 50-50 in the FPRO and 56% Anglophone as against 44% Francophone in the PCO. Both have also introduced bilingual work instruments, administrative and personnel services in both languages and supervision of most staff members in their own language. These efforts have resulted in situations in the FPRO in which the two languages are just about equally used in internal communications. The same, however, is not true of the PCO where English remains predominant, particularly in the conception and drafting of working papers and reports. This situation may be attributable in part to the small number of Francophones in senior management positions within the PCO (4 out of a total of 23). Considering the central position of the PCO and the fact that a term in this Office is often a step toward senior management positions in the federal administration, particular attention will have to be given to this question so as not to put one language group at a disadvantage. The situation in the FPRO is much better, with six Anglophones and six Francophones at the senior management level.

In 1978, two complaints were lodged against the PCO and one against the FPRO. One of these was outside the Commissioner's jurisdiction; the second was rapidly settled; and investigation of the third is continuing.

Public Archives

The Public Archives have not yet defined their own official-languages policy and no audit or evaluation mechanisms for implementing the Act have yet been established. However, according to their official-languages plan, Public Archives have the matter under study.

As regards language of service, the situation is nevertheless a positive one. For example, according to responses received from management, signs, telephone information service, displays and correspondence comply with the Act.

Improvements are absolutely necessary with regard to language of work. Although the overall participation of the two language groups is satisfactory, none of the regional offices, with the exception of the one located in Montreal, has any bilingual positions. At Head Office, where 37% of the staff is Francophone, the painful truth is that, for various reasons, some 90% of internal communications take place in English. Certain work instruments are in English only, and only one of the 490 bilingual positions requires an advanced knowledge of spoken French. Furthermore, statistics show that 38% of the incumbents of bilingual positions fail to meet the modest language requirements of their positions. Of this number, only 2% are taking language training courses.

In 1978, our Office received two complaints about Public Archives. One reported the fact that a receptionist was unilingual and the other drew attention to the extremely poor quality of the French in an information bulletin. The first was settled and the second is still under consideration.

Public Service Commission

Because it is conscious of its central responsibilities in the field of official languages, the Public Service Commission strives to set an example in implementing the Act. Its official languages policy is widely distributed and each branch is represented on an internal committee responsible for various linguistic matters. The Commission has also set up a system for monitoring the planning and implementation of its language policy by the Official Languages and Internal Audit Directorates which report to senior management.

The Commission's publications policy includes the following points: publications for the general public appear in both official languages; material intended only for specialists is produced in one language; and technical material is published in the author's language and accompanied by a brief résumé in the other language. However, if such items are to be used as work instruments, they are published in both official languages. In addition,

reports or studies produced jointly with other institutions or those addressed to a particular readership are written in the language of the intended audience.

The PSC's major work instruments now exist in both official languages and a record will be kept of other publications which may occasionally be used for this purpose. Although, as a general rule, personnel services in unilingual regions are provided in the official language of the employee's choice, representations made to our Office on this subject indicate that there are still weaknesses to overcome.

All staffing officer positions have been designated bilingual and require the highest level of language proficiency. In the Commission as a whole, there are 1,469 bilingual positions and 1,097 incumbents meet the language requirements of their positions.

Because of the large number of teachers of French, the proportion of French-speaking employees within the Commission is high (68%). French and English are used about equally for internal communications, but the use of English predominates in most directorates. Consequently, many documents are translated into French internally by French-speaking employees. Some steps have already been taken to correct this situation and others are being studied.

In 1978, the Commission was the subject of 36 complaints relating to information for the public and for employees, correspondence, unilingual memoranda, changes in the entrance requirements for language courses, unilingual telephone and reception services, untranslated forms and a failure to use minority French-language weekly newspapers. The PSC's co-operation in settling complaints is rather uneven and often slow.

Public Works

Our last *Annual Report* expressed guarded optimism with respect to the Department of Public Works. Although we noted a number of deficiencies, it seemed that a general improvement could be expected during the year. We particularly emphasized the need for a coherent, systematic official languages plan and for a clear policy statement on advertising, tendering and contracting.

It is disappointing to record that the Department has not come up to our expectations. True, it has prepared a plan and taken certain steps to incorporate official languages objectives into the management process, but the pay-off so far is rather meagre.

In our 1974 special study of Public Works, we recommended that the Department ensure that it had a sufficient number of employees able to communicate orally or in writing in both official languages in all its components, at least those at Headquarters, in the Atlantic and Capital Regional offices and at the New Brunswick office in Saint John. While it states that in most instances it is able to meet expressed demands for service in French,

the Department admits that it may not be capable of meeting the potential demand in certain areas. It will undertake studies to obtain a clearer picture of this potential demand. Some progress has been made in increasing its linguistic capability as a whole, but the Department finds maintaining this capability difficult, mainly because most client institutions communicate with it in English.

A number of recommendations dealt with language of work. In its progress report, the Department notes the improvements it has made in this area. Its personnel services are now available in either language, almost all of its work instruments are issued in both languages, and it is considering a technical language programme which would supply Francophones and bilingual Anglophones with the technical vocabulary they need to work in French. Despite these measures, it will be difficult for its employees to work in French until there are more Francophones in the officer categories. At present, 26.7% of the Department's employees are Francophones, but most of them are in the administrative support and operational categories. They occupy only 9.5% of the positions in the executive category, 15.1% in the scientific and professional category and 19.9% in the administrative and foreign service category. Furthermore, the incumbents of 696 of the 1,913 bilingual positions do not meet the language requirements of their positions. This is another obstacle preventing French from becoming more widely used as a language of work.

In 1978, our Office received 44 complaints against the Department, as compared with 22 in the previous year. Five of these concerned unilingual commissionnaires and have been settled; the Department undertook to see that new contracts with agencies providing commissionnaires in bilingual areas would henceforth contain appropriate "language clauses". The other complaints dealt with signage problems. Once again, the Department was slow to respond, sometimes taking six to ten months to resolve a minor complaint.

Regional Economic Expansion

The Department's service to its clientele in Ontario and provinces to the East is generally adequate from the linguistic point of view, but its service in French in the West needs to be improved. It has informed us that it intends to survey the areas where its bilingual capability is weak to find out where there is a latent demand for French.

The Department does not yet have an official languages policy or a satisfactory system for monitoring its efforts to comply with the *Official Languages Act*. The proportion of its employees in bilingual positions who do not meet the linguistic requirements (38%) is unduly high.

Francophone participation in the Department is of the order of 29%. For the senior executive category, the ratio is just under 28% overall, but the distribution of senior personnel is not altogether satisfactory from the linguistic point of view. All the senior executive positions in Montreal and

Quebec are occupied by Francophones, while all such positions in the other regions, apart from New Brunswick, are occupied by Anglophones. In the regions west of Quebec (the Department's headquarters excepted), there are only 9 Francophones out of 304 employees. Furthermore, Francophone participation in most regions is more concentrated in the administrative support category than is the case with the Anglophones.

Over the past three years, less than 10% of those recruited to the scientific and professional category have been Francophones; there has, however, been a marked increase in the percentage recruited to the technical category. The Department says it intends to launch special recruiting programmes aimed at increasing Francophone participation, particularly in the CO and ES occupational groups.

The Department's co-operation this year in dealing with the five complaints lodged against it was good. These concerned a unilingual receptionist in Moncton, a unilingual reply form, a lack of advertisements in a French weekly, the faulty translation of a sign, and improper pronunciation of the Department's French acronym.

Royal Canadian Mounted Police

Since the RCMP is the principal national law enforcement agency, with more than 15,000 police personnel and some 3,000 civilian public servants, it would be normal to expect it to provide strong leadership in applying the *Official Languages Act*. Unfortunately such is not the case in spite of the fact that, since 1970, the Force has been the subject of two special studies conducted by our Office.

The more important of these studies was completed in 1974 and contained thirty recommendations. To date, less than half of these recommendations have been fully implemented. It is encouraging to note, however, that the RCMP has updated and distributed its official languages policy and has drafted an implementation plan. This formal commitment should act as a catalyst in upgrading its overall performance in official languages matters.

Two major problems, Francophone representation and service to the public in both official languages, have not yet been resolved. Several of the recommendations made in the 1974 study relate directly to these difficulties. At the end of 1978, 3,000 positions had been identified as bilingual but less than 800 require a relatively high degree of skill in French. Furthermore, fully 63% of incumbents of bilingual positions do not satisfy their linguistic requirements. The Force's level of institutional bilingualism is less than adequate.

Indications are that the RCMP is so strongly oriented to English as its working language that Francophones receive no stimulus to work in their own language. This observation is hardly surprising when 87% of the membership of the RCMP declare English as their first official language. It is true that the RCMP acts as a provincial police force in eight primarily Anglophone provinces, but its involvement in the Quebec and Ontario

regions is also extensive. It is generally acknowledged that the selection requirements of the RCMP are rigorous and that this fact imposes additional hardships in recruiting new personnel. However, the Force could develop more imaginative recruitment policies to attract Francophones and, once engaged in the Force, encourage them to work in French.

There has been a slight increase in the number of complaints received—twenty-three this year as compared to twenty-one in 1977. Eight of these relate to contacts with officers who could not speak the complainant's official language (French in seven cases, English in the other). There has been a noticeable improvement this year in the Force's response to complaints.

St. Lawrence Seaway Authority

The St. Lawrence Seaway Authority has two main branches, the Eastern Region which takes in St. Lambert, Beauharnois and Iroquois, and the Western Region which covers the Welland Canal and the Sault-Ste-Marie locks.

Implementation of the *Official Languages Act* by the Authority is somewhat inconsistent. However, progress has been made by the Eastern Region, whose policy is to prepare all its documents—maintenance contract forms, specifications, plans for contractors, and so on—in both official languages. Except in Iroquois, where the staff is unilingual, bilingualism is the rule in this region, and both languages are used as languages of work. For example, the Eastern Region submits its budget and does its accounting in French.

In the Western Region the Authority considers demand to be insufficient to warrant the introduction of bilingual services. For this reason, most of the staff is unilingual. However, our 1975 study established the fact that fairly large numbers of French-speaking as well as English-speaking tourists visit the Seaway facilities each year. The Authority should therefore ensure that its concessionnaires are able to serve the public in both languages.

As regards work instruments, the computerized supplies catalogue is available only in English. The Authority has informed us that the costs of preparing a French-language programme for this catalogue would be prohibitive and that it would be complicated to use. In our view, however, the Authority should determine a deadline by which this catalogue would be made available.

Participation of the two language groups within the organization is as follows: 461 Francophones and 763 Anglophones, giving a total of 1,224 employees. The Francophones are located chiefly in the Eastern Region, in Cornwall and in Ottawa.

No complaint was lodged against the organization in 1978.

Science and Technology

The Ministry made some progress in 1978, and would undoubtedly have made still more if its language reform programme had been more closely integrated into its normal management activities. As of the fall of 1978, the Ministry had neither finished formulating its official language guidelines nor set up mechanisms for supervising and monitoring implementation of the Act. It had, however, adopted an official languages plan which, when operational, should lead to improvements in language of service and language of work.

Given the linguistic composition of its staff, the Ministry is bound to experience difficulties in meeting its various responsibilities in both languages, particularly with respect to publications and sectors in which scientists and technicians are employed.

The Ministry's staff is 68% Anglophone and 32% Francophone. There are heavy concentrations of Anglophones in the senior executive (84%), scientific and professional (92%) and technical (100%) categories of employment and the Ministry has been slow to apply the recommendations we made in 1975 with respect to improved participation by Francophones. Its language standards are also quite low in more than 60% of the bilingual positions in these categories. However, its official languages plan sets out a number of objectives related to this question, objectives which we hope will soon lead to concrete action.

This year the Office received two complaints against the Ministry. The first concerned the distribution of a unilingual English press release and the second related to a unilingual English technical publication made available to employees. Both cases have been satisfactorily resolved.

Secretary of State

The Secretary of State's Department is responsible for a wide variety of activities in the area of arts and culture, state protocol, support for post-secondary education, citizenship, multiculturalism, translation and interpretation services, terminology and official languages development. Even a partial list of its responsibilities indicates clearly that it has an important part to play vis-à-vis the Government's official languages policy.

The Department is generally well-equipped to serve the public in either official language. Publications are issued simultaneously in both languages; all forms for public use are bilingual; and members of the public are encouraged to use the official language of their choice when addressing the Department. Finally, with a few exceptions, it has sufficient bilingual personnel, both Anglophone and Francophone, to meet the needs of its clientele.

As regards language of work, documentation is bilingual, internal services are available in either language, and in most areas there is a sufficient number of employees from each language group to ensure that work can be done in either English or French.

The overall participation of both language groups is quite adequate, with some 56% Anglophones and 44% Francophones (not including the Translation Bureau). Furthermore, employees from both language groups are, in general, well distributed throughout the organization. In the executive category, for instance, 9 out of 20, (45%) of positions are held by Francophones. In the administrative and foreign service category, the figures are 205 out of 560, or 37%. The Department itself has recognized a weakness in the scientific and professional, and technical categories. In the former, there is only one Francophone out of a total of 22 employees, while in the latter all 5 positions are held by Anglophones. Despite the fact that the overall picture is more than adequate, the Department has indicated that it has problems ensuring that French as a language of work is equal in status to English.

In 1976, a special study of the Translation Bureau was undertaken to determine how successful it was in ensuring the compliance of other federal government institutions with relevant sections of the *Official Languages Act*. As a result of this study, 24 recommendations were made, all of which are now either partially or totally implemented. Client advisor positions have been established to study client needs and to find ways and means to meet these needs. Over the next 18 months, it is hoped that each department or agency will have designated a co-ordinator for all its translation, interpretation and terminology requests. To help standardize the terminology used in federal institutions, the Bureau has established a terminology bank and is in the process of producing a series of specialized glossaries.

Twenty-five complaints were lodged against the Department this year. Several concerned what the complainants considered inadequate translations while others referred to various documents which were available in English only. Perhaps the most regrettable were those which touched upon the Festival Canada celebrations. While the Department was generally co-operative, it reacted slowly, with the result that, at year's end, ten complaints still had not been resolved. One of these, which concerned a citizenship ceremony, is described in the section of this *Report* dealing with complaints.

Senate

Senate staff made a considerable effort in 1978 to comply more fully with the requirements of the *Official Languages Act*. It now informs persons appearing before its committees that they are entitled to present their briefs and documents in the official language of their choice. It has apparently taken all the necessary steps to ensure that its contacts with the public, its publications and its press releases meet the needs of both language communities.

On the other hand, it has not yet prepared any specific plan or related policy for implementing the Act. Thus, for example, while French and English theoretically have the same status in oral briefings to the Speaker of the Senate, the Leader of the Government and other senators, and in the drafting of Debates and Minutes, English is still used much more frequently

than French. Services available to committees also continue to display certain shortcomings: information, briefs and other documents are not always available in both official languages. The recommendation we made last year that a bilingual assistant to the Law Clerk be hired on a permanent basis is still being studied.

Some improvements are also needed in internal services. When we pointed out that the Director of Administration and Personnel and the Assistant Director were both unilingual, we received the answer that these officers "get along" through administrative arrangements. Furthermore, documents intended for general distribution are sometimes published only in English, the excuse being that deadlines must be met. Reference works used by the staff are almost all unilingual.

We received no complaints about the Senate in 1978.

Statistics Canada

Although Statistics Canada has prepared adequate official language policy documents, staff are not fully aware of them, particularly insofar as employee language rights are concerned. There is a tendency on the part of managers and employees to feel that official languages are the responsibility of the Official Languages Division only, a notion which is particularly detrimental to effective implementation of the Act. Our special study of the Agency has shown that, although some progress has been made, there are still serious weaknesses.

Statistics Canada is making a commendable effort to communicate with the public in the two official languages in most areas where both linguistic communities are large and highly visible. However, shortfalls continue to occur in districts with smaller minority groups. In order to prevent violations of the Act, Statistics Canada should endeavour to find out survey respondents' preferred official language, use bilingual questionnaires and adopt bilingual reception practices all across Canada. There should also be a monitoring system to ensure that bilingual services are offered to the public. Finally, the Agency must take steps to project a bilingual image abroad—to date it has normally participated in international meetings in English only.

In many respects French still does not have an equal status as a language of work. Except in Quebec and a few sectors in Ottawa, most Francophone employees are unable to work in their first language. Although the majority of work instruments have been translated, certain internal services such as the library and electronic data processing are not generally available in French. In addition, in managerial and professional positions, Francophone participation is inadequate. Although 31.7% of all staff are French-speaking, only 14.6% of scientific and professional employees and 16.7% of executives are Francophone. The French-speaking community is notably under-represented in the statistician and mathematician groups (15.6% and 16.0% respectively), which are so important to the organization.

During 1978, there were ten complaints against Statistics Canada. Six dealt with aspects of the language of work such as unilingual English circulars, a

competition poster in one language and non-receipt of the bilingual bonus by a public servant. Two other complaints pointed out errors in the French texts of publications and questionnaires. Another concerned unilingual telephone service. At the time of writing, these cases had been, or were about to be, solved through quick action by the Agency. One final complaint, involving alleged failure to recognize the language preferences of Francophone clientele in Western Canada, remained unsolved.

Supply and Services

Our recently completed special study reveals that this Department has always subscribed to the principles of the *Official Languages Act*, but has not always managed to carry out the necessary language reforms. By way of example, the Department has so far failed to establish the necessary monitoring procedures for implementing its official languages programme, and still suffers from an inadequate representation of Francophones at certain levels.

Departmental employees whose first official language is English represent 64.3% of the staff. Francophones are in the majority in the administrative support and operational categories. In the technical, scientific and professional categories, 117 of the 461 employees have French as their first official language. Eighty-six percent of the incumbents of bilingual positions meet the language requirements of their positions.

In the language of service area, most signs, publications, forms and other printed matter for use by the general public are now available in both languages.

Calls for tender and specifications continue to cause problems. The Department has made progress, however, by setting up a system for making some specifications available in both languages. Implementation of the Commissioner's recommendation that the Department co-operate more closely with client departments should result in pertinent documentation being more often available in both French and English. Only then will Supply and Services be able to deal adequately with tenders in both official languages.

The Department's oral communications with its clients and the public, whether conducted by telephone, at meetings, trade fairs or conferences, will not be satisfactory for both language groups until it has determined the nature and significance of demand throughout the country and has taken steps to ensure that service is freely available where required.

Except in Quebec, English is virtually the only language of work in the Department. Internal meetings generally take place in English, and memoranda, internal reports and employee appraisals are usually drafted in that language. Contacts between supervisors and their staff are nearly always in English, despite the fact that Francophones and Anglophones work together in a number of units.

Most departmental documentation such as manuals, publications and forms exists in both languages, but most manufacturers' catalogues and documents relating to data processing systems are still available only in English.

This year our Office received 22 complaints involving Supply and Services. Most related to unilingual or faulty wording on rubber stamps, cheque stubs and envelopes, as well as unilingual English circulars and letters. Generally speaking, the Department has co-operated well in dealing with these complaints. Nevertheless, our Office must too often be content with promises of action instead of detailed information on the measures taken and the results obtained.

Teleglobe

This year, the addition of some new names to our list of evaluations has revealed an agency which provides proof of our oft-repeated maxim: bilingualism can be managed like other administrative activities.

As early as 1972, the board of directors of Teleglobe Canada put together a general policy on the recruitment and training of staff and other official-languages aspects of the Corporation's operations. Although their limited contact with the general public might well have persuaded management to do little about official-languages matters, in fact the directors decided to make their Corporation representative of the two major language communities.

In 1971, Anglophones occupied 90% of the Corporation's positions, but today they are much more evenly balanced at some 56% Anglophones and 44% Francophones. In the Quebec offices, as at Montreal Head Office, French is more and more the language of work for Francophones. However, for positions at the Operational Switching Centre in Montreal, which employs persons in the scientific and professional, technical, administrative support and operational groups, Teleglobe requires only a knowledge of English. This, of course, has an influence on the language of work.

Among other continuing problems, it should be noted that, in spite of all the steps it has taken, Teleglobe has not been able to persuade its suppliers to provide the documentation that accompanies their equipment in French within reasonable time limits. It is also regrettable that computer print-outs, used as work instruments by many employees, are still unilingual. A project designed to correct this situation is under way, but we feel that it could be accomplished more quickly.

No complaints were lodged against Teleglobe Canada in 1978.

Transport

The Ministry of Transport includes the Canadian Surface Transportation Administration (CSTA), Canadian Marine Transportation Administration (CMTA) and the Canadian Air Transportation Administration (CATA), and has nearly 20,000 employees throughout Canada.

In 1978 the Ministry conducted a thoughtful study of its official-languages situation in terms of the special nature of its operational systems. The

implementation plan it produced provides for appropriate measures to correct the weaknesses that were discovered. Among these were problems with the mechanisms used to monitor and audit implementation of the Act. Even though it is too early to judge the effectiveness of the Ministry's new methods, increased activity by regional official languages co-ordinators will undoubtedly enable it to monitor the implementation plan more closely and gather specific data on the extent to which various components are complying with the Act.

In the National Capital Region and predominantly English-speaking regions, the Ministry is sometimes unable to respond immediately to requests for service in French; they must be passed along to other employees or even to the regional official languages co-ordinators. To alleviate the problem at a number of airports in English-speaking areas, employees are able to refer to periodically updated lists of bilingual officers in other departments or agencies and, if necessary, call upon them for assistance when required.

As for signage, it is important for obvious reasons of equity, that the Ministry follow the same policy for major airports located in predominantly English-speaking areas as the one applying to Dorval and Mirabel airports in Quebec. The Ministry will now insert a clause in its leases or contracts requiring that services provided by concessionaires and sub-contractors be offered in both languages.

The Ministry itself agrees that its second language requirements for information officer positions are too low. In predominantly English-speaking regions, receptionists tend to answer the telephone in English only, in order—so we are told—to avoid unpleasant remarks from individuals who are hostile to French. We do not consider this procedure satisfactory in terms of the *Official Languages Act*.

Translation of technical documents has been planned and is under way, but this problem will take a long time to resolve because of the large number of items to be translated. The Ministry should also make a greater effort to solve the linguistic problems related to technical and professional training. Many courses, including a number in the areas of air traffic control, telecommunications and electronics, are not given in French at its training centres.

The Ministry has classified most of its employees into 24 groups and has analyzed them to determine the status of each linguistic community. In 13 of the 24 groups, less than 20% of the employees are French-speaking. For example, only 12% of managers are French-speaking. This may have future negative repercussions on the number of Francophones at senior management levels, where they now occupy 23% of the positions. The Ministry has set itself the objective of increasing overall participation by Francophones by one per cent annually, from the present 21% to 26% in 1983.

The Ministry made an effort to settle the 46 complaints lodged against it with reasonable speed. Some thirty complaints related to CATA while most of the others concerned CMTA. The complaints dealt with essentially the same problems as in the past: signs written in English only or in poor

French, the lack of French newspapers and magazines in duty-free shops, and unilingual menus and bills in restaurants. A complaint about an air traffic control course at Cornwall resulted in the Commissioner making certain recommendations which are described above in Part III, Language and Aviation.

Treasury Board

The Treasury Board Secretariat has a plan for implementing the *Official Language Act* which leaves us optimistic that this central agency, which wields enormous influence within the Public Service, may at last come to serve as an example to other federal institutions.

The plan not only offers an analysis of the present situation but also indicates specific objectives to be met in improving the availability of services in French, the use of both languages at work, and Francophone participation where this is low.

Thirty-five per cent of the Secretariat staff is French-speaking, but the use of French as a language of work is uneven. During 1978, each branch carried out a survey to determine the amount of French used in meetings and in internal written communications dealing with supervision and personnel matters. The results showed that in units where the number of French-speaking staff members was high (30% or more), French was used at least 25% of the time. Where there were fewer Francophones, French was used between 4% and 18% of the time.

After studying its needs for services in French, the Secretariat concluded that only 17% of bilingual positions required a high degree of proficiency in that language. This may be on the low side. Moreover, 29% of incumbents of 708 bilingual positions do not meet the language requirements of their positions. It is difficult as a result to imagine how service of equal quality can be provided in both languages.

As the employer of all federal public servants, Treasury Board regularly issues policies and directives of various kinds to other federal institutions. In our opinion, it is essential that such documents reflect the requirements of the *Official Languages Act*. Unfortunately there were shortcomings in this regard again this year.

In 1978, our Office completed its investigation of seven complaints lodged against the Secretariat during the year as well as four others from past years. Most of these complaints dealt with English-only letters, circulars or publications or the use of only the English name of certain federal institutions in various lists. The Secretariat has been quite co-operative in settling these matters.

Veterans Affairs

The Department of Veterans Affairs has a realistic official languages policy, complete with action plans containing reasonable deadlines. In order to

improve its situation vis-à-vis the official languages, the Department has revised the language requirements of its positions and its system for monitoring English and French communications. With a view to raising its level of institutional bilingualism without delay, it has also decided to staff certain positions on an imperative basis.

The Department's move to Charlottetown may, however, aggravate certain problems. It will, for example, be more difficult to increase the proportion of Francophones in the senior executive, scientific and professional and administrative and foreign service categories, to derive full benefit from language training, and to make French a real language of work in the senior levels of the Department.

With respect to service to the public, the Department should give particular consideration to using the official-language minority press in order to reach interested parties in areas where such means of communication are available. It has already carried out a series of studies to determine the language preferences of its clients and has made a complete assessment of its ability to provide services in French. The Department's bilingual staff are still relatively few in number: of its 5,902 positions, only 1,213 (20.5%) require a knowledge of both languages and, of these, only 688 (56.5%) have bilingual incumbents.

The Department and its agencies (the Bureau of Pension Advocates, the Canadian Pension Commission, the War Veterans Allowance Board and the Pension Review Board) have studied their needs in light of the present language requirements of their positions. The fact that some 90% of their dossiers are in English and that this language has been dominant in the past are barriers to the use of French as a language of work. Several initiatives taken by senior management and the support given to the official languages programme have led to improvements in certain areas. The establishment of French-language job-related training units and the preparation of a glossary for those working in French have helped encourage the use of both languages. In addition, the Department is co-operating with French-language educational institutions and cultural associations in the Maritimes in order to help pave the way for the headquarters move to Charlottetown.

Thirty-two percent of the Department's employees are French-speaking but this figure does not include any of the eleven senior administrators. Our Office has determined that 20% of staff in the scientific and technical category, 17% in the administrative and foreign service category and 48% in the operational category are French-speaking. Management thus faces a considerable challenge if it is to ensure the equitable participation of both language groups.

Two of the three complaints still outstanding at the end of 1977 have been settled. The "Last Post Fund" now has a French name, "Le Fonds du Souvenir". However, the Department has been unable to eliminate the problems faced by French-speaking veterans who wish to receive treatment in their own language in a hospital near home, rather than at a veterans' hospital in some distant, predominantly English-speaking region. This problem is a complex one involving various levels of government.

The two complaints against the Department in 1978 were settled quickly.

Via Rail

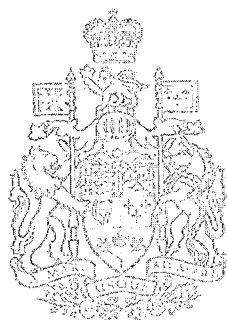
The name Via Rail has been applied to certain parts of the railway passenger operations of Canadian National and Canadian Pacific Railways since the beginning of 1977. Via Rail did not, however, become a full-fledged Crown corporation until April 1978, and the transfer of the bulk of unionised employees was effected only in September 1978.

During the transition period, Via Rail prepared an official languages policy. A clear and concise Management Guide Bulletin provides the ground rules for short-term and long-term planning. It requires the public's linguistic preferences to be fully respected and employees to be afforded the maximum opportunity of working in the official language of their choice. It also affirms that Via Rail will co-operate fully with government agencies and others concerned with extending the use of the official languages.

Policies are one thing, practice is another. The implementation of Via Rail's official languages policy will require a high degree of administrative skill and co-operation on the part of its employees, particularly those who have not been exposed to official languages requirements in the same way as those who previously worked for Canadian National.

Via Rail is preparing to make a systematic inventory of the language requirements of its positions and the linguistic capabilities of its employees. It will also record the pattern of oral and written communications with the public. This information will enable it to assess its needs and will provide a benchmark against which to measure progress. Monitoring and control mechanisms will be put in place as well.

Some 20 complaints concerning railway passenger services have been received by our Office in the course of the year, most of them involving service on trains. During the transition period, complaints were channelled through Canadian National and are recorded under that heading in our statistics.



Appendices

Appendix A: Official Languages Programmes

Table 1—Costs and Person-Years Allocated to Official Languages Programmes 1977-78 and 1978-79 Fiscal Years

	1977-78		1978-79	
	Revised Estimates (\$'000)	Person- Years	Revised Estimates (\$'000)	Person- Years
Outside the Public Service				
1. Secretary of State's Department				
a) Grants and Contributions for Bilingualism in Education				
—formula payments to provinces	193,640		184,000	
—other bilingualism in education and youth-oriented programmes	29,024		33,498	
b) Grants to Official-Language Minority Groups	5,900		9,000	
c) Grants and Contributions for Other Bilingualism Development Programmes	4,603		3,970	
d) Operating Expenditures	1,964	47	2,228	58
2. National Capital Commission Contribution	400		425	
3. Commissioner of Official Languages	4,290	86	3,605	98
Sub-Total	239,821	133	236,726	156
Public Service⁽¹⁾				
1. Treasury Board		79		75
—Official Languages Branch	1,340		1,293	
—Vote 15, Supplementary Resources for Allocation to Departments	20,000		18,000	
2. Public Service Commission				
—Language Training	43,941	1,727	35,439	1,312
—Administration and Other Programmes	2,540	104	4,050	169
3. Secretary of State's Department				
—Translation Bureau	46,758	2,043	48,237	1,918
4. Departments and Agencies				
—Direct and Indirect Costs	104,472	839	76,162	797
Sub-Total	219,051	4,817	183,181	4,271
Armed Forces	50,758	245	55,553	673
Total	509,630	5,170	475,460	5,100

Source:

Main Estimates and Supplementary Estimates, 1977-78 and 1978-79, as well as special reports from relevant departments and agencies.

NOTE:

⁽¹⁾ The data given above are applicable to the departments and agencies of which the Treasury Board is the employer.

Table 2—Distribution of Positions According to their Language Requirements Before and After the Review of Identifications

	October 31, 1977		December 31, 1978	
	Occupied	Total	Occupied	Total
Bilingual	52,302 (20.0%)	66,107 (20.5%)	56,086 (20.7%)	69,539 (21.0%)
English Essential	153,591 (58.7%)	187,264 (58.1%)	167,139 (61.7%)	201,826 (60.9%)
French Essential	32,203 (12.3%)	39,545 (12.3%)	30,432 (11.2%)	38,429 (11.6%)
English or French Essential	23,586 (9.0%)	29,531 (9.2%)	17,435 (6.4%)	21,520 (6.5%)
Total	261,682 (100%)	322,447 (100%)	271,092 (100%)	331,314 (100%)

Source:

Official Languages Information System (OLIS)

Appendix B: Education

Table 1—Elementary Level: Enrolment in the Minority⁽¹⁾ Language, as Second Language, Public Schools Only

	Eligible School Enrolment ⁽²⁾	Second Language		% of Instruction Time Devoted to Second Language
		Enrolment	%	
Newfoundland				
1978-79 ^P	90,585	34,631	38.2	6.0
1977-78	93,623 ^r	33,585	35.9 ^r	5.0 ^r
1973-74	98,823	32,520	32.9	5.8
1970-71	101,877	21,835	21.4	5.0
Prince Edward Island				
1978-79 ^P	12,693	7,534	59.4	5.5
1977-78	13,284	7,351	55.3	6.0 ^r
1973-74	14,947	6,226	41.7	5.5
1970-71	16,818	3,561	21.2	8.0
Nova Scotia				
1978-79 ^P	97,963	36,742	37.5	6.9
1977-78	100,529	30,025	29.9	6.0 ^r
1973-74	113,259	23,853	21.1	5.6
1970-71	121,894	12,642	10.4	7.0
New Brunswick				
1978-79	47,600 ^e	30,422 ^P	63.9 ^e	6.6 ^P
1977-78	49,019	29,563	60.3	6.0 ^r
1973-74	57,672	31,997	55.5	6.2
1970-71	61,545	37,305	60.6	8.0
Ontario				
1978-79	1,179,631 ^e	672,457 ^P	57.0 ^e	••
1977-78	1,206,205 ^r	650,136 ^r	53.9 ^r	8.0
1973-74	1,335,082	596,920	44.7	7.6
1970-71	1,361,119	509,955	37.5	7.0
Manitoba				
1978-79 ^P	106,349	43,623	41.0	5.8
1977-78	110,831 ^r	42,576	38.4	6.0 ^r
1973-74	124,005	47,845	38.6	5.1
1970-71	134,465	39,739	29.6	5.0
Saskatchewan				
1978-79 ^P	108,455	6,424	5.9	7.4
1977-78	110,382	4,928	4.5	8.0 ^r
1973-74	116,169	6,674	5.7	7.8
1970-71	133,514	6,950	5.2	8.0
Alberta				
1978-79	217,157 ^P	55,000 ^e	25.3 ^e	••
1977-78	216,656 ^r	52,435 ^r	24.2 ^r	7.0 ^r
1973-74	212,824	62,010	29.1	5.5
1970-71	230,433	58,235	25.3	6.0

Table 1—Elementary Level: Enrolment in the Minority Language, as Second Language, Public Schools Only—(Concluded)

	Eligible School Enrolment	Second Language		% of Instruction Time Devoted to Second Language
		Enrolment	%	
British Columbia				
1978-79 ^p	299,957	84,360	28.1	5.5
1977-78	305,574 ^r	75,740 ^r	24.8 ^r	6.0 ^r
1973-74	336,392	31,226	9.3	5.1
1970-71	333,340	18,558	5.6	5.0
Total 9 provinces				
1978-79 ^{p,e}	2,160,390	971,193	45.0	••
1977-78	2,206,103 ^r	926,339 ^r	42.0 ^r	7.0 ^r
1973-74	2,409,173	839,271	34.8	7.0
1970-71	2,495,005	708,780	28.4	6.0
Quebec				
1978-79 ^e	550,000	215,000	39.1	10.0
1977-78	571,069 ^r	211,296 ^r	37.0 ^r	10.0 ^r
1973-74	700,125	235,500	33.6	11.0
1970-71	824,026	339,484	41.2	9.0

Source:

Statistics Canada Education Division

NOTES:

(1) Minority Language is English in Quebec and French in all other provinces.

(2) Eligible school enrolment is defined as the total school enrolment less the number of students for whom the minority language is the language of instruction.

e—Statistics Canada estimates

p—preliminary figures provided by provincial departments of education

r—figures revised since last year's *Annual Report*

•• not available

Table 2—Secondary Level: Enrolment in the Minority⁽¹⁾ Language, as Second Language, Public Schools Only

	Eligible School Enrolment ⁽²⁾	Second Language		% of Instruction Time Devoted to Second Language
		Enrolment	%	
Newfoundland				
1978-79 ^p	61,315	34,744	56.7	10.7
1977-78	62,270 ^r	34,111	54.8 ^r	11.0
1973-74	60,820	34,583	56.9	10.7
1970-71	58,853	37,895	64.4	10.0
Prince Edward Island				
1978-79 ^p	13,034	8,332	63.9	10.5
1977-78	13,171	8,603	65.3	10.0
1973-74	13,328	8,156	61.2	10.8
1970-71	13,008	10,794	83.0	10.0
Nova Scotia				
1978-79 ^p	89,918	57,223	63.6	12.2
1977-78	91,545	58,839	64.3	12.0 ^r
1973-74	88,738	59,420	67.0	12.1
1970-71	85,615	59,955	70.1	13.0
New Brunswick				
1978-79	56,100 ^e	38,680 ^p	68.9 ^e	13.5 ^p
1977-78	56,930	37,887	66.6	13.0
1973-74	54,016	37,852	70.1	12.9
1970-71	53,688	42,708	79.5	12.0
Ontario				
1978-79	639,140 ^e	226,599 ^p	35.5 ^e	••
1977-78	607,940 ^r	220,369 ^r	36.2 ^r	13.0
1973-74	556,450	202,729	36.4	13.0
1970-71	549,827	269,079	48.9	13.0
Manitoba				
1978-79 ^p	98,053	38,968	39.7	11.1
1977-78	100,707 ^r	41,376	41.1 ^r	11.0 ^r
1973-74	106,713	45,121	42.3	11.2
1970-71	102,076	55,640	54.5	10.0
Saskatchewan				
1978-79 ^p	102,333	45,548	44.5	10.5
1977-78	104,543	48,469	46.4	11.0 ^r
1973-74	106,422	56,696	53.3	10.8
1970-71	113,053	77,928	68.9	10.0
Alberta				
1978-79	212,606 ^p	63,000 ^e	29.6 ^e	••
1977-78	215,899 ^r	58,903 ^r	27.3 ^r	11.0 ^r
1973-74	206,913	63,554	30.7	10.2
1970-71	195,554	80,607	41.2	10.0
British Columbia				
1978-79 ^p	215,846	93,192	43.2	10.8
1977-78	220,894 ^r	84,069 ^r	38.1 ^r	11.0 ^r
1973-74	212,309	105,664	49.8	11.0
1970-71	193,651	127,293	65.7	10.0

Table 2—Secondary Level: Enrolment in the Minority Language, as Second Language, Public Schools Only—(Concluded)

	Eligible School Enrolment ⁽²⁾	Second Language		% of Instruction Time Devoted to Second Language
		Enrolment	%	
Total 9 provinces				
1978-79 ^{p,e}	1,488,345	606,286	40.7	••
1977-78	1,473,899 ^r	592,626 ^r	40.2 ^r	11.0 ^r
1973-74	1,405,709	613,775	43.7	11.8
1970-71	1,365,325	761,899	55.8	12.0
Quebec				
1978-79 ^e	435,000	435,000	100.0	15.0
1977-78	465,486 ^r	456,176 ^r	98.0 ^r	16.0 ^r
1973-74	599,475	599,475	100.0	14.2
1970-71	515,907	515,846	100.0	14.0

Source:

Statistics Canada Education Division

NOTES:

(1) Minority Language is English in Quebec and French in all other provinces.

(2) Eligible school enrolment is defined as the total school enrolment less the number of students for whom the minority language is the language of instruction.

e—Statistics Canada estimates

p—preliminary figures provided by provincial departments of education

r—figures revised since last year's *Annual Report*

•• not available

Appendix C: Information Programmes

Table 1—Oh! Canada Kit: Development, Printing and Distribution Costs—1974-79

	Kits	1974-75	1975-76	1976-77	1977-78	1978-79	Total
Development and Printing							
	51,500	\$132,940	\$ 61,871				\$ 194,811
	512,000		927,754				927,754
	1,003,000			\$923,356 ⁽¹⁾	\$ 484,487 ⁽²⁾		1,407,843
	527,000				667,034		667,034
						\$32,652 ⁽³⁾	32,652
Sub-total	2,093,500	\$132,940	\$989,625	\$923,356	\$1,151,521	\$32,652	\$3,230,094
Distribution							
	59,936	\$9,966					\$ 9,966
	373,780		\$79,344				79,344
	677,335			\$122,650			122,650
	788,300				\$296,569		296,569
	130,000					\$124,000 (estimate)	124,000
Sub-Total	2,019,450	\$9,966	\$79,344	\$122,650	\$296,569	\$124,000	\$632,529
Total		\$142,906	\$1,068,969	\$1,046,006	\$1,448,090	\$126,652	\$3,862,623

NOTES:

⁽¹⁾ Includes preparation and production costs for 24,000 cassettes.

⁽²⁾ Includes production costs for 24,000 cassettes and printing costs for 24,000 mini-kits.

⁽³⁾ Includes printing costs for 24,000 mini-kits and 52,500 activity books.

Table 2—*Oh! Canada* Kit: Distribution to Schools and the General Public, by Province, in 1978 and During 1975-77.

	1978		1975-77	
	Schools	General Public	Schools	General Public
Newfoundland	2,585	650	40,195	24,230
Prince Edward Island	225	215	1,485	4,830
Nova Scotia	5,650	1,655	37,455	20,345
New Brunswick	2,700	7,125	9,895	45,180
Quebec	0	101,795	153,455	400,875
Ontario	26,965	38,510	174,555	471,020
Manitoba	1,110	11,770	14,025	126,505
Saskatchewan	925	220	5,215	64,180
Alberta	3,590	3,750	9,385	57,215
British Columbia	13,010	11,310	40,950	81,020
Yukon	35	9	400	865
Northwest Territories	175	1	940	1,050

Appendix D: Special Studies

Special Studies Conducted by the Office of the Commissioner of Official Languages During the Past Five Years

1974

Canadian Transport Commission
Language Use Survey (preparatory phase)
National Energy Board
Department of National Health and Welfare
Public Service Commission
Department of Public Works
Royal Canadian Mounted Police
St. Lawrence Seaway Authority
Ministry of Transport

1975

Canadian Broadcasting Corporation
Canadian International Development Agency
Department of Consumer and Corporate Affairs
Department of Industry, Trade and Commerce
Language Use Survey (proper)
Ministry of State for Science and Technology

1976

Department of Agriculture
Air Canada—Headquarters and Eastern Region
Canada Labour Relations Board
Canadian National Railways—Railway Operations, St. Lawrence Region
Department of Communications
Department of Justice
Department of Labour
Department of the Secretary of State—Translation Bureau

1977

Department of National Defence
The Senate

1978

Office of the Auditor General
Department of the Environment
Statistics Canada
Department of Supply and Services
Federal Institutions and Official Language Minority Newspapers

Appendix E: Complaints

Table 1—Files Opened, Closed and Still Active

	1970-77 (93 months)	1978	Total
Opened	6,514	1,092	7,606
Closed	6,040	1,112*	7,152
Still active on January 1, 1979			454**

* Includes 703 of the 1,092 files opened in 1978 and 409 files opened previously.

** Includes 389 of the 1,092 files opened in 1978 and 65 files opened previously.

Table 2—Files Opened in 1978

Complaints concerning specific federal institutions	966	(88%)*
Complaints not concerning specific federal institutions	126	(12%)
	1,092	(100%)

* Rounded percentages in this and subsequent tables.

Table 3—Language of Complainants

	1970-77 (93 months)		1978	
French	5,353	(82%)	981	(90%)
English	1,161	(18%)	111	(10%)
	6,514	(100%)	1,092	(100%)

Table 4—Methods of Submitting Complaints

	1970-77 (93 months)		1978	
By letter	4,433	(68%)	566	(52%)
By telephone	1,474	(22%)	377	(34%)
In person	203	(3%)	42	(4%)
By referral	165	(3%)	31	(3%)
Other means (telegram, newspaper, note and so forth)	239	(4%)	76	(7%)
	6,514	(100%)	1,092	(100%)

Table 5—Origin of Complaints

	1970-77 (93 months)		1978		Total	
Newfoundland	14	(0.2%)	4	(0.4%)	18	(0.2%)
Prince Edward Island	23	(0.4%)	6	(0.6%)	29	(0.4%)
Nova Scotia	97	(1.5%)	28	(2.6%)	125	(1.6%)
New Brunswick	429	(6.6%)	113	(10.3%)	542	(7.1%)
Quebec	1,868	(28.7%)	272	(25.0%)	2,140	(28.1%)
Ontario	3,100	(47.6%)	540	(49.4%)	3,640	(47.9%)
Manitoba	293	(4.5%)	77	(7.0%)	370	(4.9%)
Saskatchewan	162	(2.4%)	14	(1.2%)	176	(2.3%)
Alberta	328	(5.0%)	17	(1.6%)	345	(4.6%)
British Columbia	150	(2.3%)	17	(1.6%)	167	(2.1%)
Yukon and Northwest Territories	6	(0.1%)	1	(0.0%)	7	(0.1%)
Other countries	44	(0.7%)	3	(0.3%)	47	(0.7%)
	6,514	(100.0%)	1,092	(100.0%)	7,606	(100.0%)

Table 6—Nature of Complaints Concerning Specific Federal Institutions—1978

Language of service	769	(80%)
Language of work	134	(14%)
Government directives on official languages	48*	(5%)
Others	15**	(1%)
	966	(100%)

* These complaints may concern language of service as well as language of work.

** Complaints not formally investigated under the *Official Languages Act*.

Table 7—Federal Institutions Cited in Complaints

	1970-77 (93 months)	1978	Total
Advisory Council on the Status of Women	1	0	1
Agriculture	73	11	84
Air Canada	456	91	547
Anti-Inflation Act	1	0	1
Anti-Inflation Board	12	2	14
Atomic Energy of Canada Ltd.	14	0	14
Auditor General	10	0	10
Bank of Canada	14	1	15
Canada Council	10	2	12
Canada Employment and Immigration Commission	22	62	84
Manpower and Immigration	348	0	348
Unemployment Insurance Commission	120	0	120
Canadian Arsenal Ltd.	1	0	1
Canadian Broadcasting Corporation	324	19	343

Table 7—Federal Institutions Cited in Complaints—(Continued)

	1970-77 (93 months)	1978	Total
Canadian Consumer Council	1	0	1
Canadian Development Corporation	4	1	5
Canadian Film Development Corporation	1	0	1
Canadian Government Photo Centre	1	0	1
Canadian Grain Commission	3	0	3
Canadian Human Rights Commission	0	5	5
Canadian International Development Agency	20	2	22
Canadian Intergovernmental Conference Secretariat	0	1	1
Canadian Livestock Feed Board	1	0	1
Canadian National Railways	305	71	376
Canadian Overseas Telecommunications Corporation	1	0	1
Canadian Patents and Development Ltd.	0	1	1
Canadian Pension Commission	4	0	4
Canadian Permanent Committee on Geographical Names	0	1	1
Canadian Radio-Television and Telecommunications Commission	22	5	27
Canadian Transport Commission	12	5	17
Canadian Wheat Board	3	2	5
President's Office of the Cereal Committee	0	1	1
Cape Breton Development Corporation	0	3	3
Central Mortgage and Housing Corporation	26	9	35
Chief Electoral Officer	39	8	47
Commission of Inquiry into Bilingual Air Traffic Services in Quebec	1	0	1
Commission of Inquiry concerning certain activities of the Royal Canadian Mounted Police	0	1	1
Commissioner of Official Languages	8	3	11
Communications	58	12	70
Consumer and Corporate Affairs	40	12	52
Crown Assets Disposal Corporation	7	0	7
Defence Construction (1951) Ltd.	3	0	3
Economic Council of Canada	2	2	4
Energy, Mines and Resources	58	24	82
Energy Supplies Allocation Board	1	0	1
Environment	118	15	133
External Affairs	78	5	83
Export Development Corporation	4	1	5
Farm Credit Corporation	3	2	5
Federal Court	5	1	6
Federal Business Development Bank	2	2	4
Federal Electoral Boundaries Commission for Ontario	3	0	3
Federal-Provincial Relations Office	0	1	1
Finance	13	7	20
Food Prices Review Board	3	0	3
Governor General	4	1	5
Indian Affairs and Northern Development	105	29	134
Industry, Trade and Commerce	40	6	46
Canadair	0	3	3
Insurance, Department of	3	0	3
International Development Research Centre	1	0	1

Table 7—Federal Institutions Cited in Complaints—(Continued)

	1970-77 (93 months)	1978	Total
International Joint Commission	1	0	1
Joint Parliamentary Committee on the Constitution	2	0	2
Justice	31	6	37
Labour	28	2	30
Library of Parliament	2	0	2
Loto Canada	38	11	49
Medical Research Council	2	0	2
Metric Commission	9	4	13
Ministers' Offices	1	0	1
National Arts Centre	79	22	101
National Capital Commission	78	2	80
National Defence	244	30	274
National Energy Board	4	0	4
National Film Board	24	7	31
National Harbours Board	7	1	8
National Health and Welfare	118	19	137
National Library	16	4	20
National Museums of Canada	80	27	107
National Research Council of Canada	36	7	43
National Revenue—Customs and Excise	145	6	151
National Revenue—Taxation	149	22	171
Northern Canada Power Commission	2	0	2
Northern Transportation Co. Ltd.	4	0	4
Northwest Territorial Government	5	4	9
Office of the Prime Minister	1	2	3
Parliament	75	13	88
Polymer (Polysar)	2	0	2
Post Office	503	99	602
Privy Council Office	5	2	7
Public Archives	19	2	21
Public Service Commission	244	36	280
Public Service Staff Relations Board	1	0	1
Public Works	98	44	142
Regional Economic Expansion	25	5	30
Royal Canadian Mint	8	0	8
Royal Commission on Financial Management and Accountability	1	0	1
St. Lawrence Seaway Authority	6	0	6
Science Council of Canada	8	1	9
Science and Technology	2	2	4
Seaway International Bridge Corporation Limited	2	0	2
Secretary of State	138	25	163
Solicitor General	5	3	8
(1) Royal Canadian Mounted Police	101	23	124
(2) Canadian Penitentiary Service	35	4	39
(3) National Parole Board	20	1	21
Standards Council of Canada	1	1	2
Statistics Canada	141	10	151
Status of Women	0	1	1
Supply and Services	118	22	140
Supreme Court of Canada	3	1	4

Table 7—Federal Institutions Cited in Complaints—(Continued)

	1970-77 (93 months)	1978	Total
Tax Review Board	3	0	3
Teleglobe Canada	2	0	2
Transport	237	46	283
Treasury Board	44	7	51
Uranium Canada Ltd.	1	0	1
Urban Affairs	13	2	15
The 207 Queen's Quay West	1	1	2
Veterans Affairs	25	2	27
Via Rail Canada Inc.	0	7	7
Yukon Territorial Government	10	0	10
	5,473*	966	6,439*

* These totals include 60 complaints against federal institutions which are no longer in existence (i.e. Information Canada, Company of Young Canadians etc.)

Table 8—Complaints not Concerning Specific Federal Institutions—1978

Foreign governments	3
Individuals	2
Members of Parliament	4
Municipal governments	4
Private enterprise	70
Provincial governments	26
Public service unions and associations	3
Telephone companies	14
	126