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COMMISSIONER OF OFFICIAL LANGUAGES

COMMISSAIRE AUX LANGUES OFFICIELLES

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The Speaker,
Senate,
Ottawa

Mr. Speaker,

Pursuant to Section 34 (1) of the Official Languages Act, I hereby submit to Parliament through your good offices the ninth annual report of the Commissioner of Official Languages covering the calendar year 1979.

Yours respectfully,

M.F. Yalden

April 1980

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House of Commons,
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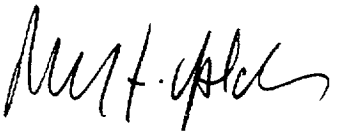

M.F. Yalden

April 1980

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Preface

Ten years is doubtless no more than the tiniest blip on the radar screen of history. But for those involved with the problems at hand, it can be an eventful and even turbulent time. So it has been with language reform over the last decade.

Since the mid-sixties, the problem of bilingualism has seldom been absent from our collective consciousness. And since the passage of our Act a decade ago—the official beginning of the long and difficult move toward a more acceptable linguistic regime in Canada—there has been little respite from soul-searching and agonizing of one kind or another over the ubiquitous issue of language. In the circumstances, it is not surprising that many Canadians give the impression they would rather see the whole problem swept under the rug.

Yet there are a number of encouraging signs for those who care to look. There is something very positive, for example, in the conviction of a growing number of parents that their children should be given a chance to learn their second language under the best possible conditions. There is also cause for optimism that bilingualism in the skies may at last replace bickering on the ground. And despite a tendency to fob the minorities off with second-class treatment and expect them to be grateful, there are signs of slow improvement in this area as well.

In other words, as we enter the second decade of official bilingualism in this country, there is reason to hope the programme can be made to work. I am profoundly encouraged by the essential unanimity of view among our political leaders. And I was particularly pleased that a government in power for the first time since the early days of language reform forthrightly endorsed the objectives and principles brought forward by its predecessor.

All for the best, in the best of all possible worlds? Well, hardly. The principles do indeed seem to have taken root at long last. But the practice? Like Chaplin's tramp in *City Lights,* language reform is fêted at night but forgotten come the dawn. In a more leisurely world we could perhaps afford the stately unfolding of the administrative universe which it is ours to chronicle each year. But in the light of what we know about our country as the decade changes, less talk and more action has to be the order of the day.

The biggest unfinished job is that of education—in every sense of the term. To put it bluntly, we still have to sell the goods. Some English-speaking Canadians still need persuading that French along with their breakfast cereal constitutes no threat to their well-being; and some French-speaking Canadians need convincing that we are not just patching over the rust on a worn-out machine. Governments (plural) have to get on with the job of transforming language policy into practice, and senior bureaucrats have to give language reform the same attention they give other important matters of state. We still need to mobilize our national sense of humanity and justice on behalf of official-language minorities. And educational authorities have to put aside homilies about the importance of the younger generation and get serious about good minority-language and second-language schooling.

The task, in short, is a long way from over as the eighties begin. It is a cynical world, and to talk of dedication and persistence may seem somewhat out of place. Yet it is exactly what will be needed in the years ahead if we are to establish a just and reasonable language regime. I for one am confident that Canadians will persist—just as I am sure that the goal is within our reach.

M.F.Y.

Surveying the action

PART I

National Issues

As the Official Languages Act left behind its unsettled infancy, Canada too was edging apprehensively from the sobering seventies into the unpredictable eighties. The anniversary milestone provides a better than usual position from which to view the devious course of language reform in this country.

It is only a short distance down memory lane to that moment when Canadians were becoming aware — some of them for the first time — of a turning point in English-French relations. For all practical purposes, the decision to give Canada a new linguistic deal, one more worthy of the people we wanted to become, goes back no more than fifteen years or so. But by the time our centenary was upon us, it was already all but unthinkable that the Federal Government would not try to redress glaring inconsistencies in the treatment of our two main language communities.

If the Government's first duty was to get its own house in order — no small task in itself — it is also obvious, with the benefit of 20-20 hindsight, that it would take more than an Official Languages Act to get to the root of our difficulties. Which is why we again feel compelled in this Report, not simply to assess the strivings of the federal bureaucracy, but to situate them against the national background that gives them their proper value and meaning.

The first decade of the Act has been, most noticeably, a disconnected period, one in which all the pieces were in play but few people seemed to know the name of the game. Even now Canadians are only just beginning to realize that there is much more to language reform than the organizational responsiveness of federal institutions, more even than cost-sharing with the provinces on educational and other services. Above all, there is the need to capture in plain language the basic principles of linguistic justice, and there is the virtually untried task of explaining to people how they can be of help in making those principles work.

What 1979's official-languages calendar may have lacked in institutional dramatics, it more than made up for in the glamour stocks of constitutional proposals, election issues, referendum questions, court decisions and the like. Prominent too were the not always diplomatic exchanges between the federal and provincial authorities and their minority constituents.

For reasons that are not far to seek, a number of familiar problems were still with us at the end of the year. We will do our best below to make clear what they are and what priorities, in our view, should shape responses to them in the period ahead.

Matters Constitutional: Penelope's Loom

We pointed out in last year's Report that it is no great trick to say, in general terms, what language rights involve. At first glance, there seems to be

almost universal agreement that to receive government services, education for one's children or a fair trial in one's own official language is A Good Thing. Many difficulties arise, however, when it comes to deciding how these entitlements should be guaranteed, to say nothing of objections to putting them into practice.

Clearly, the way in which they are formulated has a lot to do with their acceptability. No one wants to buy a pig in a poke. At the same time, one should not become so obsessed with fail-safe wordings and alternative mechanisms that the object of the exercise — to provide a foundation in law for those individual language rights we think should be common to all Canadians — perpetually recedes from view.

Let us then state at the outset our own fundamental belief that the entrenchment of language rights is not merely indispensable to the long-term stability of French-English relations in Canada but, equally important, would be an immediately serviceable reassurance to the official-language minorities whose future depends on them. There are many difficult issues to be resolved in any remodelling of the constitution, but we would have to hope that language questions are now among the least likely to delay the process.

First Ministers' Conference

Last February 5 and 6, the Conference Centre in Ottawa witnessed yet another round in the lengthening series of First Ministers' Conferences at which, among other things, Canada's linguistic future has been discussed. Two language issues were the particular focus of attention: entrenchment of language guarantees in a Charter of Canadian Rights and the possible role of the Upper House in preventing linguistic inequities.

These matters were presented to the Conference by federal representatives in much the same terms as those set out in the Constitutional Amendment Proposals (Bill C-60) put forward by the Government in June 1978. We had an opportunity to comment on those proposals before a Joint Committee of the Senate and the House of Commons in September 1978. At the time we expressed certain reservations about the substance and tenor of several provisions of the Bill.[1]

Although it received a lot of attention, a good deal of it quite positive, the question of incorporating language rights in the constitution remained undecided. But if gaps were sometimes wide on the extent of the need for guarantees, and whose responsibility they should be, there was one area of potential agreement which offers real hope for the future. It has always been our conviction that parents should be able to choose to have their children educated in their own official language. This principle has been endorsed in the past by the provincial premiers, by the Canadian Bar Association and, more recently, by the Task Force on Canadian Unity. It does not seem to us too wild a hope that it should command general support as a crucial plank in the framework of linguistic rights.

[1] See pages 6 and 7 of our 1978 Annual Report.

Constitutional entrenchment of language rights in Canada will, however, extend to other areas besides education. Parliament and certain legislatures, legislation and regulations, the courts and government services will no doubt be involved as well. The degree of recognition will, of course, vary according to the level of government, the regional importance of the population concerned, and the nature of the services involved. Nuances are inevitable. But the important point is that the guarantees should be set down once and for all, that they should no longer be subject to individual governments' decisions, and that the minority communities should have access to the courts in case of conflict over their exact significance.

The Conferences of First Ministers these last dozen years or so have performed a lengthy if not exhaustive survey of possible alternatives to the status quo in the constitutional field. In our view, they have reached a stage where it will be unacceptable to go to the well again and come back empty. We already have the stuff from which to fashion our linguistic future, and further delays will only aggravate the need. Time, after all, is hardly on our side.

The Pepin-Robarts report

The Task Force on Canadian Unity, chaired by Jean-Luc Pepin and John Robarts was able, both physically and intellectually, to cover a lot of territory in a short space of time. The report which they tabled last February was equally far-reaching and innovative.

It was the Task Force's judgement that a key feature of our social environment was the phenomenon of polarization, or "a growing tendency toward the geographical concentration of Canada's French and English-speaking populations". Whatever the other implications of this thesis, it raises the same linguistic dilemma that has been with us all along: how to ensure a natural pride of place for the French language in Quebec without, paradoxically, putting it at greater risk elsewhere in Canada; how also to ensure that reinforcing French in Quebec is not accomplished at the expense of the non-French-speaking communities of that province. For that is what polarization means in this context: maximizing linguistic differences on a geographical basis. To say that this trend presents problems is only to underline the obvious: the reason the Official Languages Act exists is to hold it in check. More than that, however, extreme territorialism seems to us to conflict with the Task Force's own explicit hopes of a national reconciliation. The notion that the provinces themselves will act to make basic language rights a part of provincial legislation, and will subsequently agree to entrench them in the constitution, gives us more pause than a Pinter play.

The Task Force's reasoning in the matter is disarmingly simple. It runs as follows:

> . . . we already have proof that the rights of the English-speaking community in Quebec can be protected, without any constitutional obligation . . .
>
> The facts appear to us to indicate that the French-speaking minorities will make more head-way as a result of social consensus and provincial legislation than they would from constitutional guarantees at this time.

Simple as this reasoning is, it simply will not do. We agree that the provinces will always have the principal say in providing conditions in which their official-language minority can maintain its difference in dignity. But we cannot follow the Task Force into the pious optimism that a provincial consensus on language rights will somehow materialize out of a long-awaited marriage of intelligence and fairness. Or if it does, that it will be in time to do the minorities much good.

The Task Force also proposes to do away with the provisions of Section 133 of the British North America Act regarding the use of English and French. Even if one agreed that the usefulness of this Section was increasingly questionable (and some might argue the contrary in view of the recent Supreme Court decision), does it follow that we no longer need to set any goals or invoke any standards of linguistic balance on a national basis?

A broad appeal to generous instincts appears nobly innocent in the face of historical and contemporary facts. Unfortunately for the minorities concerned, these wishful conclusions are no better than whistling in the dark without unequivocal ground rules for equitable treatment of both official-language communities. In our own view, no less than a national effort is required if some future historian is not to report that the Federal Government passively acquiesced in the abandonment of the minorities.

Other constitutional *contributions*

The Task Force on Canadian Unity was not alone in formulating constitutional options in 1979. The proposals of one federal government were still cooling on the table when the country went to the polls last spring. When Canadians were again called upon to do their public duty at the end of the year, alternative federal positions were still in the works. There had been a commitment to renewal of the federal system, to be worked out pragmatically in federal-provincial negotiations, but a detailed position on language guarantees was still in abeyance at year's end.

The pot was kept boiling with the Quebec Government's White Paper on Sovereignty-Association, which appeared in November, to be followed in due course by the proposals of the Quebec Liberal Party. Although the latter were, strictly speaking, made public in 1980, it is safe to say that their principal features were discernible before the turn of the year. Meanwhile, last June, the Federation of Francophones Outside Quebec had also come forward with recommendations for constitutional change in *Face to Face with a Failing Country*.

The place accorded in these documents to the delineation and protection of official-languages rights varies — not surprisingly — with the premises of those concerned. Thus, starting from an assumption of Quebec sovereignty, the Quebec Government confined its statements on language matters to two: that the Anglophone minority would, in a sovereign Quebec, continue to enjoy the same rights to which it was now entitled by law, and that Quebec would also continue to exercise its moral responsibilities on behalf of the Francophone minorities outside Quebec.

How far Anglophones in Quebec are currently satisfied with their language rights is discussed elsewhere in this Report. It goes without saying, however, that Francophones outside that province are very much concerned with the political weight which Quebec, autonomous or otherwise, will be able to bring to bear on their problems. It is an understatement to say that they would not relish the role of mere trade goods in some hard-nosed English-French bargaining. That is one reason why they have seen fit to develop and project their own vision of a revitalized constitution — one in which, by definition, their collective interests would be clearly identified and protected.

The most significant strategic feature of the constitutional position adopted by the Federation of Francophones Outside Quebec is precisely its insistence that equal language rights for minority communities must be approached, not simply as individual rights, but as collective rights to protection and self-development. To reflect this approach, the Federation proposes an Upper House based in part on parity of the English and French communities, as well as an Administrative Tribunal which would, in effect, exercise an ombudsman function with respect to basic linguistic rights.

As an unusually lively constitutional season was coming to a close, the last 1979 entrant in the race was being described for the cognoscenti by Quebec Liberal Party spokesmen. It was clear from the outset that the need to enshrine a number of important language rights in a revised constitution would be central to their proposals.

Besides entrenching provisions now embodied in the Official Languages Act, the proposed approach would extend existing constitutional safeguards to the provinces of Ontario and New Brunswick. The right of English-speaking or French-speaking parents to have their children educated in their mother tongue would also be guaranteed, as would the right to be tried on criminal charges in one's own official language. Other social services would be similarly guaranteed in either English or French where numbers warrant.

Some of these suggestions are said to have been inspired by a reading of the Pepin-Robarts report, but they differ, it seems to us, in spelling out a wider range of conditions and guarantees that would be placed beyond provincial discretion. They therefore have the advantage of outlining a clear and reasoned view of the linguistic checks and balances on which a constitutional solution will depend.

The proposals also seek to promote parliamentary structure in which the underlying English-French partnership would be more explicitly embodied or provided for. Formal protections of this sort could well have a calming effect upon chronic linguistic mistrust, so long as they are not set up in such a way as to preclude rather than encourage consensus. It is unwise, as we commented to the Parliamentary Committee on Bill C-60 in 1978, to presume that linguistic lines and battle lines are indistinguishable. While it is reassuring to know where you stand in case of conflict, it could be self-defeating to postulate linguistic conflict as a constant of the political scene.

There are thus, as we go to press, some half a dozen full-fledged constitutional proposals in circulation, no doubt with more to come in 1980. We take comfort from the fact that, notwithstanding wide divergences of interests, a number of basic principles of language reform which we hold to be indispensable are found in almost all of them. If we may make bold to enumerate, they are:

- a more clearly expressed equilibrium in the constitutional protections afforded the English and French communities in Canada;
- language rights to be specifically entrenched in the constitution, with particular reference to official-language minorities;
- a Parliamentary structure which offers adequate, language-related safeguards against the tyranny of the majority, the pre-eminence of pure numbers.

However much we might hope that there is enough common ground in these proposals to furnish a speedy consensus, we must also wonder, with various views still to be heard, what it will take to bring these hopes to fruition. It is not too much to say that Canada has been under the constitutional gun for an unhealthily long time. And yet the prerequisites for effective action remain essentially the same: an appreciation of the stakes, a respect for democratic rules and a willingness to do business. Twenty years ago it would never have occurred to us that these qualities were lacking among Canadian statesmen. Should there be any room for doubt today?

Language rights as an election issue

There is a lot to be said for the democratic process, but not necessarily for what it tells us about Canadian views of language reform. In one sense, it was reassuring to note that candidates made little of the issue in Campaign '79. This was an agreeable change from the sparks that have sometimes flown in the past — many of them more incendiary than illuminating — but, on the other hand, too much silence is unnatural and disquieting.

In 1979 the political parties appeared content to rally behind their respective leaders in support of the official-languages policy, while managing to suggest on occasion that they did not always agree with what was done in its name. Among the few developments in the language area was the questionnaire which the Federation of Francophones Outside Quebec addressed to all candidates in an attempt to pin down their views on the political destiny of the Francophone minorities. This initiative also provided a means of publicizing the constitutional proposals prepared by its policy committee. If the aim was to persuade candidates to subscribe to clear-cut provisions for guaranteeing the language rights of French-speaking voters across Canada, then the results were no better or no worse than one might expect. Those candidates who took the trouble to answer, a modest 10%, tended to be cautious. They generally agreed, however, that there was an urgent need to revise the federal approach to institutional bilingualism to include a comprehensive development policy for the minority communities.

There was also considerable agreement on the need to enshrine in the Canadian constitution a Charter of Language Rights which would guarantee official-language minorities all reasonable access to education and social

services in their own language. What is more, some respondents thought Francophones should be able to control their own educational services, while others said they would work to incorporate minority goals in their party platforms. No one can be sure how redeemable these promises may be, but the process itself has been highly educational. Members of the Federation hardly expect to tip the electoral scales, but would-be federal politicians will nevertheless want to reflect very carefully on the significance of the official-language minorities for tomorrow's Canada.

Federal leaders continue to skirmish with The Language Problem on the hustings without exactly breaking new ground in either their explanations or their quest for solutions. We may agree that elections do not lend themselves to reasoned debate of such a highly-charged issue, but we cannot help looking for some recognition that there is important unfinished business in this field.

Quebec referendum

If federal politicians are keeping their powder dry on the constitutional importance of language rights, the Quebec referendum is a running commentary on the issue. Obviously, the options involved in the referendum go well beyond the language question as such, but there is no denying that the outcome hinges greatly on perceptions of the conditions under which our two main language communities are capable of coexisting.

The fact that the proponents of a "yes" vote have explicitly rejected the idea of building one nation in which both groups can fully express themselves is sufficient testimony to their conclusion about the pace at which language reforms have so far been put into effect, and about their prospects for the future. It is equally plain that, for others, the readiness of the rest of Canada to contemplate more effective guarantees of language rights will have a distinct bearing on decisions in the months ahead. On the basis of this past year's record, it would be anything but easy to convince those of a different persuasion that everything possible is being done on that front. If anything, in the past there has been too much of a tendency outside Quebec to err on the side of self-righteousness. A shade more humility and generosity would hardly be out of place.

But beyond all developments of a strategic nature — and, indeed, whatever the results of the referendum debate itself — the fact remains that our official-language minorities will still be there when the dust has settled, each with the same need to have its continued existence ratified by the State. It is not possible, of course, to divorce that need entirely from the political options, but we should recognize, with as much detachment as we can muster, that their right to a linguistic life of their own is, at bottom, a matter of simple justice in any free and pluralistic society. It would be less than civilized to make their future conditional upon an imperfect past.

We do not pretend to know whether French-speaking Quebecers can still be persuaded that they are in fact partners in an enterprise to create a country whose whole is greater than the sum of its parts. What we do affirm is that an effort has been launched in Canada to redress a major imbalance in the way we have hitherto conceived our country. It is debatable, to say the

least, what that effort could achieve if linguistic polarization were carried to an institutional extreme. We must therefore hope that the principles underlying the Official Languages Act can be extended to include a framework of linguistic reciprocity worthy of the efforts that many Canadians have already committed to the task.

Supreme Court decisions

In December 1979, the Supreme Court of Canada delivered its judgements in the Blaikie and Forest cases. The first related to Section 133 of the British North America Act and the second to Section 23 of the Manitoba Act of 1870, but both cases had one thing in common: they raised the question of what language rights are entrenched at the constitutional level and whether a provincial legislature can abrogate such rights. The Court's answer, in both cases, was that the rights in question were indeed constitutional and could not be set aside unilaterally by a province.

The Supreme Court's decisions, which in our view were legally inevitable, clearly put the ball back in the politicians' court. The nature of the ball is that, in two Canadian provinces, Quebec and Manitoba, the official-language minorities have constitutionally guaranteed linguistic rights vis-à-vis their provincial governments, guarantees which are not available to their counterparts in the other eight provinces. If that fact seems curious, consider what it tells us about how times have changed for both Canada's linguistic communities since 1867 or so. Consider, too, that, actual administrative practices aside, Manitoba's Francophone minority enjoys an entrenched right that the more numerous Acadians or Franco-Ontarians must live without.

There are other ironies and anomalies in the situation that will not escape interested readers. Franco-Manitobans are bound to ponder the relevance of the decision to their present priorities. In the absence of adequate minority services in the field of education, information and social services, a right to limited institutional bilingualism may strike them as little more than academic. Similarly, it is important to point out that the Court's decision does not fundamentally affect Quebec's Charter of the French Language, except as it applies to the language of legislation and of the courts. Furthermore, the legal precedence of the French version of legislation was almost instantly established by the Quebec Government in the aftermath of the Blaikie decision.[1]

The ingenuity of commentators across the country was much exercised by these niceties in the last days of the year. The crux of the matter was neatly encapsulated by Marcel Adam of *La Presse* when he asked:

> In the circumstances, how are we to explain satisfactorily why Quebec should be forced by the constitution to protect a minority that is

[1] On February 14, 1980, the Quebec Government also asked the Supreme Court for a ruling on the question whether its recent decision made it necessary to publish the regulations of local government and administrative bodies in English as well as French.

> capable of looking after itself, while other provinces are not obliged to protect their Francophone minorities, who need such legal protection to survive?[1]

The circumstances *La Presse* refers to can only serve to underline the acuteness of this aspect of our constitutional problem. In our view, it is simply not logical that even limited language rights should apply in only one or two provinces, while others, with substantial minorities of their own, can, if they wish, ignore any linguistic commitment.

It is also plain that we cannot continue indefinitely to go from one bandaid solution to another, or to waste everybody's time in the linguistic equivalent of guerilla warfare. It is more than time that all our elected representatives revealed their hand with respect to language rights in the constitution. To the extent that we cannot remake our future, we are condemned to relive our past.

Language and Parliament: Once More with Feeling

Regular readers will know that we have been urging the Government for some years now to establish a Standing Committee of Parliament which could take the time to probe a broad range of questions related to language reform. In 1979 it almost happened — twice. In both instances, a motion to establish a Joint Committee of both Houses died on the order paper when general elections were called. It had, however, given every appearance of obtaining a healthy measure of agreement among the parties. In the circumstances, we remain optimistic about a successful accouchement in 1980.

In 1979, the time devoted by an indulgent Miscellaneous Estimates Committee to reviewing certain issues helped to compensate us for the loss. But in the end their generosity underscores what we have been saying: you barely get started and it's time to go home. A less breathless, more deliberate forum is necessary if Parliament is to have a suitable accounting in official-language matters.

One of those matters, which becomes more pressing with each delay, is the introduction of appropriate amendments to the Official Languages Act. Those not familiar with the type of amendments we have in mind will find a comprehensive outline on pages 22-24 of our 1978 Report. Briefly, there are eight proposals:

- to give the Official Languages Act judicial priority over other federal statutes, unless otherwise indicated by Parliament;
- to clarify whether Section 2 of the Act is intended to have executive force or is only declaratory;
- to incorporate language-of-work provisions in more specific terms;

[1] *La Presse*, December 14, 1979. Our translation.

- to make clear the application of the Act to Crown corporations and mixed enterprises;
- to permit the Commissioner to conduct public hearings where appropriate;
- to reinforce in specific terms the role of the Commissioner as linguistic auditor of federal institutions;
- to provide the Commissioner with statutory immunity from legal proceedings; and
- to strengthen the Commissioner's administrative independence from the Government.

It is disagreeable for us to be constantly importuning Government on this theme like a down-at-heel debt-collector. But it remains the case that reinforcement of the Act along the lines we have suggested would clarify the law and boost its efficiency as an instrument of Parliament.

Feds at Work

It has been observed that governments come and go. In 1979 they chiefly went; two of them in fact. Between them they shared the federal responsibility for what did or did not come to pass on the official-languages front. We will do our best to avoid what Mrs. Malaprop refers to as "odorous caparisons", but there is no doubt that the mere fact of a change of government can have both good and bad effects on the system.

On the plus side, there is the chance to take a look at the entire array of programmes with a fresh eye, an urge toward change and a certain innocence of heart. More negatively, there is also a potentially harmful policy hiatus as mandarins and wage slaves wait to see what kind of shoe will drop.

In practice, the newly elected Government lost no time affirming its commitment to the principles underlying the Official Languages Act, but then seemed to bog down in wheel-spinning studies, reviews and surveys, more or less in the fashion of its predecessor. We were, however, glad to see signs of an end to the run-around that had hitherto greeted key proposals of the Federation of Francophones Outside Quebec, as well as a move toward resolving the stalemate with the provinces over the financing of language-in-education programmes.

If the new Government also endorsed virtually all the programme initiatives already in the institutional pipeline, it was less confident in handling the sensitive thermostat that controls the status of English and French within the federal machine. Not only did some Ministers' offices transgress the code by giving tacit preference to documents submitted in the Minister's own language, but there was also a widespread failure to communicate to senior staff, subtly or in so many words, that there was to be no easing up on language reform. In this context, it is important to remember that the federal bureaucracy has all the extra senses of a professional clairvoyant: it is

profoundly conscious of what does not get said. In the institutional scheme of things, there comes a point when the amenities have been observed, when the rhetoric runs out, and the crew, with varying degrees of expectancy, awaits direction. It seemed to us that this moment was allowed to come and go, and that the Government may have missed an important opportunity to put fresh heart into the troops and to prove its determination to move the machine down the track. Despite governmental comings and goings, it could hardly be said that official-languages programmes ground to a halt. In fact, it is most encouraging to realize how much momentum has built up over the years; how the original political impetus has been transformed into a willingness to get on with the job; and how much good can be done without useless fanfare.

On the other hand, this was the first Canadian government to introduce simultaneous interpretation in meetings of the Cabinet and Treasury Board. There is more to this decision than mere gesture. It bears on making Ministers conscious of the fact that one language is as good as the other when it comes to making your point. It may be a rather artificial solution, but until all our Ministers are at least receptively bilingual, it is probably the best available. It also serves to get the message through to the Public Service as a whole that greater use of French as a language of government is a serious and realistic objective.

In the course of the year, several rather important bodies tabled their reports: the Lambert Commission on Financial Management; the D'Avignon Committee on Personnel Management and the Merit Principle; and a committee established by the Minister of Communications to study the implications of telecommunications for Canadian sovereignty. We had judged it important, in 1978, to present briefs to the Lambert Commission and the D'Avignon Committee on the implications for their inquiries of official-languages management in the Public Service. It was more than disappointing to find that, while language relations were seen to have a significant place in the future of telecommunications in this country, D'Avignon had deliberately shied away from any reference to them and Lambert was content to recommend that adherence to prescribed official-languages policies should be part of internal audits.

It is more than disappointing for two reasons: first, because there were several things well worth saying and, second, because it suggests that "bilingualism" in all its forms is still, in some quarters, the political equivalent of radioactive waste: better handled by someone else. It will always be easier to perpetuate the bilingual lifeguard joke as long as those charged with conducting serious examinations prefer to keep their heads down.

Official Languages Planning: The Ghost in the Machine

Building an institutional capacity to do business in two languages, especially where the huge governmental machine is involved, is a formidable task. Organizational structuring is no doubt indispensable, but it all too readily transforms itself into a self-defeating preoccupation with process, and a tendency to confuse the neatness of taxonomy with the complex reality of everyday life. Last year we wondered aloud whether the latest reshuffling and decentralization of responsibility to departments, along with more vigorous counselling and auditing by Treasury Board and the Public Service Commission, would bring us closer to that reality. Now read on.

Ends and means

In November 1979, the Minister of State for the Treasury Board tabled a document called *Language Reform in Federal Institutions*. It purported to describe, among other things, the process of official-languages planning at work in departments. It noted that:

> The degree to which line management participated in the planning process varied from institution to institution. In some, the plans were produced almost entirely by their official-languages specialists; others have obtained the participation of managers at all levels.

In other words, a story of ends and means: of those who use the process to accomplish something; and of those who find the process an end in itself.

What one looks for, largely in vain, in *Language Reform in Federal Institutions* is some clear-sighted appreciation of the extent to which the planning effort is paying off. We are told that:

> The evaluation and planning undertaken by departments . . . has created a strong foundation upon which to build. Their action plans are available to the public, but because they are comprehensive and sometimes voluminous, it is probable that very few people outside the Public Service have considered them in detail.

A very reasonable assumption if you consider how few people *inside* the Public Service have considered them at all. Our own examination of the plans, which has not been cursory, shows them to be often half-baked and mechanical and rarely informative in proportion to their volume. All the more reason, one would suppose, why Treasury Board, as the father-confessor in planning matters, should give parliamentarians and the interested public a less elusive account of what they mean.

Last year we also observed that the proof of the planning pudding would be in the eating. A year later, statements to the effect that "problems remain to be solved, imbalances to be corrected, and anomalies to be rectified" still leave us in doubt about the bill of fare. While it is gratifying to know that departments and agencies, as well as Treasury Board, have all been evaluating and auditing like mad, one looks for a more outspoken account of the findings, and an indication of what will be done about them.

In theory, of course, departments and agencies are accountable at the highest level for their sins of omission and commission, but who is going to point the finger? Even if the activities enunciated in the plans were less nebulous than they often are, it would call for abnormally stringent self-criticism by departments to make the reported results reliable. Self-interest inclines institutions to look on the bright side and put their best statistics forward. Can we at least be sure that Treasury Board is alert to these wiles? The answer seems to be yes and no.

Whatever intellectual shell game the planners may play, the three major facets of language reform—service to the public, language of work, and equitable participation—are clearly and readily observable for anyone who cares to open his eyes. Either one can get service, submit work, take responsibilities in one's own language, or one cannot. It is as simple as that. No amount of mechanistic quantifications or deathbed conversions to future change can alter the facts.

So, while it is good to know that the Board is auditing departmental policies and procedures, it gives us a real lift to learn that at long last it is apparently checking out the results as well. For years, the Board has had difficulty distinguishing its inputs from its outputs—to put it crudely. It was high time to take a closer look at the product in terms of the people who have to use it.

Departments too are venturing beyond their language data terminals to see for themselves how things are done in Moncton, Chicoutimi or Edmonton. Not that the public servants in these official-languages outposts are, in our experience, much involved in the development of language plans, which is a pity, but they do respond to a clear demonstration of interest in what they are doing and how they are doing it. If the evolution of language planning is responsible for this increase in tangible concern for what is happening at the business end of the process, then there may be something to be said for it.

Similarly, we hope that Treasury Board will go beyond the amassing and sifting of sterile data and become more active on behalf of the "strategy of selective intervention" (*sic*) which its latest official-languages circular calls upon departments to follow. If the Board has practical ideas to help departments move ahead and get more employees on side, it too should be out there selectively intervening. There is all manner of work to be done to organize departmental talents, demonstrate valid techniques or simply spread the word.

As the sheer process of up-dating and reviewing plans becomes less time-consuming, opportunities open up for the Board to be at the service of departments. If, at the same time, officials throughout the Public Service were less hypnotized by the snake charmers of paper-planning and more attuned to the benefits of useful collaboration, the beginning of the eighties might mark a real turning point in official-languages administration. It would be a step in the right direction if the Board would tell the world what realities lie behind the fifty-dollar words. As the commercials put it, why not make 1980 the year to tell it like it is.

Position Identification and Language Training: Play it Again, Sam

For some years, the Federal Government has had a strong tendency to express its faith in the official languages through the pious works of position identification and language training. These may make the Recording Angel's task that much easier — pure numbers are so much simpler than intentions and outcomes — but will they get us through the needle's eye? Let us have a look.

During the year, the administration got itself in an embarrassing bind when it released what looked like damning, no-progress statistics on the number of unilinguals in bilingual positions. For the record as well as for the statistically curious (not to say perverse), we have set out the official data, as of year's end, in Appendix A. For those who prefer a recapitulation of the situation, here it is:

- roughly 20% of all occupied positions in the federal Public Service are bilingual;
- when these positions were first identified, less than half of the people in them had any measurable proficiency in their second official language;
- over the years, however, more than 20,000 public servants have successfully completed language training;
- in theory, one might suppose that the combination of language training and recruitment would by now have ensured at least one bilingual person for every bilingual position in the Public Service;
- the theory breaks down, alas, because three types of employee are authorized to occupy bilingual positions without meeting their requirements:
  (1) those who had ten years of continuous service before April 1966 ("grandfathers"),
  (2) employees who were in a position when it was identified or re-identified as bilingual and have remained there ever since, and
  (3) appointees who are willing to take language training.

Add to this some ingenious procedural cheating and you have the basic problem of position identification and language training. Fortunately, the facts of the situation are less foolish than the statistics make them appear. The Public Service has now a considerable store of employees who have met or are capable of meeting some recognized second-language requirement. The Government is therefore in a position to consolidate the situation by requiring future appointees and present incumbents to meet the requirements of their position — a few authentic "grandfathers" excepted.

The current arrangements are too open to abuse: for example, position identifications are sometimes changed to fit the level of proficiency the incumbent or appointee is able to achieve. Furthermore, the so-called review of identifications in 1977 produced a new crop of protected incumbent employees: if you happened to be qualified for your bilingual position at level

B (intermediate) but the standard was raised to C (fluent), no sweat, you sit on your incumbent rights and take the bonus as well. Treasury Board has belatedly decided that these part-bilinguals must now qualify at the higher level or lose the bonus. As we shall see, this solves something less than half the problem.

Language training

The corollary of any drive to have employees fully qualified for their jobs is to provide them with adequate opportunity to qualify. This means controlled access to well organized periods of language training functionally suited to the students' needs.

Unfortunately, 1979 has been no exception to a string of undistinguished language training vintages. Of course, large numbers of dutiful students have enrolled in one of the six or seven forms of language training now offered, but it remains very uncertain how far the deployment of over 1,100 teachers for some 8,500 students of every stripe is accomplishing anything. The managers of the programme, Treasury Board and the Public Service Commission, still tend to serve up every statistic but the one that counts: the number of language training graduates who are doing useful work in their acquired language. Purely in terms of students who successfully completed language training in the course of the years, 1979 produced fewer such graduates than 1978: 1,679 as compared to 1,719.

As we go to press, there are some signs of movement in the right direction. Treasury Board is preparing to tighten up on the cost-effectiveness of language training, and the Public Service Commission is introducing a new programme, better tailored to the specific needs of the students. This can only be to the good.

There are a lot of public servants who can attest to the value of language training. It must, however, become less of an albatross, more of a worthwhile investment. The taxpayer is entitled to more than an increased noise level in two languages, more than coffee-break bilingualism. He is entitled to efficient, freely offered, readily available service in his language and not the parsimonious, grudging minimum he still too often has to settle for. Unhappily, language training contributes all too little to that goal.

Bilingualism Bonus: To Him that Hath

Last year we wrongly assumed we had seen the last of this creature. But, true to form, it is still with us, like an overextended houseguest who cannot take a hint — unloved but unbudgeable. All the temporizing and negotiating of the last two years have not significantly diminished the cost of the bonus or the futility of granting it to already amply compensated professionals. If there is one drawback bigger than its cost, it is that the bonus is virtually impossible to administer fairly.

The Government, we were told in December, was firmly opposed to the principle of the bonus but saw nothing to be gained by attempting radical surgery over solid union opposition. Instead it decided, subject to a period of

grace, to cut from the bonus rolls all those who could not make the grade for their bilingual position and to trim the senior executive element in the total bill by incorporating payment into the performance pay structure. At best, these expedients will reduce the total outlay of $38 million by no more than $5 or $6 million. Indeed, there are sceptics among us who would not count on saving more than a million or two at most.

Oddly enough, the bonus is not even that popular among those who benefit from it. Certainly there are public servants who feel entitled to it and would even strike to maintain it. But a good half of the $38 million is misplaced and embarrassing. Its disappearance would make no difference one way or another to the amount of work done bilingually. On the other hand, an addition of $20 million or more to federal funds for language education in the schools would be a timely contribution to a better cause.

Our own considered opinion on how one might salvage whatever is just and proper about payment for bilingual skills can be summed up very briefly:

- many public servants who take up bilingual positions, particularly in the upper levels, do so quite voluntarily because these positions offer career advantages;
- some bilingual jobs are, however, more routine, and differ from their unilingual counterparts principally, if not exclusively, in the sense that bilingual skills are necessary if the work is to be done properly;
- if any public servant deserves additional compensation for regular use of both languages, it is the employee in this second kind of job;
- if remuneration is warranted for this purpose, let it be incorporated into the classification of the position and made a regular part of the pay structure and conditions of employment.

In other words, if compensation there must be, we think Government should be directing its attention to establishing a sensible rationale for it which would concentrate mainly on proven bilinguals working in non-management streams. By doing so, it could efface some of the more ludicrous souvenirs of the bonus saga and perhaps at the same time restore to those in bilingual positions of a managerial nature a sense of the advantages which go with their responsibilities.

Relocations and Transfers: Movers and Shakers

Ten years of hindsight suggest that the blood, sweat and tears poured into creating a federal capacity to work and provide service in both English and French are paying off. It is a commonplace, however, that the matter of language rights does not stop with the Federal Government. In fact, federal services in both languages may at times be of rather superficial importance to minority communities compared to more critical provincial services, or even certain services provided by the private sector. The influence the feds may exercise in the latter areas is no doubt limited — after all, they cannot radically alter the rules without the other players' consent. They can,

however, encourage and cajole, and they can try to ensure that all goes well when they have gone to the trouble of picking up part of the tab.

In any year, official-languages interests are buffeted by the vicissitudes of federal policy. In 1979 they had in particular to steer a course between the Scylla of decentralization and the Charybdis of privatization. No doubt there are sound social and economic arguments for both policies, but they have repercussions for language rights that need to be fully taken into account. On the one hand, they can affect the federal capacity to provide service in English and French and, on the other, they can seriously alter the working conditions of employees as well as the educational and cultural conditions of their dependents.

A case in point, the projected transplantation of Veterans Affairs from Ottawa to Charlottetown still threatens trauma, both in terms of service to French-speaking veterans and their dependents, and in culture-shock and educational risks for Francophone employees.[1] If anything more was required to demonstrate the indispensability of language guarantees, the problems to be solved in relocation would suffice to make the point. Public servants prefer not to go where they or their families will be at linguistic risk; and if they won't go, what is to become of the language services they provide?

The problem goes beyond minimal assurances that, where numbers warrant, an effort will be made locally to accommodate the language needs of employees who are being moved. At the close of the year, the proposed move of Parks Canada's Ontario Headquarters from Cornwall to Peterborough was making news in that part of the country. Here is a case where no provincial boundary is crossed and where, in theory, no guarantee concerning provision of minority-language education is lacking. However, as Parks Canada is discovering, employees these days have a clearer sense of the linguistic risks of the minority situation, and of the federal employer's responsibility to make sure they are not linguistically penalized. We share their misgivings and urge the Federal Government to be more systematically alert to them in all its relocation plans.

The problems of privatization are of a somewhat different order. The word may refer to a transfer to the private sector or, by extension, as in the case of Loto Canada, to handing over to the provinces what has hitherto been a federal programme. Either way, the responsibility for serving the public in both languages poses a serious problem. If the reader takes into account how difficult it can be in the first place to prevail on some Crown corporations to abide by the Official Languages Act, he will understand our apprehensions lest these linguistic duties not be respected once the corporations have departed the federal fold.

[1] In the Speech from the Throne on February 7, 1980, the Government of Prince Edward Island undertook to introduce legislation to amend the School Act to make it mandatory "to provide instruction in French to Francophone children where a sufficient number. . . are identified". We look forward to an early and effective fulfilment of that understanding.

In both instances, relocation or privatization, what is called for is thoughtful planning and detailed negotiation with non-federal bodies *well ahead* of the date when the transfer is to go into effect. It is vital, in the first place, that the federal agencies involved fully recognize the language obligations that now exist and that they put them firmly on the table as part of any deal to be done with other parties. Not to do so, or to act in a way that prejudices language services or the reasonable linguistic expectations of employees would, in our view, be to backtrack on the intent of the Official Languages Act.

Programme Costs: Value for Money

For some years now, it has been the declared intention of the Federal Government to change the balance of its financial favour from programmes to develop a bilingual federal institution toward programmes with more immediate benefits for the young. The new Government, as far as one could tell, was no less committed to this strategy than its predecessor. In practice, however, the shift of emphasis has failed to materialize. Last year the Government all but reversed itself by cutting programmes for bilingualism in education, but not the bonus to public servants. In 1979 there has been a total budgetary reduction of about 18% or $86 million, almost equally distributed between the Public Service and non-Public Service sectors. In theory, therefore, it might have been possible to apply the $40-odd million saved in the Public Service account towards maintaining rather than cutting federal contributions to non-federal programmes. It seems only reasonable to hope that there will be a significant move in that direction in the year ahead. Appendix A presents the overall cost picture.

Minorities Picture

In the effort to relate lofty principles to institutional mechanics, one becomes uncomfortably aware of yawning gaps between the system and the raw realities of daily experience. It is the purest form of Panglossian optimism, for instance, to tell someone who lacks most of the basics for linguistic survival that, by and large and on the whole, his needs are better understood today than they were ten years ago. It puts one in mind of a well-known remark about bread and stone.

It is clear, at any rate, that the impact of the Official Languages Act has fallen short of what our official-language minorities expected of it as a force for practical change in their own environment. In part, one can explain that shortfall by the limitations of the Act, and one can offset it by the much appreciated federal contributions to minority development. But the fact remains that, neither through federal services nor through the stimulative use of federal funds and resources, have we really provided the minorities with permanent protection against the steady erosion of their language.

The continuing health of our official-language minorities is a significant measure of the readiness of national and provincial majorities to respect and

treasure characteristics other than their own. It is important that we realise this dimension of language reform and give it concrete expression by every means at our disposal. If we really intend to demonstrate our belief that there is any linguistic harmony other than the dismal counterpoint of two territorial unilingualisms, there is no time like the present.

Demography: Mournful Numbers

One has to be a veritable linguistic Daniel to venture far into the demographic den without benefit of divine protection. We have already been mauled in *Le Devoir* by one demographer for addressing ourselves to a question of principle in face of what he terms "basic linguistic reality". But, even if one detects a claw beneath the fur of figures, that is no excuse for failing to take seriously the kinds of information which careful demographic study can put before us. It may not be "basic linguistic reality" either, any more than the statistics on unemployment are an adequate reflection of the individual anguish involved, but demography does have its place.

For instance, it can tell us much about the mechanics as well as the results of language transfer, the process whereby people of one mother tongue come to speak another language in their daily affairs. Whatever we may feel about the assimilation of our official-language minorities, it is important to know where, when and how it occurs. The question whether people "prefer" to speak another language or have lost all effective choice in the matter is not simply one of viewpoint; it is a question of placing hard data in an observable social context.

Assimilation is not simply a matter of numbers. If it were, francization of English-speaking Quebecers would be statistically comparable with anglicization of Francophones outside Quebec. That is not the case. It appears then that language transfer has at least as much to do with institutions as with people. People do not lose their mother tongue out of sheer carelessness; the extent to which they lose it normally reflects the all-pervasive inducements which their milieu offers them to forego it. In short, language use is often a function of forces which lie beyond the ordinary person's area of choice.

This can be seen in the different patterns of assimilation that occur within a single minority community over successive generations. As an American demographer put it in a recent report on assimilation of language minorities:

> When the child is very young, his mother tongue and subsequent language is determined to a large extent by his parents' behavior . . . However, when the child begins to attend school, the linguistic behavior of his peers, together with the official language of instruction and the language use of authorities, begins to play a role in the language capabilities and preferences of the child. During this period there is a notable progression in the percentage of persons who make the dominant language their usual language. A more definite break with

> the parental home is associated with the entry of the young adult into the work force or institutions of higher learning and with the selection of a mate.'

One intuitively accepts that this is so, that youth is the most critical period and that changing preference is linked to an increasing dominance of the second language in the home, school or work place. The implication is inescapable: if our society is serious about offering young people the choice not to assimilate, it has a duty to provide adequate alternative institutions. To defend the principle of choice while denying the means to choose is blatant hypocrisy.

This is precisely the danger of those forms of linguistic demography that elevate the observation of social trends into the fatalism of prophecy. With great respect for some of our more pessimistic academics, surely there is no "basic linguistic reality" that is not to some extent susceptible to change through human effort and collective will-power.

For our part, this is why we find it regrettable that the Task Force on Canadian Unity, which accurately described the dilemma of the official-language minorities caught in the squeeze of polarization, could see no need for a moderating federal force to prevent more damage. It does not seem to us a necessary condition of greater national cohesiveness to cast the minorities upon the putative generosity of the provinces. This is mere faith-healing in the face of a clearly diagnosed disease. Other treatments are available.

We are still some way from knowing what the 1981 census will reveal about trends in language background and language use. But even the most casual evaluation leads one to expect a continuation rather than a reversal of statistically observable assimilation. In any case, if we mean what we say about offering our official-language minorities a genuine choice, clearly underwritten by solid guarantees and viable institutions, we cannot afford to wait for 1981. Every day is another moment of truth for these groups: if we cannot prevent further erosion today, we are kidding ourselves to think we will do it tomorrow. Those who see assimilation as just another interesting statistical phenomenon might reflect on a recent public invitation from one minority representative: "Come and see; we are the evidence".

Community needs

If there is one thing on which our official-language minorities tend more and more to agree, it is, in the words of an anonymous Old Testament type, that where there is no vision the people perish. The Quebec-based Positive Action Committee put the matter in another way in a brief published last October:

> A community expresses itself and reflects itself through its institutions. If a minority community is deprived of an institutional framework within

[1] Calvin J. Veltman, *The Assimilation of American Language Minorities: Structure, Pace and Extent*. A report prepared for the U.S. Department of Health, Education and Welfare, November 1979.

which to think about itself, plan for itself, and influence public decision-making on its behalf, it is faced with two alternatives — either it disappears or it designs new structures.

Francophone Update: We Are the Evidence

Francophone communities outside Quebec have long been aware how vain it is to expect to live decently in your own language without benefit of institutions and services that you can call your own. This may explain why they are less than enchanted with the sometimes feeble and unthinking efforts of national institutions to ensure their proper share of the federal crumbs.

The point is that even the wildest federal largesse will always be slim pickings for the minorities so long as they do not have a significant say in determining the social conditions in which they actually live. That is why the Federation of Francophones Outside Quebec has for several years now been after the Federal Government to work with them to develop a comprehensive policy for their protection and development, and to provide a means whereby their concerns can be heard at the highest level. These basic aspirations seem to us logical, just and attainable.

What is more important, the Federation appears at last to have made some headway in convincing Government to come up to scratch on both these important points. In particular, so far as we can make out, they have obtained a substantial measure of understanding from the Secretary of State's Department on their proposal for a Committee to oversee their interests at the federal level, and to develop a global approach to their institutional needs.[1] Whatever one may think of committees, a clear commitment on the part of the Government to provide an effective point of contact with the Federation is no more than reasonable and is long overdue.

If 1979 was a busy time for the Federation in its efforts to help establish the kind of framework that Francophones outside Quebec consider essential for their linguistic future, it was also a year that demonstrated once again why it is that this minority has been running out of patience.

In New Brunswick, for instance, where English and French are both official languages for provincial purposes, the leisurely implementation of government language policies contrasts oddly with the stirrings of Acadian nationalism: the Acadian Society of New Brunswick has made formal representations to the Premier to have the Government reinforce the province's Official Languages Act. At the same time, they have made it clear that they want to have a firmer grip on their own linguistic destiny. This message was unmistakable in several resolutions passed at their convention in October calling for recognition of their distinct identity and the need to see it better reflected in government institutions of all kinds.

[1] It was announced on February 1, 1980, that agreement to this effect had been reached between the Federation and the Secretary of State.

Ontario went steadily about the business of putting its provincial policies into effect in those sixteen areas it has designated bilingual. While schools and school boards caught the headlines, mostly for less happy reasons, Franco-Ontarians did obtain the right, on the last day of the year, to be tried in French in criminal cases. Not to be outdone by the Solicitor General, Ontario's Minister of Health also launched a three-year programme to enable all publicly funded hospitals and clinics in bilingual areas to offer their information and consultation services in both English and French. In other provinces, with the exception of some support for cultural activities, the year's achievements were largely in the education area and are dealt with later in this Report.

It would be seriously misleading to leave an impression that the Francophone minorities went home contented with their hard-won concessions in 1979. There were of course worthwhile gains, but the process was often frustrating and sometimes fruitless. These communities are right, in our estimation, to attach cardinal importance to a proper constitutional and institutional framework, but no one should be blinded to the fact that, while we wait for that day to come, irreplaceable human resources and energies are being lost in the struggle to achieve some semblance of equity in the many areas of concern to the minority communities. Meanwhile, the Francophone minority has learned the first lesson of militancy: it does not pay to acquiesce in your own linguistic demise by playing the game at a pace dictated by the bureaucracy.

Anglophones in Quebec: Feeling at Home

The minority in Quebec has already found its biographers in Dominique Clift and Sheila McLeod Arnopoulos. However, their composite picture of "a great beached whale" or a bedraggled lion does not entirely match our impression of many and various minorities within a minority. If Quebec's Anglophones — or better, non-Francophones — feel isolated and insecure, it is precisely because they are not the monolithic and plutocratic leviathan of popular caricature. And if they do not avail themselves much of the Official Languages Act, it is not because the federal performance in Quebec is impeccable, but because the relevance of the law to their situation has been very slow to get through.

Federal lapses towards Quebec Anglophones are less frequent than those that affect Francophone minorities, but they are by no means insignificant. Letters sent out in French to Anglophone clients or failure to advertise in the English weeklies in outlying Anglophone communities are just two of the ways that the minority may suffer from federal negligence. Nor, surprising as it may seem, can all Anglo-Quebecers tune in to a Quebec-based English radio or television network. The decision of the Secretary of State's Department to close down all its local offices in Quebec outside Montreal can only increase the sense of remoteness among outlying Anglophone communities. Moreover, at the provincial level, a 1979 study in the Gaspé region revealed that the many English-speakers in that area were far from knowing about,

and hence benefiting from, the various government programmes that have a bearing on their lives. In short, it is time to get away from the stereotypes and see how particular groups have been faring.

Non-Francophones are not without their organizations in various parts of the province, whether it be the Positive Action Committee, the Council of Quebec Minorities, or the English-Speaking Townshippers Association and others like it. But they are not part of a cohesive network with common goals and a sense of their interdependence as a language group. Faced with a roller-coaster of linguistic crises in Quebec, they are, in certain respects, less well equipped than their Francophone counterparts in other provinces to react decisively to language problems — not because they lack resourcefulness but because they have no agreed game plan.

Indeed, it has been understandably difficult for Anglo-Quebecers to adjust to the abrupt changes of linguistic life-style that have affected Quebec in the seventies. The drain of English-speaking graduates to other parts of Canada is only the most obvious manifestation of their discomfort. For many, however, a move away from the province is not a real possibility, whatever attractions it might hold in theory. Problems also present themselves differently to those for whom Quebec is a recently adopted home and those whose roots in the province are ancient and deep. From our standpoint, however, human problems with a linguistic dimension ought to be humanely dealt with, however and wherever they arise.

One of the more typical problems for unilingual Anglophones is a sudden reduction in the job market or, for those already in the labour force, trouble qualifying professionally in their second language. These are cases where feelings run high, and where the province's efforts to apply its language rules humanely have not always been successful. Language tests that may appear fair in themselves have resulted in failure rates among certain professional groups which could be due to language backgrounds or factors involved in the examination process itself. It need not follow that there is an inability to work in French to the extent needed to do the job. However desirable it is to reinforce the status of French in the province, there can be no excuse for subjecting the individual to a bureaucratic squeeze.

Much of the attention of Quebec's Anglophone community naturally tends to be directed toward, if not against, the Charter of the French Language (Bill 101) and to explaining to the provincial government who they are, what they represent and what they expect of Quebec, both linguistically and culturally. Generally speaking, what they expect is well expressed in the words of the Positive Action Committee:

> . . . a climate in which the present generation of unilingual English-speaking people will be able to live a full and comfortable life while they achieve a measure of bilingualism and their children become able to function in English and French.

As Anglophones in Quebec increasingly seek to make common cause with Francophones outside Quebec in establishing equitable language conditions

for both minorities, they recognize that for our French-speaking minorities a full and comfortable life in their own language is almost completely a thing of the past. That is not a reason for Anglophones in Quebec to lower their own sights, but their acceptance of personal bilingualism is only realistic. What no one wants is to become unilingual in the majority language through no choice of his own, and that is why institutions to preserve that choice are indispensable.

Minority Media: Great Expectations

Only those of iron will and superhuman restraint can be entirely free from media-addiction in the late twentieth century. Official-language minorities are no more immune than the rest of us, but they do have an extra problem: they cannot always get their fix in the language of their choice.

Last year we lamented that federal departments were still not subject to any uniform policies on the use of the minority press for placing announcements or for otherwise calling attention to federal programmes of public interest. This long-felt need was finally filled when the Treasury Board Secretariat issued guidelines on various official-language matters last August.

An improved awareness in departments, as well as some of our own contacts with the minority press, are beginning to ensure a steady flow of federal advertising to the weeklies of both the English and French minorities. More specifically, we can report an increased use of *The Spec* in the Gaspé, Pontiac County's *The Equity* and the Val d'Or *Star* as well as *Le Courrier* in Nova Scotia, *Le Voyageur* in the Sudbury area and *La Liberté* in Manitoba. This is another case of the appetite growing as it feeds, and, to judge by the complaints we receive, federal departments still have some way to go to see to it that both minorities get federal information in their own language. The fact that both the Association of Quebec Regional English Media and the Association of French-Language Newspapers Outside Quebec now have permanent employees on staff should also help to keep the public servants up to scratch.

Radio and television in this country are as vital as they are inescapable. They put Canadians in touch with themselves and with their compatriots. From the language standpoint that means two things: a chance to see and hear about the things that interest you in your own environment in the language you know best; and, at the same time, a chance to learn something of fellow countrymen from other areas and language groups.

That is why we keep a watch on the progress of the CBC's Accelerated Coverage Plan and its aim eventually to bring access to programming in their first official language to virtually all Canadians. At the moment there are still some technical gaps, notably in Ontario, Saskatchewan, Manitoba and northern New Brunswick. But even when physical facilities as such do exist, it does not follow that minority communities will automatically get the kind of programming they want in the language in which they want it. It is fine to have access to programming from other areas, even other countries, but

local doings and local people are what a sense of community is all about. The Acadians of northern New Brunswick and the Anglo-Gaspesians of Quebec have this in common: they can get the first but not the second. The CBC expects to have all necessary technical installations in place by 1982; stepped-up development of local programming is the logical next step.

Regional programming is also a minority issue where the work of the National Film Board is concerned. Our regular readers may remember that, in the summer of 1978, the French regionalization programme in Ontario and the West was as threatened with foreclosure as any heroine of the silent movies. However, with some struggling on its own part, a certain amount of hissing from this corner of the gallery, and a providential appearance by the Secretary of State, the would-be victim survived to play another reel.

The aim and the attraction of regionalization do not, or need not, lie primarily in the marketability of the product. To the minorities involved, these modest means for producing their own films are an invaluable instrument of education and self-fulfilment. We were therefore glad to have further reassurances from the Board that this programme is recognized as meeting a community need and will be put on the same footing as other Film Board programmes.

Other Language Groups: Multiple Choice

Experts may have ways of sorting out what is similar from what is different in the concepts of language, culture and ethnicity, but in the minds of most people they run together. One task of our Office is to persuade people that recognition of official languages, whether at the federal or other levels of government, is quite compatible with a variety of cultures which have roots in other languages. It is not always an easy task, but it would be wrong to minimize its importance for the linguistic balance that Canadians are trying to achieve.

The argument for language reform at the national level is the obvious one that, with capability in English and French, the Federal Government is able to communicate with an overwhelming majority of Canadians. In a country whose Government recognizes and operates in two major languages, one naturally supposes that the people also enjoy, as much as possible, the right to live and raise their children in either of those languages.

The difficulty arises, as everyone knows, from the fact that far-flung official-language minorities can be outnumbered at a local level by other groups speaking languages which do not have the seal of approval implied by the word "official". How does one explain to these groups that the higher mathematics of a national balance and the local arithmetic of fair shares can both be contained in a single formula? It is not a simple matter, but it is one that repays looking at more carefully.

One reason why some people are less than happy with bilingualism in those parts of Canada where only one of the official languages is widely used is a failure to realize that the mirror image of their situation actually exists.

People we have spoken to in the West find it hard even to credit that about one out of every seven Canadians speaks only French. As a nation we do not always have a very accurate, let alone a sympathetic, knowledge of our compatriots. But even if we do accept that both history and demography make out an irresistible case for a two-language system, where does that leave all those for whom neither English nor French is a first language?

Many can and do retain their mother tongue or ancestral language, and a sense of the culture associated with it. The maintenance and reinforcement of these languages is in no sense incompatible with the establishment of English and French as official languages of Canada. On the contrary, Canada has an incalculable resource in its multiplicity of languages and should recognize the fact.

We for our part are happy to observe that a number of these languages are increasingly taught in schools or used as the medium of instruction where the provincial or local authorities find it appropriate. This relish for diversity is part of our national vitality and complements a strong bilingual base. We are also convinced, however, that intolerance toward small official-language minorities, wherever they may be found, can only detract from that diversity and tend toward greater unilingualism and uniformity all around.

The point to be made is self-evident but important: a nation that goes to the trouble to recognize two or more languages is implicitly committed to linguistic plurality. Far from excluding the use of other languages, recognition of official languages for government purposes is a signal to everyone of the importance to be attached to linguistic traditions and resources. In our Canadian setting, there is no reason why federal, provincial or local governments should not acknowledge the need to do business in several languages, including, to take only the most obvious example, the languages of our native peoples. The two official languages are standard-bearers for linguistic freedoms in Canada—not simply an acknowledgement of our past, but an affirmation about our future.

Education

Over the past ten years, federal and provincial politicians, the press, community leaders and parents have all worked to establish a new consensus on the importance of the schools for the development of a just and sensible language regime in Canada. As we enter the new decade, language education is at a turning point and our educational establishment will bear a heavy burden if it fails to move with the times.

Federal-Provincial Negotiations: Fancy Skating

Federal-provincial negotiations are coming to resemble the new brand of hockey — the pre-game posturing is more engrossing than the contest itself. A change of federal coaches during the year may have brought some

tactical alterations in the play, but at year's end federal and provincial negotiators were still skating around in circles with nothing to show on the scoreboard. Specifically, there is still no long-term agreement to cover educational programmes in the years ahead. What is more, in spite of repeated protestations of commitment to the cause by successive governments, the pot the Federal Government is offering is still $34 million lighter than that provided in the last year of the old agreement. Some progress!

To argue against reducing financial support for a programme whose crucial importance is admitted by all seems an exercise in redundancy. All the more so, one might add, when an analysis prepared for the Secretary of State's Department itself concludes that:

> all participants agree on the need for additional substantial... resources if success is to be achieved.... The job is not over. Nor is the need to provide additional resources to continue and consolidate progress made.

But if it is obviously time for the Federal Government to put its money where its mouth is, it is no less incumbent on the provinces to accept unreservedly that they have the main responsibility in this area. The Council of Ministers of Education has a clear mandate from the ten Premiers to map out the main routes for improving minority-language and second-language educational services, but progress has been painfully slow. At last September's meeting, the Council announced its intention to allocate funds for an information service on second-language programmes. This step was taken because of an "urgent need" for more sharing of information in this field. In a similar vein, the Ministers of Education agreed to co-operate in developing curriculum guidelines and learning materials for use in French-language minority schools. Against these belated initiatives must be set further delays involved in the decision to put aside funds to "permit research on the feasibility" of increasing the supply of teachers and professional support staff for minority schools. Might not the money be better applied directly to increasing what is obviously an inadequate supply?

Canadians want and deserve better service than this. In the final analysis, we are in a position to have one of the best language education systems in the world. There is almost no limit to the action that governments could reasonably undertake to realize our potential. The seventies have shown what can be accomplished through imagination and initiative, but they have also shown how often those very qualities have been lacking. Let us hope that we will not continue to short-change ourselves in the eighties.

Minority Language Education: Beyond Basics

Among the advances in minority-language education made over the past year we particularly noted:

— revisions to the School Act in *Saskatchewan*, guaranteeing for the first time the right of access to an education in French for a minimum of 15

students; the Minister of Education has also announced that by the spring of 1980 an Official Minority Language Office will be set up within the Department of Education;

— in co-operation with French-speaking groups of the province, the Bureau of French Education of the *Manitoba* Ministry of Education is preparing a comprehensive plan for French-language education which it will soon present to the Minister;

— the first group of elementary students was enrolled in *British Columbia*'s new programme of French-language instruction for Francophones this fall;

— *New Brunswick* has unveiled a new policy whereby English-minority and French-minority schools may be established in areas which span more than one school district; on a related front, one English-speaking and one French-speaking school district have been created in the Dalhousie area to replace a former bilingual school district;

— in *Alberta*, the University of Athabasca, a correspondence institution, offered three French courses this fall, one of which is aimed mainly at the province's Francophones; the Alberta Teachers' Association adopted a motion in April asking the provincial government to incorporate the right to an education in either official language in the School Act,

— the *Ontario* Federation of French Secondary Schools has launched a new journal entitled *Franco-Force* which will provide students with information about various services offered by the schools and the variety of educational and career opportunities available to them; and in Ottawa, the Government of Ontario opened the Jules Léger Centre which will serve the needs of local French-speaking children with learning difficulties.

Promises

Positive steps, to be sure, but we might have expected more two full years after the provincial Premiers' historic promise that:

> Each child of the French-speaking or English-speaking minority is entitled to an education in his or her language in the primary or the secondary schools in each province, wherever numbers warrant.

It is not enough that promises be treated with reverence, like the dear departed; they must be translated into action.

English-speaking minority in Quebec

Access to education in English was for a long time something Quebecers took for granted. The past few years have changed that. We have referred in previous Reports to arrangements which discriminate against immigrants and migrants from other provinces, and we maintain the view that, however comprehensible they may be in light of historical developments in the province, these restrictions are neither desirable nor necessary as we move into the eighties.

At the same time, it must be remembered that English-speaking children whose families were themselves educated in Quebec are not affected by the

restrictions in Bill 101 and retain the right to go to English schools. Yet over the past few years the parents of many of these children have sought to place their children either in French-immersion classes or in the French-language welcoming classes established by the provincial government for children moving to Quebec. The message that increasing numbers of English-speaking parents obviously wish to transmit is that they want their children to be able to communicate in the majority language of their native province.

However, another and less happy picture emerges from the present situation. Many English-speaking Quebecers fear that declining enrolments in the English-speaking stream will enfeeble the English-language school system to a point where the quality of education it offers will be seriously compromised. How justified these fears are is the subject of debate among statisticians and demographers. To the extent that they are founded, however, they should be a subject of concern to all Quebecers, whose desire to protect and reinforce the position of French in the province can gain nothing by weakening the quality of English education. On the contrary, given the willingness of English-speaking parents to enrol their children in French-language instruction, has the time not come to consider more flexible access to English schools?

Beyond the question of access to an education in English, it is also important that the English-speaking community have a direct say in how their schools are managed. While Quebec has a good record in assuring this autonomy, the Anglophone community in Hull has recently been arguing a case for the right to a separate English CEGEP in that city. At year's end the issue was still unresolved, but thus far the official response has been unfavourable. At issue in all such cases is the degree of physical and psychological autonomy that is required to allow both communities to enjoy, on an equal footing, the education to which they are entitled. There are of course no absolute criteria in these matters, but as we have pointed out with respect to the Francophone minority, our own inclination is towards letting people manage their linguistic affairs themselves wherever possible.

French-speaking minorities outside Quebec

The French-speaking minorities outside Quebec have been struggling for decades for the right to an education in their own language. Even now, there is a tendency for many English-speaking Canadians outside Quebec to interpret the undertaking of the Premiers to mean only that French may be used in the classroom and to stop right there. Or in some cases, to suppose that immersion classes designed to teach French as a second language can do double duty and meet the needs of French-speaking children. Hence their puzzlement, even outright hostility, when their French-speaking neighbours ask for more — not only French classes, but French schools, a French-speaking administration, or a French-language school board.

It is important to remember that the Premiers' commitment to provide minority-language instruction was based, in their own words, upon the premise that "education is the foundation on which language and culture rest". As such, it is far too important a condition of the survival of the

community to be satisfied by a grudging acceptance of instruction in the minority language, much less immersion classes designed for other purposes. What is needed is a full and generous recognition that the minority needs what is provided as a matter of course for the majority (and what, moreover, the Quebec Anglophone minority has traditionally enjoyed): the opportunity to maintain their own schools, administer them in their own language, and support them as appropriate with their own school boards. Of course, all this can only be "where numbers warrant". Who would contest this? French-speaking Canadians are surely no more enthusiastic than other taxpayers about a waste of public funds. But the numbers game has its limits. Financial restraint is a weighty factor in the balance of any decision, but the majority must be doubly careful before invoking it to deny the minority services which they themselves enjoy.

All this goes some way toward helping to explain, for example, the frustration which many Francophones have experienced at Ontario's refusal to establish a French-language high school in Penetanguishene. Faced with an impressive body of well documented research, the Ministry of Education itself has accepted that "a self-contained school building is preferable" and that "there can be significant difficulties in developing a fully effective French-language programme in mixed schools". The Ministry's conclusion was, nevertheless, that French-speaking students would have to make do with what is less than preferable — in other words, second best.

The students and their parents have not only fought the decision by setting up and maintaining a parallel school with the help of Francophones in the province and beyond, they have proposed the establishment of a French-language centre for the community which would house a school as well as facilities for a number of governmental and private, educational, cultural and economic organizations. Is there room here for an imaginative response not only from the provincial government but, with its consent, from a Federal Government prepared to back up its concern for the minority community with financial support?

French-speakers in the National Capital Region last year had reasons for both rejoicing and regret. The good news was the opening this past fall of l'École Francojeunesse, the first French-language public elementary school in the Ottawa area. On a less happy note, as we reported last year, the Ontario authorities have not been prepared to authorize a French-language school board in Ottawa, in spite of the conclusions of a 1976 commission and support from all English school boards, French- and English-speaking community leaders and the local press. One year later, the situation is unchanged, even though the establishment of one board for the region's 20,000 or more French-speaking students still remains the only solution that makes any real sense. No administrative juggling of the French-speaking representatives in the two public school boards will change the fact that they are in a minority position and that others will have the final decision for matters affecting French-speaking students.

The problems faced by the French-speaking minorities in Ontario are far from unique. In all provinces other than Quebec, Francophone communities

are struggling to secure a better situation for their children. Calling for the recognition of French as an official language of instruction in Nova Scotia, a spokesman for the provincial Francophone association phrased his appeal in terms which most parents will understand:

> We must assure for our children a better life than the one we had. We must guarantee them an honourable place at every level of society.[1]

The determination of French-speaking minorities to obtain the educational resources vital to their communities is likely to prove a hallmark of the next decade. In both New Brunswick and Ontario, for example, French-speaking communities have already made a case to their respective Ministries of Education for the establishment of agricultural programmes in French. A preliminary study released by the Canadian Association of French-language Education reveals a considerable under-representation of professionals in French-speaking communities outside Quebec in such key areas as medicine, dentistry, and psychiatric services. Not surprisingly, the survey noted that these were also the areas in which there is an absence of programmes in French. One of the major challenges for the coming decade will be an attempt to deal more effectively with broader problems which go beyond French-language instruction as such, but which have an equally profound effect on the quality of life of French-speaking Canadians outside Quebec.

In 1977, speaking before the Ontario legislature on the matter of a French-language high school in the Windsor-Essex area, Mr. Albert Roy, reminded us of something about the French-speaking minority that we would do well not to forget. In his words:

> These people are not overnight guests . . . . They're people who are Ontarians. They're proud to be exactly that, and they want to stay here. And they're asking for something that is extremely basic.

Let's stop forcing our French-speaking neighbours to go begging for what the rest of us simply take for granted.

Second Language Education: The Right Accent

Statistics may never reveal the full story of social change, but they do give us a pretty good idea of its magnitude. The sweep towards French second-language programmes in the elementary schools over the past decade has been phenomenal. As Appendix B indicates, in 1970 28% of English-speaking elementary students were enrolled in French second-language programmes; in 1979, the figure had risen to 45%.

Not only do more parents want their children to learn French, but they want them to learn more than traditional programmes have taught in the past. Hence the mushrooming of immersion classes across the country (Appendix

[1] Jean Comeau, Administrative Director of the Acadian Federation of Nova Scotia, in a report presented at the Federation's annual meeting, October 1979. Our translation.

B). In 1969 the immersion method was an almost brand-new pilot project for a few hundred children in the Montreal area; in 1978-79 there were approximately 15,000 children in immersion programmes in the province of Quebec and 26,000 in eight of the other provinces.

Would it be rash to jump from this impressive evidence to the bold conclusion that, after so many years, the tide of English-speaking attitudes toward learning French has changed in this country? Michele Landsberg, writing in the *Toronto Star*, thinks so, but wonders what on earth took us so long:

> In our clumpy colonial way, we completely ignored the existence of the French language for the past 100 years . . . . For generations we must have been an enigma—or a laughing stock? . . . in the many nations of the world that take the virtues of multilingualism for granted.[1]

If English-speaking Canadians have only recently caught on to the advantages of knowing French, their French-speaking countrymen have long been aware that, as North Americans, they would find the knowledge of English an invaluable asset. They gave further proof of it more recently in response to a province-wide survey conducted by the Quebec Ministry of Education on possible changes in the school curriculum—including the teaching of English as a second language. The support of French-speaking parents for solid English second-language programmes in the schools was overwhelming:

> The results of the polling . . . indicate that around two thirds of the population believe that the second language should be taught at the beginning of the elementary level.[2]

Yet the Ministry's response in its policy statement on the matter was that it intended to allow English to be taught as a second language only from Grade 4, a year earlier than is currently the practice in most schools. It also announced plans to reduce the teaching of English as a second language at the high school level from 200 to 150 minutes a week.

It would be ironic if French-speaking Quebecers were to move further away from the study of English at the very moment when the rest of the North American continent was waking up to the serious disadvantages of limiting itself to a single language. In the United States, a recent report from the President's Commission on Foreign Language and International Studies deplores the fact that only 15% of high school students are studying a foreign language and that a mere 8% of colleges and universities require a foreign language for admission. It recommends that schools, colleges and universities reinstate foreign language requirements. But the Report reserves its harshest condemnation for the mentality which has given rise to the

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[1] The *Toronto Star*, September 3, 1979.

[2] *Synthèse des résultats de la consultation*, Gouvernement du Quebec, Ministère de l'Éducation. 1978, p. 87. Our translation.

present dismal condition, or what it calls "the fatuous notion that our competence in other languages is irrelevant".[1]

It is fair to say that a lot of Canadians would also reject that notion. The proof, as we have said, is there to be seen in the push of parents of young children across the country to get more and better French second-language instruction. Witness, too, the growing memberships of Canadian Parents for French and the Canadian Association of Immersion Teachers — both associations barely three years old but already showing the educational establishment what work needs to be done and how to do it. Rumblings within the ministries of education suggest, moreover, that the message is beginning to get through.

An assessment of progress and delays on the second-language front leads one to the conclusion that the past decade in Canada has witnessed a virtual revolution in the methods available for teaching French as a second language. Not only have new programmes been developed but a whole new approach to teaching other subjects in French has been pioneered and established in an incredibly short period of time. The impressiveness of these pedagogical developments is equalled only by our inadequacy in applying them more widely across the country. Although it seems clear that the final goal should be to build a second-language system in our schools which will produce a generation of Canadians at ease in both official languages, we are still going about it very strangely.

More co-ordination required

Like a perverse architect who designs a plan without consulting the needs of the future owners and then refuses to show it to the builders, we are at present letting a totally haphazard structure grow around us. Yet a more rational approach would not be hard to discover. As we said in last year's Report, the B & B Commission long ago predicted the need for a language council which could serve as a centre for research and for the dissemination of information to teachers, parents, administrators, researchers and policy-makers — all of whom work far too much in isolation from each other, inventing and reinventing the second-language wheel over and over again across the country.

The Government of the United States — that "unilingual" neighbour of ours — has seen the importance of establishing such centres and has backed its belief with federal funds. Our own Federal Government has invested massive sums in co-operation with the provinces, but apparently remains blind to the need for a better coordinated and better informed effort. We suggest — once again — that a broader understanding of the major issues and a wider dissemination of information throughout the system can only have positive results. And we again recommend that the Federal Government take the lead in establishing and financing the mechanisms necessary for this purpose.

[1] *Strength Through Wisdom: A Critique of U.S. Capability,* A Report to the President from the President's Commission on Foreign Language and International Studies, Washington, November 1979.

One thing is clear: we will need all the help we can get. Some of the really difficult problems in second-language education are just down the road. Any rational approach to language training would obviously give full and conscious weight to all three levels of education — elementary, secondary and post-secondary. Instead, we have laid the ground floor and started rather haphazardly to build stairways to the upper levels. The problem is that the stairways lead nowhere. With very rare exceptions, high schools and post-secondary institutions are totally unready to meet the needs of students coming out of intensive second-language programmes at the early levels. Unless they are prepared to accept the eccentric notion that effective second-language teaching should be allowed to grind to a halt in grade eight or nine, parents and school administrators alike are in for a rude awakening.

The high schools

There is in fact something disturbingly anachronistic about the whole attitude towards French courses in the high schools. In the past decade, while the determination of Canadian parents was revolutionizing the teaching of French in the elementary schools, the percentage of high school students taking French was dropping off precipitously. Only in the past year or two has it stabilized in some provinces (see Appendix B). And at the same time, the quality and practicality of second-language instruction available in many high schools—both English and French—was falling lamentably short of reaching any real standard of achievement.

In New Brunswick, for example, a study to determine how well English-speaking high school students who had studied some French could perform in that language found that 60% had no useable speaking knowledge. Not surprisingly, roughly the same percentage felt that not enough time had been spent in class on learning to speak French. And more than 15% of the students claimed that they stopped studying the second language because of timetable conflicts. Yes, *timetable conflicts*.

A second study raises even more fundamental questions about language learning and development. Research done by Dr. Fred Genesee of McGill University points to a basic misconception in our approach to follow-up programmes for young students who have gone through intensive second-language programmes.[1] In essence, he concludes that the present French-language programmes available in the English-speaking high schools of the Montreal area are simply not taking advantage of students' experience and accomplishments in the second language. Dr. Genesee's findings confirm what common sense tells us. High school second-language programmes which have as their main objective no more than the maintenance of students' linguistic skills are doomed to failure. It would never occur to us to offer maintenance courses in history, mathematics or the first language at the secondary level. We build on what is already there and offer students a continuing opportunity to reinforce and improve their skills. Is there any reason to think that second-language learning should be approached differently?

[1] "A Comparison of Early and Late Immersion Programmes". Department of Psychology, McGill University, Montreal, October 1979. Unpublished manuscript.

It would be difficult to overestimate the magnitude of the job that needs doing if we are to have a second-language teaching system that can come up to Canadian parents' expectations. We obviously have both the know-how and the will to get the job done. And we really have very little choice in the matter: either we mobilize the forces needed to penetrate the walls that protect our educational institutions from the real world, or we will begin to slip back. Every year we wait is a year subtracted from our children's chances to be the first generation of Canadians at ease in both official languages.

Universities: Hallowed Ground

When a federal Cabinet Minister suggested earlier this year that the study of French should be compulsory throughout English Canadian universities, the Montreal *Gazette* forecast the probable reaction:

> The objections, of course, are predictable: making French compulsory is to stuff it down unwilling throats. But only in a country as bizarre as Canada is the learning of French seen in such terms of physiological violence.[1]

Sometime in 1980 our university presidents will have a chance to reverse this assessment when they examine the results of a study commissioned by the Association of Universities and Colleges of Canada. In reviewing the second-language requirements of post-secondary institutions, they will find that French in our English-speaking universities, and English in our French-speaking ones, might as well be obscure dialects from another planet for all the importance accorded them.

When responding to the study, the universities might consider what implications ignoring the growing language capabilities of incoming students will have for our society as a whole. They might also ask whether a university education that fails to take into account our political realities and the mounting pressure for, and interest in, personal bilingualism is not doing a disservice to present and future generations of Canadians.

To the extent that a policy statement by McGill University is an indication of the general attitude, there is little room for optimism. It is surely clear enough that English-speaking university graduates in Quebec — of all places — will need a sound knowledge of French if they are to enjoy reasonable career opportunities. It is equally clear, to say the least of it, that high school training in French leaves something to be desired. In the circumstances, what conclusion should one draw about the university's postulate that "All Anglophone Quebecers will have acquired a good knowledge of French in high school and can thus be assumed to have met any French-language requirement . . ."? And to be fair to McGill, it is far from alone among Canadian universities in clinging to this kind of outlook.

[1] Montreal *Gazette*, March 28, 1979.

The Report of the United States Presidential Commission, to which we made reference above, had this to say about a short-sighted approach to language learning in the years ahead:

> Americans' incompetence in foreign languages is nothing short of scandalous, and it is becoming worse. While the use of English as a major international language of business, diplomacy and science should be welcomed as a tool for understanding across national boundaries, this cannot be safely considered a substitute for direct communications in the many areas and on innumerable occasions when knowledge of English cannot be expected.

The message is all the more clear when we are talking, not about "foreign" tongues, but about the two languages which are fundamental to the Canadian experience and the future of the Canadian federation.

From the standpoint of language education the universities are now the weakest link in the system. They have a profoundly important leadership role to play in the educational establishment of this country, and their refusal to give any real sign that a knowledge of the other official language is of some value to the well-educated Canadian can only have a negative effect throughout the entire educational structure. A telling demonstration can be seen in the high schools, which are left in a state of bewilderment by the curious phenomenon of intense interest in the second language at the lower levels and complete disregard for it from on high.

The most astonishing aspect, however, of the universities' lofty disregard of the world beyond the moat is that, through their own inaction, they are letting slip a major opportunity to contribute to their own well-being in a period of declining enrolment. An ever-increasing proportion of English-speaking and French-speaking students proficient in their second language will be looking for university programmes that give them some opportunity to use it. The least that should be done is redesign traditional university language offerings so that students can improve their skills rather than go over old ground. Beyond that, the possibilities for imaginative action are unlimited.

There is nothing, for example, to prevent universities from retaining their traditional identity while at the same time providing some course offerings in both official languages. Particularly in those disciplines involving a study of Canadian subject matter, such as history, sociology or political science, the benefits to be gained by adding a second-language perspective seem obvious. And is it not also time to recognize that giving our university students the opportunity to use two international languages in preparing for any number of professions is not only desirable in our national context but practical in our dealings with the rest of the world?

While the responsibility for leadership in attuning the education system to society's needs cannot be shrugged off by the universities, governments can do more than lend a hand. The Federation of New Brunswick Faculty Associations argues for a special scholarship, equivalent to one year's university tuition, which would be paid on entering or leaving university to

students who were competent in their second official language. The suggestion deserves careful attention by all governments, federal as well as provincial, who have stated their belief in the values of personal bilingualism for those coming out of universities and moving into the job market.

Our country is enormously rich in linguistic resources, but our exploitation of them is wasteful and haphazard. How much longer can we fly in the face of our needs and our responsibilities by refusing to admit that a knowledge of both official languages is virtually indispensable for the educated Canadian of tomorrow?

Exchanges: Close Encounters

The classroom may be an acceptable place to begin learning a second language, but it is no place to stop. The popularity of exchange programmes across Canada is due in part to the chance they offer to bring language learning out of the schools and into daily life. Perhaps more important still, they allow Canadians from different regions, backgrounds and language groups to see things, for a time at least, from the other person's point of view.

A sampling of exchanges operating during this past year illustrates some of the possibilities:

- The Canadian Council of Christians and Jews arranged last summer for 2,300 high school students from across Canada to spend two weeks visiting and two weeks hosting a student from the other language group.
- The Bilingual Exchange Secretariat organized two major programmes between Ontario and Quebec. Some 7,500 students between the ages of five and seventeen participated in classroom exchanges, and more than 1,700 of high school age were involved in activities during the summer.
- The Canadian Branch of the Experiment in International Living last summer sent more than 100 young people to camp for two weeks to improve their skills in their second language before going on to stay with a member of the other language group.
- Some 500 high school students from both language groups across the country participated in a seminar organized by the Interchange on Canadian Studies which every year looks at a different aspect of Canadian life.
- The Federal Government's Open House Canada once again made a sizeable contribution by paying the travelling expenses of over 30,000 Canadians between the ages 14 and 22.

What all this points to is not simply what is being done to get some Canadians together, but the vast potential left untapped. Even in the area of student exchanges, which are at present the main beneficiaries of limited government resources, we have barely skimmed the surface. Every year the

exchange organizers turn away students for one reason only: funds are simply not available to meet demand. A substantially larger financial commitment by the Federal Government to its Open House Canada programme could be the first step in responding to students who are left out in the cold. Equally important in terms of any meaningful planning is that this be a long-term commitment, so that organizations are not kept on tenterhooks each year waiting to see whether the financial backing is going to come through.

As we reported last year, exchanges for Canadians whose school days are behind them remain virtually unexplored. If we could free ourselves of the quaint misconception that the ability to learn something about our fellow Canadians, and their language and culture, has atrophied by the age of twenty-two, we would accept that adults need this adventure in self-exploration just as much as the kids. Whatever form they take, exchanges offer the rare combination of fresh experience and friendly ties with the other linguistic group. The possibilities are as varied as individual interests and as vast as the land we live in.

A Final Word

The information media have taught us that not only individual years but even decades have their distinctive preoccupations and styles. The seventies ended with a *Le Devoir* headline reading "After the Decade of Bilingualism, the Decade of the Energy Crisis?". The question-mark may look tentative, but the implication is not: the public has grown weary of high-pitched linguistic debate and is more than ready to concentrate on getting about and keeping warm. Unfortunately, however, our national problems do not present themselves in an orderly decennial succession. They have a way of staying put until some kind of deliberate or accidental resolution comes about.

It is true that the anniversary year of 1979 was marked by a level of acceptance for institutional bilingualism in this country which is well worth recording. What at one time had been portrayed as a stalking horse for something called French Power turned out to be a solid and indispensable plank in the platform of virtually any group committed to a single Canada. But, in severely practical terms, we are anything but home and dry. The best that can be said is that an item once thought to be an expensive luxury is looking more and more like a solid investment and cheap at the price.

There are, of course, still some important gaps in the portfolio. We are still looking for a blueprint for concerted federal-provincial action. We still need to debureaucratize and consolidate the capacity to provide down-to-earth services in both languages. And we still have not completely broken out of the era of mistrust and intolerance that has marred English-French relations for much of this century. But we may be better equipped than we know.

Federal institutions in particular are in a position to be as good as their word — or better. The foundation, as Treasury Board is fond of reminding us, is firmly in place. What is missing is a sense of urgency and conviction to match the occasion. Dilatoriness at this stage is doubly inexcusable: first, because the federal agencies have already had a good ten years to put their own house in order; and, second, because more of the federal effort should by now be turning outward toward the provinces and the private sector, to help them play their part.

A third and probably decisive ingredient that has never been effectively secured is a proper degree of public awareness of the stakes that are in play. The Government continues to treat our linguistic dilemma like the naked corpse in a mystery story: overexposed and underexplained. If a lot of Canadians are still in the dark about the background and purpose of language legislation, with little but their well-thumbed horror stories for company, it could hardly be said that there is an army of convinced reformers out there to enlighten them.

At the same time, as our own travels and a professional scouting of media comment confirm, there has been a shift in public understanding over the years. Attitudes of xenophobia are giving way, albeit gradually, to a better appreciation of the irreplaceable value of Canada's linguistic heritage. Two official languages are still not everyone's cup of tea, perhaps, but they have ceased to be the poisoned chalice of the early seventies.

In the trenches

PART II

Language of Service

Across the years the Official Languages Act has revealed possibilities for action its drafters barely dreamed of, but on one thing it will always stand or fall: its ability to ensure federal services in English or French, at the citizen's choice. Triumphs on this front are as sweet as the failures are humiliating, and there have been many of both these last ten years. To grasp all their dimensions, one has to go back to the situation we started from a decade or more ago.

Service Requirements: The Firing Line

Recognition that French-speaking Canadians had any kind of *right* to expect service in French from their national government had scarcely got off the ground when the world came to Expo in 1967. The changes that have taken place since then are in many ways remarkable. The right to service is well established and much of the machinery that goes with it — forms, signs, public announcements, communications networks, and so on — is firmly in place. It would be nice to say that change of this kind comes easily, but that would be less than true. What time and money could do has largely been done; but public servants themselves have not always taken so kindly to the transformation.

It is a truism of the official-languages trade that the reforms we seek can only go as fast and as far as human attitudes will allow. Public servants therefore have to be brought to a better appreciation of what they are doing and why it is important. And since the average public servant is about as averagely reasonable as he is averagely cussed, there is a place for both carrots and sticks.

The fact is — and it is a fact that can be documented from thousands of individual instances — that it *is* possible to obtain service in French and English in all sorts of places across Canada, as long as the department and the public servant one is dealing with have both decided that it will be so. In other words, many of the obstacles to acceptable service are in the mind. That is neither a judgement nor a criticism, but simply an observation borne out by our collective experience over ten years.

Since it is not likely that public servants in large numbers will suffer a sudden, massive and miraculous change of heart — a crowd scene on the road to Damascus — the task is to put them in a more positive frame of mind by less drastic means. The first step for any federal institution is to be firm in its own mind that it intends to be of linguistic service wherever possible and not to invent reasons to be difficult.

Demand for service

In this context, it seems to us not only unacceptable but mischievous for any department to question the demand for French-language services in places like Bathurst, Sudbury or Saint-Boniface. And yet they do. This obsession with digging in behind a barbed-wire entanglement marked "significant demand" is not a conscientious scruple about costs: the same departments

may spend millions on misplaced language training. At bottom, it is a resistance to change, a more or less conscious refusal to accept the fact that French still has official standing even where those who speak it are few in number.

Needless to say, we do not go along with this interpretation of the Act. In our view, any request for federal services in English or French is a legitimate one. There then remains the matter of volume of demand and the capacity of the federal machine to meet it. There is no demographic algebra that absolves federal departments from an honest effort to respond to any reasonable demand. It helps if you set your mind to it: the rest is common courtesy and good management.

What should a particular office do to fulfil its duties to a public with an official-language minority component? It should go through a basic management exercise by asking itself:

- What services do we offer, what tasks are involved, and how are they distributed among our staff?
- What kind of public are we dealing with, how do we reach it, and what form do our contacts take?
- In what ways is minority demand likely to show itself, how do we demonstrate our readiness to meet it, and how can we deploy our resources to cope with it?

Even the most ingenious manager will sometimes find his resources inadequate or his turnaround time unacceptable. This, we suggest, is the moment to get members of the minority public on the manager's side. After all, they are not looking for the impossible and are not interested in bureaucrat baiting. The wise manager therefore knows where and how to sit down with representatives of the minority community to work out practical compromises that give the public what it needs while reducing the administrative problems involved.

To this day we know of too few cases in which local federal managers have gone to the trouble to think the problem through in this way. Yet they will forge dutifully ahead with the standard devices of position identification and language training, less in the hope that they will bridge the gap than in a spirit of following orders.

A number of federal services are or can be provided under contract by non-federal agencies. This can sometimes give the Federal Government more leeway to ensure services to an official-language minority. One department that is beginning to cotton onto this idea is the Post Office. It has shown some readiness to deal directly with the minority public and to extend the use of minority facilities — credit unions, cultural centres, bookstores and so on — as locations for sub-post-offices or postage stamp agencies capable of dealing with the public in its own language. After small beginnings in Vancouver and Fredericton the possibility is also being looked into in other cities such as Quebec City, Cornwall and Edmonton.

A natural concomitant of this principle is to make full use of bilingual people in bilingual jobs. When circumstances warrant, government procedures allow departments to consider only qualified bilingual candidates for bilingual jobs, a process known in the curious vocabulary of bureaucratic Ottawa as "imperative staffing". We are informed, however, that only 824 of such appointments were approved by the Public Service Commission in 1979 — out of more than 18,000 appointments to bilingual positions. Outside the Sault-Moncton bilingual belt, there were only 72. That hardly coincides with the imperative need for such services. It is over two years since this device was added to the armoury of the public service manager. Treasury Board and the Public Service Commission should get their heads together in a hurry to make sure it does not become another dodo of bilingual evolution.

Persistent Problems: Delivering the Goods

Many difficulties associated with providing service in both official languages are relatively simple matters; they require little more than administrative persistence. There are, however, other problems that take the form of chronic institutional disease.

We have already referred to an excessive preoccupation with demand, which can prevent departments from meeting their minority public half-way. An interesting variation on this complaint arises when an institution is reduced to inaction by an obsession with riddles like 'when a service is not a service'. This definitional introspection is a great way to kill time, but it has nothing to do with giving the public its rights. In the following sections we will take a closer look at these ailments and at ways of getting the patient back on his feet.

Publicity

Various departments and agencies have occasion to provide the public with information about a programme, a job opening, a contract offer or what have you. There are, of course, real problems in deciding where and how these communications can be brought to the attention of interested official-language minorities. What is not admissible, however, is to try to define the minority out of the picture by arguing that some forms of publicity are not really communications within the meaning of the Official Languages Act and that their distribution must therefore be governed purely by market criteria. This may be sound reasoning in the private sector, but not when the agencies in question are financed by French-speaking as well as English-speaking taxpayers. We can accept that there should be different types of advertising, tailored to local demand. However, we do not believe Parliament intended to recognize overriding market considerations which exclude a known official-language public from access to government-funded information.

Subsidies and grants

We wonder whether Treasury Board's failure, despite promptings, to come up with satisfactory guidance to departments on the official-languages provisions appropriate to contractual arrangements, or those relating to grants and subsidies, is a symptom of official hand-washing. What needs to

be stated in plain language is that, where federal monies are involved, whether to carry out a project or to promote a community activity, every possible assurance must be obtained that both French-speaking and English-speaking clients, contractors and public, will receive equitable treatment in their own language.

The number of non-governmental organizations which depend wholly or in part on federal funding is very substantial, and the ties which go along with federal funds range from the legally enforceable to the morally hopeful. The real difficulty is not so much to obtain an undertaking from the third party to respect the Official Languages Act as to help him to live up to it. In our experience, all too few national or local bodies have any practical notion of how best to respond to a membership or public comprising both official-language groups. They will, of course, accept money ear-marked for translation and the like, but they are seldom alert to means of enabling both groups to participate. Here again, agencies with central responsibilities in this area, like the Secretary of State's Department, could provide functional seminars for federal officers on this aspect of the granting process.

An obvious corollary is the need for Government to dirty its hands with more effective monitoring of what goes on under federal auspices, and to step in on occasion to help third parties observe some basic rules. The activities of Sports Canada in relation to the various autonomous sports organizations are a case in point. To the extent that such national co-ordinating bodies do not involve and reflect a membership from both official-language groups, a splintering results which runs counter to the overriding goal of the association. The federal agency concerned has, we think, a duty to take practical steps to overcome this tendency, a duty it has so far been reluctant to exercise.

There is an element of wilful myopia in many institutional complaints, never more so than when they claim they "have no jurisdiction" over the people they give money to. We suggest that a more watchful use of funds can be jurisdiction enough if one knows how to use it. There are more choices than the heavy-hand or the blind eye. If those responsible have no more conviction of the importance of third-party dealings than is now the case, polarization of the voluntary sector will not simply happen; they will have helped it along the way.

Collective agreements

The question of collective agreements might best be described medically as "occasional irregularity" in the service to official-language minorities for reasons beyond management's control. The long and short of it is that seniority provisions in collective agreements continue, to an unacceptable degree, to take precedence over an organized approach to two-language service. By some unhappy coincidence with Murphy's Law, the already chancy arrangements for providing bilingual service to a minority public always seem to come unstuck because a key employee has exercised a prior right to be elsewhere doing something else.

Although some departments and agencies have devised stop-gap solutions — for instance, surplus bilingual capacity to meet the contingencies of

seniority rules — it is time to put an end to this inglorious shuffling of responsibility. If service in both languages must be negotiated, then let it be negotiated, not worked in apologetically by the side door. If the Government was prepared to negotiate remuneration for language skills under the guise of the famous bilingualism bonus, why should it be afraid to get its feet wet on the matter of service? Is this not an excellent example of an area where Treasury Board could co-ordinate a position common to all federal employers to the advantage of all concerned — particularly the taxpaying client?

Language of Work

It is twelve years since the B & B Commission pointed out just how unilingual were the internal workings of the Canadian Public Service. The Commission's findings are starkly encapsulated in the observation that:

> Ability and willingness to work in English appear to be conditions of advancement in the Public Service for those of French mother tongue . . . Most of those who said that French was their best language of work at the beginning of their careers claimed that they could now work best in English or equally well in both languages.

In spite of these images of assimilation, Parliament's wishes about the use of English and French inside the federal administration were not clearly stated in the Official Languages Act, but rather left to be inferred from the equality of status conferred on the two languages in Section 2. The subsequent history of language of work at the federal level has been uneven. While Parliament, through its Official Languages Resolution of 1973, the courts through various judgements, and central agencies through administrative directives, have all given further shape to the equality principle, the relative use of English and French has continued to find its level in relation to the various forces, human and not so human, that act upon it.

Language Use: On Speaking Terms

For virtually the first time in more than a decade we can report with some confidence on the actual use of both languages by public servants. Two annual samplings (1977 and 1978) conducted by Treasury Board reveal patterns of use in the principal bilingual areas of the country. These are tabulated in Appendix A. What is most striking about these patterns is not so much that they are still disproportionately skewed towards English—albeit less than in the past—but that they do not fit particularly well with the use of English or French as prescribed by position designations. In other words, some people in unilingual positions use both languages and some in bilingual positions do not.

Does it matter? Yes it does, because we need to understand much better what *really* makes things tick where language use is concerned. A significant part of our problems all along has been that, although it is not hard to dream

up a model where different kinds of positions elegantly interlock, we are still often missing the key ingredient, the human climate in which the system has to work.

Let us be clear about this. Models have their own uses, because a total linguistic free-for-all is unworkable unless virtually everyone is bilingual or simultaneous translation is universally available. But once we accept that the game cannot be played without some rules, we still need to distinguish between technical violations and unsportsmanlike conduct. We still need to recognize that there is a difference between a theoretical opportunity to work in one's own language and the lack of any positive incentive or encouragement to do so.

Favourable and unfavourable conditions

What conclusions can we draw from a cold-eyed look at the present interplay of English and French in federal activities? The main finding is an obvious one: French, starting from the underdog position, seeks to make a little room for itself and therefore tends to concentrate where it can come into its own. Given a largely unilingual English majority, French-speaking public servants evidently find the best deal for their language in situations where it can naturally predominate. Thus, the use of French within the federal Public Service in Quebec has grown dramatically since 1967, and with it the inclination of Francophone public servants to regard Quebec — rather than an unevenly bilingual capital—as the place where they are most likely to be able to work in French.

At this stage in the game, however, a greatly increased use of French in Quebec does not automatically improve the chances for its use elsewhere, such as in Ottawa or in parts of New Brunswick and Ontario. The conclusion to be drawn is that, in bilingual areas where French has no natural predominance, an uncommon effort still has to be made to prevent it from being pushed to the wall. It is simply not sufficient to define requirements, provide support mechanisms and let nature take its course. In this light, it can be seen that the Government's report last November on *Language Reform in Federal Institutions* acknowledges the problem but fudges the solution:

> If individual employees are hesitant to exercise their language rights or have difficulty with their language obligations, departments will, as one stated in its plan, "ensure that this attitude (hesitancy) is not the result of constraints in the work environment."

Unless these words are intended as a euphemism for the proverbial offer no public servant could refuse, it is no more than wishful thinking to suppose that attitudes toward language use will be changed simply by removing "constraints in the work environment". Many of these constraints have already been removed, but the use of French has not sprung forth like a lamb from the shearing. The simple and disturbing fact is that it remains repressed out of all proportion to the physical presence of public servants of French mother tongue. In part, the historical reasons are evident — Francophones have too long been obliged to adapt themselves to an Anglophone environment and the inadequacies of Anglophone bilingualism. But when we have said that, are we satisfied that everything possible is being done to promote equitable use?

Management climate

With due credit to those in both linguistic groups who have tried to break traditional moulds, the answer is no. The need remains as pressing as ever, not only to remove remaining constraints, but to create a management climate favourable to the growth of French. The factors involved are of many kinds and begin with the visible and proven readiness of ministers, senior management and supervisory staff not only to accept but to encourage the submission of work in French as being of the same intrinsic value as work produced in English. If documents in French are treated as less useful or as no more than translatable contributions to a common English-language product, the disincentive to use that language is far-reaching and divisive.

Government must realize once and for all the dampening effect of half measures — of merely tolerating the use of French, or of perpetuating phony bilingualism in key positions, thereby encouraging Francophones to seek relief from their frustrations by congregating in areas or departments where their language is genuinely current. An over-representation of Francophones in the federal Public Service in Quebec (understandably protested by Anglophones in that province) can certainly be interpreted as a dangerous ricochet from the traditional exclusion of French in Ottawa, Sudbury, Moncton and so on.

If we honestly believe that both official languages can work in tandem within a single region, department or unit, it must be made clear to deputy heads, and through them to those with responsibility in such matters, that:

- any attempt to exercise subtle, informal bans on the open and legitimate use of French or English will be severely dealt with;
- all concerned must make deliberate, personal efforts to promote an equitable use of both official languages through (a) their own example, (b) conducting bilingual meetings with bilingual minutes, (c) actively soliciting work documents in the author's language, (d) giving written or oral directions and evaluations in the language of the subordinate, and (e) checking regularly to see that this code of behaviour is adhered to throughout their sphere of influence.

As we go to press, Treasury Board appears to have acknowledged the extent to which language-of-work hangups have a basis in human inertia, lazymindedness and self-deceptions of every kind. We understand that they are about to go ahead with pilot projects to build a climate of two-language collaboration from the ground up, with the conscious involvement of the people concerned. We sincerely hope that this decision to tackle the all-too-human dimensions of the problem will rapidly snowball in the year ahead.

Language and Science: Not So Close Encounters

Whether it be in federal institutions or elsewhere, nothing illustrates better than the scientific sector the need to attune language reforms to the realities of a particular environment. Ever since 1966, when Prime Minister Pearson

acknowledged that there were "special problems and particular difficulties" involved, those concerned have been conscious that working in two languages in certain scientific and technical domains was a problem which, in Mr. Pearson's words, called for "a long-term programme of effective action". Since then we have certainly had a long-term programme, but we wonder about the effective action.

The major complicating factor is that science and technology transcend national boundaries and tend to express their findings in the language which will give them the widest currency. More often than not this means English, and Canada no more than any other country can remain immune to the transnational character of this scientific language of convenience.

The resulting pronouncement that "English is the language of science" is, however, misleading. For one thing it fails to distinguish between the working language and the reporting language. Even as applied to the reporting language it is an oversimplification to assume that everything worth publishing is put out in English. Quite apart from anything else, we might consider what this aggressive unilingualism means for our "competitive edge in international commerce", in the words of the U.S. Presidential Commission referred to earlier. It is certainly presumptuous to ignore the fact that scientific and technical pursuits are regularly and effectively carried on in many languages, including French, even against a backdrop of textbooks and specialist journals that are largely in English. One should not forget, after all, that English is not the mother tongue of the vast majority of the world's population, not to mention many of our compatriots.

At the same time, one should not underestimate the advantages that contemporary circumstances tend to give to Anglophone scientists and technicians, just as one can easily understand how they have favoured their recruitment to the federal Public Service. These are facts of life and they will not go away. They should not, however, blind us to the need to ask where and how the scientific gifts of French-speaking Canadians can be used within a federal system that draws on and helps to develop scientific institutions in which French is a normal working language.

Professional problems, amateur solutions

Encouraging French as a federal language of work has not been notably successful in the scientific and technical areas because of a failure to tackle the problem on its own terms. The solutions proposed have been vague or doctrinaire, consisting too often of token recruitment and heavy reliance on translation. Too much attention has been given to the printed word and too little to the living environment. To change that record, we need a better understanding of what federal science is up to, how it ties in with scientific enterprises throughout the country, where and how it recruits, how the old-boy network operates, and, last but not least, how it stores and transmits information to the scientific community and to the public at large.

The failure to graft additional use of French onto institutions that have no more than tenuous relations with educational, research or industrial bodies that are essentially Francophone need surprise no one. It is a classic case of putting the cart before the horse. The physical foothold of federal scientific

or technical institutions in Quebec is too small in relation to their overall size. The total presence in Quebec of departments and agencies with major scientific interests — for example, Agriculture, National Defence, Transport, Environment, Fisheries and Oceans, National Research Council, Science and Technology, Statistics Canada, National Energy Board and Communications — does not exceed 12% of their combined personnel.

Moves to establish a greater federal presence in French-speaking areas could be a significant beginning and have been recognized as such by the National Research Council. But it must be obvious, in the light of the overriding impact of English as the world currency of scientific exchange, that a more fundamental approach will also be necessary. Too often the federal attitude has been one of benign neglect.

The departments which might be expected to give the lead are psychologically and physically too divorced from the problem to play that role. Only a more comprehensive strategy is likely to have any significant effect. The Federal Government needs to review the whole of its participation in, and contribution to, scientific or technical activities that are carried out in French by French-speaking Canadians, not only within Government but also in the community at large. The aims of such a review would be basically three:

- to determine the present and potential scope of scientific and technical activities now being conducted in French and to identify short- and long-term development needs;
- to establish priorities for a federal contribution to development programmes and to specify the role to be played by various federal agencies;
- to make provisions for co-ordination of the federal effort through a federal body equipped with appropriate expertise.

Science may no longer be just "organized common sense", as T. H. Huxley once called it, but it does not need to be a hermetic mystery either. If the scientific endeavours of the Federal Government are to be rooted in Canadian needs, there is no place for linguistic parochialism or institutional stodginess.

Equitable Participation: Measure for Measure

The notion that both official-language communities should be appropriately represented in the federal Public Service is the bedrock of the language-of-work question. The principle that French-speaking as well as English-speaking Canadians should have their say in running the machinery of Government goes back a long way in Canadian history. But it is plain that the principle has taken some hard knocks over the years.

Even during the last ten years, the practical evolution of the proposition that Canadians of both major linguistic groups "should be adequately

represented in the Public Service—both in terms of numbers and in levels of responsibility" has been far from smooth. But there is no gainsaying that something rather remarkable is being achieved. The summary data in Appendix A bear witness to the major changes that have come about since 1965.

Although participation is manifestly something more than numerical representation, and although Government has not accepted quotas for the Public Service, the numbers still remain our principal index of progress, and a major cause of misapprehension and mistrust. There are even difficulties of definition: many employees are officially English-speaking whose mother tongue is not English, and there are others whose mother tongue is French but who report English as their first official language. The raw data of Anglophone and Francophone can therefore fluctuate depending on individual circumstances and how the question is asked. These anomalies really do not matter, however, unless one thinks that Public Service participation should strive to be an exact miniature of Canadian society at large.

If, however, we agree that the Public Service is what it is, a somewhat arbitrary conjunction of organizations with diverse operational functions, we also have to acknowledge that the representation and participation of our two official-language groups within it will inevitably be a peculiar mixture. They will vary, for instance, in relation to such factors as:

- federal-provincial cost-sharing arrangements, since some government functions, like policing or environmental services, are unequally decentralized;
- departmental vocation in relation to the geography of Canadian resources, as typified by the Wheat Board or the Department of Fisheries and Oceans;
- differences in educational patterns that affect the availability of this or that professional specialization; and
- language abilities on the manpower market as they relate to language requirements in the federal Public Service.

None of which means that equitable participation is a total statistical mirage or that things are now as close to the ideal as can be expected this side of heaven. What it does mean is that we will probably arrive at reasonable proportions in the total picture if we are less conscious of them in every detail. The numbers aspect of participation will always remain, in our view, more a matter of good, bad and neutral trends than one of absolute objectives.

Recent trends

Having said that, we ought to say what trends are discernible in the data of the last few years before we turn to the more important aspect of participation, one that is not a mere pickle of percentages. One notices first the overall growth in the Francophone presence from the 21.5% (mother tongue) representation of a 1965 sample reported by the B & B Commission to the 26.2% (first official language) indicated by the Public Service Commission in 1978. For reasons of definition already mentioned, the

increase is more dramatic than the percentages suggest. The upward trend in general representation has, however, flattened out in recent years; since 1976, French-speaking public servants have simply been holding their own in terms of overall proportion.

The figures become more intriguing and controversial when they are considered in geographical, vocational, hierarchical or salary slices. The overall distribution of French-speaking employees is then found to be uneven in, among others, the following ways:

- it is disproportionately high in Quebec and the National Capital Region, but disproportionately low in Ontario outside the Capital, and in New Brunswick;
- it varies widely from institution to institution: for instance, it is high in the Canadian International Development Agency and low in Energy, Mines and Resources;
- for every Francophone in the scientific and professional category, there are about five in administrative support groups; the equivalent Anglophone ratio is practically one for one;
- similarly, for every Francophone earning more than $25,000 in 1978, there were twelve earning less; the equivalent ratio for Anglophones was one to seven.

It has been suggested in an open letter to the Minister of State for the Treasury Board that Francophones are not only over-represented in Quebec, but they are also "represented outside Quebec in a proportion far in excess of the proportion of the population". Since we know for a fact that Francophones as a whole have no more than a 26% share of Public Service positions, there is something of the brain-twister about the idea of their being over-represented on both fronts. The answer to the conundrum lies in the fact that only 18% or 19% of the federal Public Service is actually *in* Quebec: it follows that, in order to be roughly proportionate to the national figure, French-speakers must somehow make up the difference outside that province. This in no way invalidates the contention that Anglophones fall short of a reasonable share of Public Service positions in Quebec and that this trend must be turned around. We have already made this point to the powers-that-be, and we will expect to see some movement in 1980 toward a more equitable situation.

Our prediction for the new decade is that participation will continue to stabilize itself within a range that is broadly consistent with our national linguistic balance. We also anticipate that regional, hierarchical and departmental blends will become more homogeneous. On the other hand, we would not wish to see a regimented representation in every corner and every level that coincides in detail with the magic proportions.

One very important thing remains to be said. Participation is not separable from the desire to work and exercise responsibility in one's own language. But the hard truth of the matter is that the national, French-speaking

minority, precisely because it is a numerical minority, can never have exactly the same scope for satisfying this desire as the linguistic majority.

Nevertheless Francophones now enjoy a more significant share of decision-making power than they did in 1965 or 1970, even if they often continue to do so by competing with the majority on its turf and in its language. If some also choose not to do so, by working in Quebec, that at least is a sign they can now work in French in that province. And as the relatively new tradition of Francophone employees who work in French establishes itself, and the number of Anglophones with real fluency in French increases, there is reason to hope that the present rather lumpy consistency of the participation mix will work itself out. Too much emphasis on numbers alone can overlook the overriding goal of co-operation. The numbers have to be there, of course, but co-operation begins where the counting stops.

Translation: Word for Word

In our last Annual Report we had harsh words to say about the uses and abuses of translation. We doubted whether the prodigious volume of translation, to say nothing of its ever-mounting costs, really contributed as much to the official languages objectives as straight statistics might lead one to suppose. There was, in our view, no lack of evidence to suggest that some of the translation being performed was barely justified, poorly co-ordinated and, to add insult to injury, of questionable quality. One could not help reflecting that there was something dinosauric about something that big with such limited cerebration and adaptability.

Our dyspeptic reaction to the excesses of translation produced several all-too-typical results in 1979. The first was from Treasury Board, in answer to some rumblings of ours about the usefulness of interminable job descriptions indifferently rendered into two languages for reasons more technical than humanitarian. We were informed that, although job descriptions ought not to run to unconscionable lengths, they were essential because in the last resort they represented an agreed statement of duties for employer and employee alike. All the more reason, one would think, to make them short, clear and to the point. After this little flurry of defensiveness, however, the Board got around to a questionnaire survey of sample departments last October to see what light could be shed on the justification and end-use of various kinds of translation.

Based on a comprehensive sampling of translation demand in September 1979, the study has already uncovered patterns of use which can only reinforce some of our suspicions. Thus almost 60% of translation is destined for purely internal use, and 14% of that translation has only one eventual user in view. Add to that the fact that 12% of the demand for translation into French comes from Francophone authors who have, for reasons we can only guess at, produced their text in English, and the plot visibly thickens. Here and elsewhere, the results bristle with further questions. How, for instance, should one interpret the fact that about a quarter of respondents

did not think it probable that the translated version of their text would be read by intended users?

Granted that the study has provided objective support for hitherto impressionistic doubts about the appropriateness of some uses of translation, it has to be said that the exercise has so far done nothing to mitigate the known failures of the system. It may be, as we are told, that this reaction simply reflects our incomprehension of how things are done in the bureaucracy, and that nothing is to be gained by forcing the pace. Nevertheless, some abuses are so self-evident that they reach right out and hit you in the eye. Where that is so, the object is not to eviscerate the obvious by quantification but to put a stop to the abuse without delay.

Satisfaction with service

The year also witnessed another study project, this time on the satisfaction of those who use the service, conducted by the Translation Bureau itself. At first glance the results of this survey of almost sixty departments are positive. Only 4% of the respondents were frankly dissatisfied with the service while 47% were more than satisfied. The remaining 49% fell at the mid-point of being "satisfied". However, since the questionnaire defined the customer's satisfaction in terms of the extent to which the service met, failed, or exceeded his original expectations, it may not have plumbed the depths of the issue. More specifically, 17% of the clients were not happy with the time it took to get the job done, a reaction which hardly seems surprising since in 37% of the cases the Bureau did not meet the clients' deadline. And what is one to make, particularly so far as measurements of quality are concerned, of the fact that 22% of the respondents admitted to a poor knowledge of the language into which the texts had been translated?

These studies may well have added to the public stock of harmless pleasure, but they have hardly supplemented the observations we made last year. Nor do they remove the implication that departments are still resorting to super-abundant, inadequately controlled and sometimes slipshod translation, not so much to meet the spirit of the Official Languages Act as to satisfy the dead letter of its requirements. The Bureau is, to be sure, attempting to educate departments on the most effective use of its services. Its publication *Getting the Message Across* tries to do just that. One message, however, that is not coming through with sufficient clarity is that there is still far too much unnecessary translation—mainly from English to French. The ratio of translation from English to translation from French is still — at 12:1 — considerably out of balance. This may produce quantities of French text but does not necessarily stimulate a greater original use of the language.

One way to put a stop to the constant backsliding towards the majority language is to place an effective embargo on unwarranted translation:

- by cutting back globally, in bilingual areas of the country, on non-essential translation of memoranda or other internal working papers which are often rendered into the other language only because certain officials (usually senior) cannot cope with them in the original;

- by insisting that these same internal memoranda, analyses and reports be submitted so far as possible in the author's own language;
- by cutting back on the translation of incoming or outgoing correspondence in bilingual areas, when translation reflects only public servants' incapacity to understand and respond in the client's language — the public must of course be served in its own language, but some public servants are paid to be bilingual;
- by setting limits to the length of documents that relate to internal administrative procedures, such as job descriptions;
- by auditing the translation process regularly to call attention to flagrant violations of the rules and to put management on its guard.

There is a world of difference between a work environment in which both English and French are valid coin and one in which French is ventriloquized by the Translation Bureau. Unthinking resort to ever more cumbersome translation services does not and cannot lead to genuine equality of status for our two official languages.

Information

PART III

The Commissioner's Office

The old adage "out of sight, out of mind" might have been invented for the language situation in Canada. Of course, dramatic events are always headline news, but the hard, footslogging business of explaining what language reform is all about is more likely to make the weekly chess column look like front-page material. In the circumstances, our Office has always been very much aware of the importance of taking the initiative to maintain contact with the public and the press and to promote the widest possible understanding of language issues. This year has been no exception: our activities have taken many forms in many places, from one end of the country to the other, and abroad.

Home base

At home base in the National Capital, the Commissioner maintained the practice of meeting with the Prime Minister and the leaders of the opposition parties, with a number of ministers and with senior officials, both collectively and individually. On all these occasions he was able to take away a better understanding of language problems as seen from various angles in Ottawa, and, we would hope, to leave political leaders and public servants with a more solid appreciation of our Office's role in promoting language reform.

A highly important Ottawa activity is our annual appearance before the Miscellaneous Estimates Committee of Parliament. In the opening session this year, the Commissioner emphasized that these meetings were particularly significant for a servant of Parliament because they represented an occasion for direct contact with MPs and an opportunity for the latter "to situate our activities in the wider perspective of the progress that has been achieved in the name of the Official Languages Act, and to determine where future priorities should lie."

In this and two subsequent sessions he benefited from a helpful exchange with members of the Committee on matters of concern to them and their constituents. He was also able to report on the Office's expenditure of public funds and to provide the Committee with a broader account of his views and activities. We remain convinced, as we have said elsewhere in this Report, that regular meetings with a Standing Committee of Parliament, which would permit a more ample discussion of the major issues than is possible under the present arrangements, could be of great consequence in promoting linguistic reform and understanding in Canada.

Commissioner's travels

Over the past year, the Commissioner travelled extensively, visiting every province and the Northwest Territories, the United States and a number of European countries. During visits to Washington, Brussels, Luxembourg, London, Paris and the Breton city of Rennes, he met with ministers and senior officials, with ombudsmen, and with representatives of international organizations and minority-language groups.

Discussions, interviews and meetings outside Canada continue to provide a broader basis for understanding others' approaches to language problems and a more direct appreciation of the extent to which these issues form a part of the social fabric in so many countries from which Canadians draw

their heritage. They also provide an occasion "to see ourselves as others see us", a refreshing way of placing our own problems in a new perspective.

The Commissioner was no less active in his Canadian travels in 1979. He held talks with ministers and officials in several provinces and with the Council of Ministers of Education at its January 23 meeting, and he continued to meet whenever possible with representatives of the official-language minorities and with interest groups like the Canadian Parents for French. He also held discussions with administrators, faculty and students in a number of universities and colleges across the country. Associated with all these visits and with activities in Ottawa were numerous contacts with the press, television and radio.

Regional offices

Our regional representatives in Winnipeg and Moncton have continued to develop their role in Western Canada and in the Maritime provinces. By maintaining regular contacts with local organizations of various kinds and by working directly with federal departments and agencies in the regions, they are able to obtain a clearer and more practical view of the public's language needs and to ensure that those needs are registered and responded to by federal authorities in specific terms. Although a number of problems are still channelled through Ottawa, various issues can to an increasing degree be settled on the spot.

Our experience to date leads us to conclude that an additional capacity to serve Canadians in their own locality would represent a substantial advance. In response to questions by members of the Parliamentary Committee, the Commissioner suggested that small offices might usefully be established in Montreal, Sudbury and Edmonton. We intend to pursue this matter during the coming year.

Information Branch

Our Information Branch also spent an active and creative year (see Appendix C for detailed information on projects and costs). A major event was the launching of *Language and society / Langue et société*, a new review whose purpose is to present information and opinion about language matters of interest to Canadians and to provide a forum for discussion. The first issue was devoted to the tenth anniversary of the passage of the Official Languages Act, and we were fortunate to be able to carry articles by a number of well-known public figures who have been closely associated with language reform in Canada. Subsequent numbers planned for publication in the coming year will, we trust, contain equally informative articles of interest to parliamentarians, teachers, students, the business community, public servants and the public at large.

The year under review saw the publication of a new brochure on the role of the Office and updated folders about the Official Languages Act and federal language rights. Thus far, some 200,000 copies of these publications have been distributed and we expect that they will continue to enjoy wide circulation among the Canadian public. A number of new posters and audio-visual materials are also in various stages of preparation.

In addition to these activities, we produced during the year, in co-operation with the National Film Board, a video-taped interview with the Commissioner and a slide presentation about the Act and the Commissioner's mandate which is designed for both the general public and Public Service audiences. Our Office and the Film Board also co-produced a ten-minute, 35 mm film entitled *Twice Upon a Time . . . Il était deux fois . . .*, a lighthearted look at some of the problems and benefits associated with bilingualism. The film will be shown in Canadian cinemas in 1980.

Finally, we are pleased to report progress on a new set of materials, entitled *Explorations*. Aimed at the 13-17 age group, it is being produced in consultation with the Council of Ministers of Education. The kit comprises a language-geography game, a linguistic map of the world, and a booklet designed to provide teenagers with information about the international importance of the English and French languages. We expect that the new materials, together with an updated version of the highly successful *Oh! Canada* kit for the 7-12 age group, will be available in the late spring of 1980.

The overall objective of these and other information activities of the Office is very simple: to provide Canadians, young and old, English-speaking and French-speaking, with plain, unambiguous — and, we hope, interesting — information about the problems and challenges of a two-language system and the nature of language reform in Canada.

Fan Mail and Other Feedback

Language, as we all know, is a subject as close to the hearts of Canadians as the weather or liquor board mark-ups: none of us is too sure we like everything we see, and each of us is more than ready to express an opinion on the matter.

Some, we are glad to report, are prepared to put their views in writing. In addition to letters of complaint about infractions of the Act and requests for information and materials, our Office has, from the very beginning, engaged in a lively exchange with a sizeable number of correspondents bent on giving us an earful on the language question. Analysis of these letters can tell us a lot about the impact of the official-languages programme and the degree to which its goals are understood and accepted by our correspondents.

As one might expect, the views expressed range from the enthusiastic to the unprintable. We have received generous offers to "help create more understanding between French and English", been made party to deeply-held opinions that "without the extra language, it will be impossible to obtain a federal government job", and been subjected to pithy observations allowing as how the Commissioner is an "illitirate pig" *(sic)*. Opening the morning mailbag is rarely a dull exercise.

Our review of the letters also reveals that we receive a larger volume of clearly favourable or unfavourable comment during periods when hotly debated issues are before the public gaze: in 1973, for example, when federal language reform was highly publicized; in 1974, when Bill 22 was introduced in the Quebec Legislature; in 1976, when the bilingual air traffic control controversy was at its peak; and in 1977, when the Quebec Government introduced Bill 101.

If this proves anything, it probably means that most people know as much about the official-languages issue as they learn from their local news-sheet or television screen. It could hardly be a result of Government's insignificant efforts to project language reform as a proper source of national pride. In spite of an occasional glossy publication, this issue seems to rank next to nowhere in the priorities of the central agencies empowered to explain it.

Common sense suggests, and opinion polls steadily confirm, that people who are turned off by the bogey of abstract institutional bilingualism see nothing at all amiss with serving the public in its own language or allowing parents to educate their children in English or French. To judge from Government's promotional activities, however, one might suppose this message had all the commercial appeal of halitosis. Over and over again, since the earliest days of this Office, we have hammered away at the need to *explain* to Canadians what language reform is all about. We must now rest our case — at least for this year.

Dare we add that the conspicuous absence of information from the horse's mouth is but poorly compensated by some of the headline-hunting of the fifth estate? It is going on 150 years since Lord Durham wrote the following paragraphs, but they still have a familiar ring:

> The articles in the newspapers of each race are written in a style as widely different as those of France and England at present; and the arguments which convince the one, are calculated to appear utterly unintelligible to the other.
>
> This difference of language produces misconceptions yet more fatal even than those which it occasions with respect to opinions; it aggravates the national animosities, by representing all the events of the day in utterly different lights.

It may simply be a function of our formidable geography, but it is hard to escape the impression that our media are still too inclined to regionalize, trivialize or bowdlerize the language question: either it is a peculiarly central Canadian problem, a diabolical plot, or a figment of the overtaxed federal imagination. It is also apparent from where we sit that, whereas the French media are constantly gnawing at the language issue bone, their English-language counterparts are inclined to play possum with the subject until something suitably controversial or "newsworthy" comes along.

The past year, it must be said, has been a little different. There was still no lack of partisan, rack-and-ruin stuff around, but we did detect a new sobriety and sweet reasonableness about much of the editorial comment. It

may have been because topics like bilingualism in the air, the tenth anniversary of the Official Languages Act or the Supreme Court ruling have obviously larger implications. In any case, although there naturally were different interpretations on each side of the language fence, there was also a visible and heartening attempt to comprehend the other person's point of view. We were also encouraged to see a new stress on the fundamental purpose and impact of language reform, and somewhat less on the administrative misfires of government bilingualism.

Finally, we must reassert our belief that Canada will never develop an appropriate balance in the status and use of English and French without a real effort to mobilize ordinary opinion on behalf of that goal. If governments will not publicly and straightforwardly stand up for an honourable resolution of our language situation, they can hardly expect ordinary Canadians to make good the deficiency. There is no doubt in our mind that the good will is there and can be put to excellent use. But it is not going to happen as a result of ritual noises, or by remote control; a well-conceived, locally applied programme of popular education is the only answer—and we are still waiting for it to materialize.

Language and aviation

PART IV

Air Traffic Control

The stormclouds of controversy about bilingual air traffic control that blanketed the skies in the spring of 1976 now appear to have blown away, and there is reason to hope that clearer days are ahead. Bombast and diatribe have gradually yielded to the examination of scientific data and an objective review of practices in other countries, expert testimony has supplanted often uninformed opinion, and simulation experiments have proven more reliable than anecdotes about alleged incidents in faraway places.

How can this change in outlook be explained? Why is it that the publication of the Chouinard-Heald-Sinclair report was not greeted by new outbursts of emotion? The answer, we suspect, is that the long and thorough series of tests, experiments and studies undertaken by the Ministry of Transport and the Commission have had a purging effect and have broken down for all but a few the hitherto unexamined belief that English is the sole language of aviation.

On January 5, 1979, Transport Canada submitted to the Commission the results of eighteen months of simulation tests. These tests were designed to develop the procedures necessary for the introduction of bilingual instrument flight rules for air-ground communications in the province of Quebec while maintaining the existing level of air safety. The findings represent the most complete study of air traffic control communications ever conducted in Canada.

After more than three years of deliberations, including two rounds of public hearings and an interim report, the three-member Commission published its final report on August 10, 1979. The Commission concluded that bilingual flight operations could safely be extended to aircraft operating under both visual and instrument flight rules at all Transport Canada controlled airports in Quebec and recommended that this be done. To take account of the major changes this would involve, the Commission set out a number of conditions which, in its opinion, would have to be met before the new system could begin to function. The latter included the appointment of a special implementation team, the development and dissemination of standard terminology in French, the amendment of regulations as required, and the establishment of adequate air traffic control procedures.

The Government approved the final report in its entirety shortly after it was submitted to the Minister of Transport and, at the close of 1979, gave the green light to the implementation plan developed by Transport Canada officials. Among other things, this plan called for bilingual visual flight rules operations to commence at Mirabel and Dorval in 1980, on January 3 and April 1 respectively. The Mirabel deadline was met when a Quebecair jet landed in French at that airport on the appointed day.

Readers will recall that our investigation of allegations advanced by a group of Quebec students taking an air traffic control course at the Transport Canada Training Institute at Cornwall, Ontario, was discussed in last year's Report. Although our investigation found no explicit violation of the Official

Languages Act, it was our view that the Institute should offer an equally acceptable learning environment to all its students. We therefore made a number of recommendations for the purpose of ensuring that teaching staff, course materials, and other facilities related to the students' activities at Cornwall would be made fully bilingual. The Ministry of Transport reached similar conclusions in its own report on the subject and accepted our recommendations.

Eight months later, we again visited the Institute and were pleased to observe that the air traffic control course was being given in both languages and that all services were available in French as well as English. It was also confirmed that this course, on which the original allegations had centred, would in future be handled by the Quebec region, as is already the case in the Central and Pacific regions.

The Institute has set December 1980 as the target date by which it will be able to give all its courses in the two languages. All in all, we cannot help but be happy with the way the situation has progressed and are encouraged to learn that the conversion of pedagogical material is moving along at a reasonable pace.

Legal Matters

A number of court proceedings are still under way. Their resolution will further define and develop the legal and technical framework of the use of the two languages in this area.

a) Serge Joyal et al. v. *Air Canada et al.*
This judgement was rendered in September 1976 by Chief Justice Deschênes of the Quebec Superior Court. The decision invalidated a section of Air Canada's Flight Operations Manual which obliged its pilots to speak only English on the flight deck, except when communicating with passengers. Air Canada was ordered to prepare a French-language lexicon and to translate manuals relating to flight deck equipment. Air Canada's appeal of this decision, filed in March 1979, has yet to be heard.

The Corporation has nevertheless completed the translation of all pertinent documents, which will probably have been made available to pilots by the time this Report appears.

b) Association des Gens de l'Air et al. v. *The Honourable Otto Lang and the Attorney-General of Canada*
This case put in question the authority of the Minister of Transport to make regulations and to issue an Order under the Aeronautics Act concerning the language to be used in communication between pilots and air traffic controllers in Quebec. Mr. Justice Marceau of the Federal Court found in January 1977 that the Minister had the power to make the Order in question. Subsequently, the Federal Court of Appeal upheld this decision.

c) Serge Joyal and Hugo Tremblay v. *Air Canada*
This case, which was first brought before Mr. Justice Legault of the Superior Court of Quebec in 1977, remained unresolved at the end of 1979.

The case originated at Air Canada's Dorval Maintenance Base where some 200 employees, mainly mechanics, signed a petition whose object was to require Air Canada to make a number of changes in its policy on the use of French as a language of work at the Base. Part of the reason that the case is taking so long to come to a conclusion is the need for extensive information on a number of complicated technical matters.

Last summer Mr. Justice Legault asked the parties to establish a working committee to study possible solutions to the language problems in the areas under dispute. A representative of our Office was invited to chair the committee, which met on eight occasions. It was able to report to Mr. Justice Legault in late November that there was potential agreement on many of the issues under study but that on matters involving language of supervision and certain technical translation problems, solutions acceptable to both sides had yet to be found. The committee is now seeking expert advice on these problems. It is expected that a further report will be made to Mr. Justice Legault early in the new year, and it is to be hoped that a decision of the Court will be forthcoming shortly thereafter.

After such a lengthy period of fascinating — and at times passionate — debate, what may we conclude from these developments? Almost certainly we have gone through a necessary, if difficult, chapter in Canada's maturing as a two-language state. As a result, in spite of all the emotional outpouring — indeed, perhaps because of it — we may hope to establish a saner, more reasonable language regime in Canadian aviation. Interesting times, as the saying goes, whose passing can only be greeted with a sigh of relief by all those who lived through them.

Complaints

PART V

Complainers to some are threatening figures who abuse the waiter for the sins of the chef; to others, they are a positive force, less interested in the ownership of the hair in their soup than in the fact that it is there at all.

We in this Office take the positive view. Our complainants are not out to intimidate; they are asserting their position as consumers. And they are not prepared to accept second-class service. Without them, the language-reform process could not have advanced as quickly as it has. They give us indispensable information about any number of major and minor inequities and provide us with concrete evidence to disprove the bureaucrat's familiar claim that there is "no demand" for service. Indeed, in our more lyrical moments, we like to think of complaints as those irritant grains of sand that federal institutions, oyster-like, can transform into pearls.

Since the Office was established in the spring of 1970, we have received nearly nine thousand complaints. The vast majority have involved alleged infractions of the Official Languages Act, but a sizeable number have drawn attention to matters in the provincial, municipal and private sectors. Whether they are about matters as minor as a missing accent or as serious as losing a job for reasons of language, we have always tried to keep in mind the fact that people are involved, people are upset, and people have taken the trouble to contact us about their problem. As a result, we have always been mindful of the ombudsman's duty to assist the citizen and in all instances have either set about resolving the complaint or have taken it up with the proper authorities. It is gratifying to be able to report that our interventions with other levels of government and the private sector have almost invariably met with a courteous response and a willingness to try to remedy the complaint in question.

Past Imperfect, Present Progressive

Over the years, our investigations of complaints involving the federal administration have revealed a number of recurring problems, among the more significant being the interpretation which should be given important concepts such as 'equality of status' or 'significant demand'; the pervasive issue of the travelling public; and the troublesome question of language of work. We think that the seventies have witnessed a certain progress on all these fronts and we hope the reader will allow us a few anniversary observations before we pass to the 1979 edition of the Commissioner's Honour Roll of Complaints.

Equality of status

In interpreting the Official Languages Act, we have tried to define equality of status of English and French in terms of three elements: equal access to service; equal prominence and precedence; and respect for quality in both languages.

The concept of equal access means that services offered in person should be readily available to the client, and that printed documents should be distributed in a timely fashion and in sufficient quantities to meet the requirements of both language groups. Although lapses in this area are still being reported to us, the situation has steadily improved over the years.

Service must also be offered in the two languages as a matter of course, not grudgingly or only in response to requests. It has always been our opinion that an enquiry made in French or English itself constitutes a request for service in the same language. Although there has been progress here as well, we have had a long struggle, which continues today, to persuade some departments to accept that service freely provided in one language but only on demand in the other is not acceptable.

Equal prominence means that in an announcement, statement, or what have you, each of the two languages must be equally visible. In the abstract, concern over such matters may appear trivial, but we can assure the reader that we have a number of examples on hand of Canadians who felt their language was being given second-class treatment for this very reason. In any case, if it is a minor problem, it is easily avoided by giving a little attention to detail or, more important, to others' sensitivities. So too, we might add, is the problem of precedence, or which language should come first. In the view of this Office, and now by long-standing convention, precedence is to be given to French in the Province of Quebec and to English elsewhere in Canada.

Finally, equivalent quality implies the obvious: both the English and French version of a text should reflect the same degree of literacy. This is not as easy as it may seem, for the need to produce documents in both languages often results in the translated version being somewhat less intelligible than the original, especially when the translation is done in a hurry by persons who are less than expert.

Significant demand and feasibility

The powers-that-be having decided not to proclaim bilingual districts, departmental administrators have been obliged to rely for guidance on the requirement that services be made available in both languages at locations where there is "significant demand" and to the extent it is "feasible" to provide them. These principles no doubt appear eminently reasonable, but they have at times driven Public Service managers to distraction, if not to drink, or so we are led to believe. The Act implicitly calls for a generous outlook and a reasonable effort to accommodate minority-language clients. It does not, however, give managers those cherished statistics and regulations that can be substituted for common sense.

One despairs to learn, for example, that ten years after the proclamation of the Act, a Crown agency like the Canada Mortgage and Housing Corporation could decide to distribute a brochure explaining how to get a subsidy under the Canadian Home Insulation Program in French only in Quebec and in English only elsewhere. Time, cost and the lack of clearly defined bilingual areas were the reasons invoked for leaving large blocks of the Canadian public out in the cold. The Corporation is not, of course, the only federal proponent of the French-in-Quebec-and-English-elsewhere doctrine. Need we say it once again? This may seem the easy way out, but in the end it is a recipe for two unilingualisms, which can only lead, further down the road, toward two separate societies, with all that this would entail.

Even more frequent than the two-unilingualisms gambit is the chicken-egg syndrome. Service in the language of the minority is not offered because

there is no demand; and there is no demand because it is known that service in the language of the minority is not available. Thus, some time back, federal offices in various locations were in the habit of explaining that French-language forms were not displayed because they were rarely requested. And some departments and agencies used to carry this kind of reasoning to outlandish lengths by arguing against the installation of bilingual signs on the grounds that they would incite clients to expect what could not be provided — service in their own language.

The situation has, however, improved in recent years. Managers have come to realize that a little pragmatic experimentation and ingenuity can go a long way toward solving their problems, even when their bilingual resources are quite limited. Unilingual signage and forms are almost a thing of the past. Our efforts to have counters and wickets identified according to the language or languages in which service is provided have also borne some fruit. And many departments now provide a space on their forms where members of the public can indicate the language in which they would like to receive service. This system should, of course, be universal and could easily be made so if Treasury Board would accept its responsibility to prod form-designers and departmental managers in the right direction.

More important, perhaps, than specific developments in the provision of bilingual service is the gradual realization on the part of departments and agencies that they must come to know their minority-language clientele and to define with them the best means of providing the services they require. Avoiding the blunderbuss approach, institutions would thus be able to zero in on specific needs and to provide services of more acceptable quality.

Travelling public

A Canadian travelling at home or outside Canada will likely come into contact with a variety of federal agencies and Crown corporations. Air Canada, Canadian National, Via Rail and the Ministry of Transport are obvious examples; External Affairs also provides services both before and during a trip abroad, and on one's return there is the inevitable date with a friendly Customs officer.

Would the traveller be more likely to receive service in the language of his choice today than ten years ago? The answer is a qualified yes. First, with few exceptions, signs, recorded messages and so on are generally to be found in both languages, which was far from true in 1969. On the other hand, the quality of direct, person-to-person service has not yet reached the same level. It is accepted in principle, for example, that demand for service in French exists at all Air Canada locations but it is still too often the case that the traveller is inadequately served in his own language. It is also more by chance than design that a Francophone traveller can complete a train journey, board a ferry, or reserve a room entirely in French. And in spite of efforts by Via Rail to deal with the problem, union contracts continue to emphasize seniority at the expense of ensuring the presence of adequate numbers of bilingual personnel.

The Ministry of Transport provides services either directly or through concessionaires such as airport restaurants, car rental and parking lot companies, news-stands and smoke shops. Good will abounds among officials —

everyone agrees that service should be provided bilingually, and a comprehensive policy on concessionaires has been in existence for some time. But the traveller still finds it difficult on many occasions to be served in his language or to find both French-language and English-language newspapers, magazines or greeting cards at airport news-stands, even in bilingual areas.

The Department of External Affairs has improved considerably over the years and, on the whole, is capable today of providing adequate service in both languages. Nevertheless, a traveller is not always able to obtain a passport in French at regional passport offices and might have difficulty getting service in that language at some of the Department's posts abroad.

The Customs service, for its part, has also made continuing progress. In particular, designated counters where one may be assured of service in either language have been introduced at Toronto airport and are scheduled to be at Ottawa in early 1980. Also of some note are telephone links which have been established between small border crossings and larger centres. On the human side of the equation, functional language training continues to receive considerable emphasis.

All in all, service to the travelling public presents a tolerable record of progress, but certainly nothing to write home about: no more than a 'B' rating when one could have had an 'A' with a little more effort.

French as a language of work

Creating a work environment conducive to the use of French implies that supervision, internal documents and staff-related services have to be available in French.

Supervision in the language of one's choice is essential if employees are to feel at home. However, this policy has in fact always been a problem-ridden affair in Canada's Public Service, and the Treasury Board has felt obliged to restrict the free choice of language of supervision to individuals employed in bilingual positions in bilingual areas. One can perhaps understand the reasons behind this compromise attitude, but we nevertheless continue to believe that the number of cases where supervision is not provided in the employee's own language should be kept to a minimum.

The problem of translating circulars, manuals and other texts used by public servants in the course of their duties has proved easier to resolve. A decade ago the absence of documentation in French represented a significant impediment for Francophone public servants who wished to work in their own language. In the face of slow progress, the Government decided in 1975 to set deadlines for each department within which existing internal documents had to be made available in French. In addition, it specified that new material was to be distributed simultaneously in both official languages.

While the immediate work environment is no doubt the critical factor where language of work is concerned, public servants at one time or another must also draw upon the numerous internal services of a department. Among others, these include administrative, health, nursing, library, information and personnel services. In order to create a milieu in which all public servants

can feel at ease and reach their full potential, these sectors have also had to develop a bilingual capacity. On the whole, considerable progress has been made in this area although there are numerous departments and agencies where a continuing effort is required.

Like death and taxes, there will always be complaints. But in the decade to come, they will no doubt centre less on the absence of bilingual service and more on the relative quality of the service offered and on the stubborn language-of-work problem. We must hope that federal agencies will agree that *all* their clients and employees are entitled to first-class treatment. Our Office will be there to nudge them in the right direction.

A Corsage of Complaints

This year's selection of complaints includes problem cases which offend both the spirit and the letter of the Official Languages Act. The illustrations we submit for the reader's edification cover the 1979 election, public servants' language rights, jurisdictional questions, and human rights.

Elections

The role of the Chief Electoral Officer and his staff vis-à-vis citizens exercising their most fundamental right in a parliamentary democracy is of obvious importance. Measures to reduce frictions at this point of contact with Canadians are therefore of particular interest in the implementation of the Official Languages Act.

File Nos. 7938, 7939, etc.

In March 1979, in preparation for the May 22 general election, the Chief Electoral Officer reminded returning officers of bilingual electoral districts of the measures to be taken to ensure service in both languages. Despite these preventive measures, 64 complaints were lodged, 41 in Moncton alone. Fifty complaints concerned unilingual English-speaking enumerators who called on Francophone electors. Most of the others involved alleged infractions of the Official Languages Act on election day.

Our investigations of the complaints concerning unilingual enumerators indicated that the shortening of the usual 60-day election period by four days may have been a contributing factor, since returning officers had less time to recruit enumerators and to make all other necessary arrangements. We proposed that returning officers be encouraged in future to request the co-operation of local minority-language organizations in recruiting suitable enumerators in areas where difficulties are encountered.

Complaints concerning lack of service in French at the polls revealed that some of the incidents may have occurred when voters mistook persons representing candidates for official election personnel. We suggested that, in future, posters should be put up at polling stations indicating that the elector can be served in both languages, and that official election personnel be identified by a distinctive badge.

After the election, the Chief Electoral Officer reported on his Office's system of auditing and monitoring in the 92 bilingual electoral districts. He determined that there had been problems in 13 districts, but was nevertheless of

the view that his objectives relating to bilingual services had been vigorously pursued and that his Office had satisfied the requirements of the Official Languages Act to the best of its ability. On the whole, we are inclined to agree with this assessment. Although unfortunate incidents did take place, there is reason to think that the auditing and monitoring procedures now in place will prevent their recurrence.

Language rights of public servants

The following complaints illustrate how the linguistic rights of employees are sometimes ignored. In the first of our examples, the error was the result of misplaced zeal and misunderstanding.

File Nos. 8381, 8389 and 8454

In the early summer of 1979, we received complaints about memoranda circulated in three departments on the question of Ministerial correspondence. Our complainants reported that they had been given to understand that, henceforth, any French-language documents for the Minister's signature would have to be accompanied by an English version. The complainants wondered, with good reason we thought, what fate was in store for French as a language of work if this sort of instruction were allowed to go unchallenged.

We contacted the departments in question, which replied that the memoranda had been issued in error, that they in no way reflected the wishes of the Ministers, and that they had been withdrawn shortly after their distribution. In reply, we suggested that Deputy Ministers should remind their employees that the principle of equality of French and English as languages of work was still in effect, not only for Ministers' correspondence but for all departmental documents.

File No. 7471 and others

Military personnel and their dependents on military bases live in an environment in which work and leisure activities are all provided within a single facility. Bilingual services are therefore even more important than in civilian life. Hence the significance our Office attached to a number of complaints about lack of service in French at Canadian Forces Bases Trenton and Lahr.

On examining services available on these bases, such as the Canadian Forces Exchanges System, radio stations and leisure activities, we learned that many of them were financed by non-public funds, in other words, by profits from the businesses, located on the bases. The current orthodoxy is that activities supported in this way are not subject to the Official Languages Act or to departmental language policy. However, if one considers the significant advantages such as low rent, the availability of a more-or-less captive clientele and various other direct and indirect benefits which they enjoy, we think there is little doubt that the people in charge should be required to ensure that all such services are available in both languages.

In any event, deficiencies in French-language service should be put right without further delay. To do otherwise will only perpetuate an unjust situation which is hardly conducive to allowing Francophone personnel and dependents to live and work on Canadian Forces Bases in their own

language. One of the ways in which the Department of National Defence might correct these shortcomings is by providing its Director General of Official Languages with the power to audit implementation of its official-languages policies on-site, and by giving a member of the base staff the responsibility of promoting official-languages matters on a full-time basis.

Jurisdictional questions

Many administrators would be hard-pressed to qualify as heroes of the language reform movement. Their tactics seem to be to seize upon the slightest jurisdictional obstacle to justify failure to provide bilingual services. The following complaints illustrate a variety of jurisdictional considerations which have been thrown out as stumbling blocks in the way of language reform.

File No. 8241

Ten years of experience with the Official Languages Act have, as the reader may imagine, brought a number of legal loopholes to our attention. We doubt if they were intended at the time the Act was drafted and we trust they can be plugged when amendments to the Act are considered by Parliament.

An example in point is Nordair Ltd. The official-languages policies of Nordair are not the same as those of Air Canada, and we therefore asked Air Canada if there were plans to harmonize their respective policies so that both would be in keeping with the Official Languages Act.

Air Canada replied that Nordair was not a Crown corporation and therefore not subject to the Official Languages Act. It also argued that Nordair had its own programme concerning the use of English and French, and that there was no need to harmonize the language policies of the two airlines.

Although Nordair is indeed not a Crown corporation, common sense suggests that it is ultimately answerable to Parliament by virtue of the fact that it is a subsidiary of Air Canada. It would be anomalous, to say the least, to contend that the Act should apply to a Crown corporation but not to its subsidiaries, when both offer similar services to the travelling public. In our view, Air Canada and the Ministry of Transport should re-examine this issue, not just in terms of narrow legal interpretations but in accordance with the spirit of the Official Languages Act.

File Nos. 7189 and 8197

Problems of jurisdiction in relation to the Official Languages Act can arise in many ways. For example, this year we received complaints about unilingual English traffic tickets served to French-speaking members of the public by the Royal Canadian Mounted Police in their role as provincial police for the Province of Saskatchewan.

This is a perennial problem which has been brought to our attention by individuals in several provinces where the RCMP, through contractual arrangements, acts as a provincial police force. It raises the question whether members of the Force acting in that capacity are considered to be provincial officers or remain federal officers subject to the requirements of the Official Languages Act. A further problem arises in connection with

documents such as traffic tickets, summonses and subpoenas which are unilingual in most of the provinces in question.

In our review of the issue, we concluded that there were no grounds for requiring that legal documents be in both languages since they emanate from courts administered by the provinces. However, even though RCMP officers in the contracting provinces provide services on behalf of both provincial and federal authorities, they continue to be bound, as members of a federal police force, to provide person-to-person services in accordance with the Official Languages Act. The RCMP has accepted this view and is endeavouring to fulfil its obligations under the Act.

File Nos. 8628 and 5644

Following the decision of the Department of Veterans Affairs to transfer the Rideau Home, a veterans' home in Ottawa, to the Province of Ontario, a member of the public wondered if the Department, in the course of the transfer negotiations, would ensure that the equal status of French and English as languages of service and of work would continue to be respected.

The Department replied that it was convinced that this principle would not be threatened when the Rideau Home was transferred to provincial administration. However, it went on to say that it could not require the province to follow the same ground rules as the Federal Government.

In our view, the issue was not one of imposing rules but of making sure that no one would be deprived of his rights following the transfer of jurisdiction. This means, in our view, that the language issue should have been raised during preliminary discussions of the transfer in the same way as any other administrative question relating to service to patients and others dealing with the Home. Since the number of veterans' hospitals under departmental jurisdiction is being systematically reduced, the situation of the Rideau Home is not a new one and, in our opinion, reflects a serious weakness in departmental policy.

Moreover, this case raises in microcosm the whole problem of the transfer of federal responsibilities to the private sector or other public jurisdictions. These are, of course, decisions which the Government will take for its own reasons, and we would be the last to argue that it should not proceed. However, and this is the important point, there should be no question of reducing service to the public or harming the position of its own employees as a result of such transfers. This can readily happen, we suggest, if language considerations are not given due weight in the planning process.

Human rights

It is distressing to observe that speaking the minority language may, in some circumstances, lead to discrimination in the workplace. Whatever the motives and reasons, this kind of injustice, even if it is at times involuntary, should never be acceptable to Canadians of either language group. The two illustrations which follow are of genuine significance in our view because they directly touch the lives of two individuals who ought to have been able to expect fairer treatment.

File Nos. 8311, 8413, 8465

An English-speaking woman was laid off her job in Montreal because she could not speak French. She applied for unemployment insurance and sought work in Rawdon, a small town 50 km from Montreal, where she lived. She said that she was subsequently denied unemployment insurance benefits because she could not speak French.

The Canada Employment and Immigration Commission stated, to the contrary, that the claimant had been disqualified from receiving the benefits, not because she did not speak French, but because she was unwilling to accept employment outside Rawdon, where job opportunities for unilingual Anglophones were scarce.

The claimant appealed the Commission's decision to a Board of Referees, an independent body. The Board upheld the Commission on the grounds that no new facts had been brought to its attention, and that the claimant's lack of knowledge of French deprived her of the opportunity to find a suitable job either in Rawdon or (surprising in our view) in Montreal.

The complainant meanwhile had brought her case to the attention of the press. Our Office also intervened as a result of representations we had received. Thereafter, the claimant was allowed to reapply for benefits and subsequently received them. Moreover, in answer to our enquiry, the chairman of the Board of Referees informed us that the inclusion of the reference to Montreal in their ruling had been a mistake.

This case raises broader issues of language skills and the job market, and the desirability of adapting the Commission's policies on unemployment insurance, language training and professional training to the changing needs of society. As it now stands, second-language training is offered to immigrants who can prove that they are unable to find employment because of an insufficient knowledge of the local working language. Canadian migrants who move from one province to another may also receive language training if they show that they had a good reason for moving and that they are unable to find work because of language problems. Those who move within a province, however, do not have the same opportunity, and although the Commission has apparently considered modifying its regulations, budgetary constraints and the belief that the provinces should be dealing with the matter have militated against any change in policy.

While the Commission's policy may make a certain amount of sense in terms of cost, it seems to be questionable on grounds of equity. The man on the street can scarcely be expected to understand how his crossing or not crossing a provincial border is relevant to his need for language training to find a job, especially when the training is being provided under the auspices of a federal agency.

We are pursuing this matter with the Commission and hope that more acceptable arrangements can be devised during the coming year.

File No. 8546

Finally, a complaint we received recently from a worker in Alberta, although not involving an infraction of the Official Languages Act, does raise questions warranting serious consideration. During breakfast in the cookhouse of an oil drilling camp, the complainant was speaking French to his companion. Upon hearing the conversation, his supervisor forbade them to speak French. After a heated discussion, the complainant was fired.

The company informed us that it supported the supervisor's action. It maintained that small matters could create tensions in a camp which in turn could jeopardize the crew's safety and efficiency. Thus, a supervisor often had to rule on individual problems that affected an operation. It added that the complainant had been asked on previous occasions not to speak French in the kitchen area and that, on this latest occasion, he had been rude and insubordinate.

We find it difficult to believe that two people talking over breakfast in a language in which they both feel comfortable should be an insufferable problem for anybody. Nevertheless, because the matter was not within our jurisdiction, we were unable to press the company any further. The issue is, however, still under consideration by the Alberta Human Rights Commission.

Federal institutions: the body in question

PART VI

Parliament has long taken for granted the need to go over the Government's financial books with the help of a professional eye. In the last ten years, the Commissioner's Office has risked collective eyestrain by exercising the role of Parliament's linguistic auditor. Resolving individual complaints can be its own reward, but only a point-by-point examination of institutional performance can hope to achieve more lasting reforms.

Financial auditors approach their work with an assurance born of proven techniques and an army of experts. Linguistic auditing has fewer precedents, more unknowns and a great deal less managerial cachet. The aim, however, is the same: to help federal institutions to a better understanding of their strengths and weaknesses, to discourage finagling and to suggest ways of using linguistic talents to good effect. Though we say so ourselves, the extent to which departments and agencies are no longer muddling along in language matters appears to owe something to our vigilance.

Between 1970 and 1978, we conducted more than eighty special studies of federal agencies and followed up on our recommendations. Only one fact clouded this achievement: the other eighty or so institutions that were begging to be reviewed. We had become something of a bicycling preacher in a colossal parish: by the time we got back to the previously converted, their linguistic morals were liable to be sorely decayed. Which is why in 1979 we decided to motorize our methodology and undertake a complete programme of audits on a regular basis.

What exactly does a linguistic audit consist of? Well, basically it looks at how successful the organization has been in providing its services in both languages, what opportunity it affords employees to work in the language of their choice, and the extent to which both linguistic groups share in carrying out its duties. Audits themselves range in scope and duration from a wall-to-wall evaluation to a narrow sampling of standard practices. Typically, they involve interviews, questionnaires, on-site visits and an examination of the organization's own procedures and controls. When we are satisfied that our diagnosis is relevant and just, a report is submitted to the senior management of the institution and to the Clerk of the Privy Council. Like any audit, it provides a base against which we can subsequently measure the patient's improvement, if any.

Copies of the reports are sometimes sent to other organizations which may be affected by our recommendations. In addition to being deposited in the Library of Parliament, they can be consulted by the public at our Ottawa, Moncton or Winnipeg offices or through the inter-library loan system.

In the following pages we try to encapsulate the linguistic virtues and vices of some 70 federal institutions. Our comments are based on recent audits, investigation of complaints, follow-up on recommendations and a review of all data made available by the institution or by the central agencies. Where no more recent audit data were available, we have relied on questionnaires and on-site visits to supplement our basic documentation. All statistics relate to the fall of 1979.

Agriculture Canada

Language reform will not win any races in the Department of Agriculture. If the Department hopes to catch up, it must continue to give careful attention to the question of Francophone representation in several sectors and make alternative administrative arrangements for bilingual positions which have unilingual incumbents.

On the language-of-service front, roughly 20% of positions are bilingual, but almost 46% of these have incumbents who are not linguistically qualified. This is an unacceptable proportion (one of the highest in the whole Public Service), particularly since the number of bilingual positions is so small compared to the total.

While popular publications are issued in both languages, certain texts of a technical nature are issued only in English. Furthermore, the installation of bilingual signs and notices at some fifty research stations and experimental farms is still incomplete.

Although the number of Francophones has increased slightly in certain employment categories, the Department has some way to go before achieving equitable participation of both linguistic communities. At present, 81% of departmental employees are Anglophones and 19% are Francophones. The latter constitute only 13% in the Research Branch, which has offices throughout the country. In the scientific and professional category, 15% of the positions are filled by Francophones.

Work documents provided to employees are consistent with the language requirements of their positions. Except in unilingual regions, internal services are available for employees in the language of their choice. In meetings at headquarters and in bilingual regions, the Department encourages the use of both languages for documentation only. Participants should also be encouraged to express themselves orally in the language of their choice.

In 1979, our Office received a total of seven complaints, dealing with the bilingualism bonus, unilingualism in the telephone answering service, a unilingual memorandum and the poor quality of French in a notice. Eight of the ten complaint files opened prior to 1979 were closed as were five of this year's. Generally speaking, the Department dealt with these complaints in a diligent and efficient manner.

Air Canada

In the past few years Air Canada has taken various steps to improve its language performance in day-to-day relations with its customers and in internal communications by establishing set procedures for in-flight announcements, determining the number of bilingual employees required for ground services and for flight crews and hiring a considerable number of bilingual passenger agents and flight attendants. A major accomplishment in the language-of-work area has been to make French the language of operations in the Quebec part of the Eastern Region.

In spite of these achievements, the Corporation continues to provide a less than satisfactory service to numbers of French-speaking customers. The need also remains to increase the use of French in services at Headquarters as well as in technical areas such as maintenance, and to attain a better overall representation of Francophone staff. Air Canada has, quite properly, adopted a methodical approach to the organization of bilingual resources. Unfortunately, neither the methods nor their implementation fully respond to the expectations of their clientele, and the Corporation still needs to demonstrate a more vigorous determination to cope with practical difficulties, including those which stem from collective agreements.

The coming year will provide the Corporation with an ideal opportunity to do this because the collective agreements signed with three major employee groups are up for renewal. The Corporation could, for example, attempt to increase the number of bilingual employees among flight attendants, passenger agents and station attendants who serve the public.

The Corporation must also improve its methods of monitoring the language practices of its staff. The great majority of employees are most co-operative. However, there are still some unhappy cases of staff who assume a rather cavalier, even downright negative attitude. The Corporation should make it clear to those involved that Air Canada regards compliance with the Act as a serious matter, as with other requirements for an effective operation, and that all staff should act accordingly.

As regards service to the public, the Corporation has to some extent increased its capabilities in several cities in Canada by hiring bilingual personnel and by providing language training to passenger agents already on the job. Moreover, as a result of our actions and the successful experiment at Ottawa airport, the Corporation has agreed to install bilingual counters in other airports. The system is expected to be in place in March 1980.

In the meantime, however, Air Canada is still unable to offer adequate service in French in several cities, whether at the reservations desk, the check-in counter or the boarding gate. This is the case particularly in Vancouver, Winnipeg, Timmins, North Bay, Fredericton, Saint John and Halifax. The same situation also prevails in several cities in the United States and the West Indies.

The Corporation has attacked the thorny problem of in-flight pilot announcements by producing a tape-recorded glossary containing common phrases in each language. This will be made available to pilots wishing to use it. We seem to have detected an increase in the number of bilingual in-flight announcements made from the flight deck these past few months, and we would like to congratulate all concerned.

With respect to language of work, Air Canada can pride itself on having changed the language of work in the Quebec portion of the Eastern Region from English to French over a two-year period. It is now directing its efforts toward developing technical terminology in French and must finish translating certain work manuals and review its policy of not hiring unilingual Francophones.

In other sectors, whether at Headquarters, Flight Operations, Maintenance, or Purchasing and Facilities, changes are slower in coming. Communications of an administrative nature are generally in both languages, but much remains to be done with respect to technical communications. Air Canada is content to await the outcome of court proceedings concerning maintenance and pilot operations manuals. Serious problems having to do with supervision and training in French in these areas are therefore still unresolved.

There has been an improvement in Francophone representation at the senior management level, which is now at 24.4%. Overall, 19.4% of the staff is Francophone and they represent 15.8% of management and 15.6% of administrative and technical support staff. They are clearly under-represented in Flight Operations where they account for only 10% of the pilots and 5% of managers. In Maintenance they represent 35% of the unionized employees, but only 15% of management. On the other hand, they represent approximately 75% of the employees in the Quebec area of the Eastern Region.

The number of complaints has regularly increased in recent years. In 1979, 153 were received. Ten were unfounded and most of the remainder concerned service to the public, in-flight announcements and services, airport announcements, and services at the check-in counter, the boarding gate and the reservations desk. Again this year, several complaints concerned the lack of advertising in French in areas where it is the minority language. We very much hope that the new policy the Corporation is to adopt on this matter will resolve the problem, which has existed for several years. Air Canada's co-operation has been good; 119 complaint files were closed this year, of which 42 had been carried over from previous years.

Atomic Energy of Canada Limited

Results from our 1979 audit suggest a very uneven performance. For the most part, Atomic Energy is capable of meeting its obligation to serve the public in both languages, the demand for service in French being relatively restricted. To all intents and purposes, however, the language of work is English, and the number of Francophone employees remains small. Generally, throughout the Corporation, there is little co-ordination of effort and a reluctance on the part of some managers to tackle the major problems in the area of official languages.

Of the approximately 6,900 positions in the organization, only 480 (7%) require that incumbents be bilingual. There are very few bilingual positions outside Montreal and Ottawa, and, doubtless more serious, some 35% of the incumbents of bilingual positions do not meet the language requirements of their positions.

Only 450 (6.5%) of the Corporation's employees are Francophones. At Headquarters and subsidiary company offices located in the National Capital Region, Francophone participation stands at 16.4% (160 of 977

employees) while in offices in Quebec it rises to 44.7%, with 136 of 304 employees being Francophones. This means that elsewhere in Canada the Francophone participation is less than 3%.

The lack of opportunity to work in French compounds AECL's difficulty in recruiting Francophones, especially in the professional groups. The Engineering Company has planned for more than a year to carry out a thorough analysis of the labour market for Francophone engineers, particularly with regard to its Montreal Office, but this has still not been done. An example of recruitment difficulties is seen in the overall Francophone participation in the engineering, scientific and administrative categories. While the total number of persons in this group has increased in the past year from 1,340 to 1,529, the number of Francophones has remained almost the same.

There have been some efforts to increase the use of French as a language of work but the limited bilingual capability within the organization, particularly at the more senior levels, is a serious handicap. Most non-technical internal documents and general information circulated to employees are available in both English and French. However, communications within the organization are primarily in English, causing particular difficulties for the subsidiary Engineering Company's Montreal Office in dealings with their own Head Office in Toronto and with much of the Corporate Office in Ottawa.

Six complaints were received in 1979, and one was unfounded. Three concerned an article which appeared in *L'Actualité* alleging discrimination and a lack of effort by the organization to recruit Francophone professionals. Another dealt with a product information folder that was available only in English. The last concerned the bilingualism bonus. Although four of the files have been closed, some of the questions raised continued to require attention.

Auditor General

Because of the importance that Parliament and the Canadian public attach to government spending, the Auditor General's Office is a key agency in the federal apparatus. Language reform has been a slow process in this organization, particularly in terms of Francophone participation which has declined since last year.

The Office has still not adopted an official-languages policy, although we understand it is working on a policy statement which will be distributed early in 1980. The Official Languages Branch will then be in a position to issue a bulletin informing employees of their language rights and obligations.

A little over 40% of the staff is bilingual, and the Office is therefore generally able to provide service, both orally and in writing, in both languages. It also tries to organize its auditing teams according to the language needs of the department being audited.

Work in the Office is arranged in such a manner that Francophones have an opportunity to work in French. All auditing programmes in units working in

French are unilingual French or bilingual, as are all communications from or with these units. Training and development courses are offered in both languages.

The participation of Francophones has decreased somewhat from 129 last year to 114. At the senior management level, the number of Anglophones has increased from 22 to 31, whereas Francophones remain at 6; of 40 Francophones in Administration last year, only 29 remain; and the 17 employees in the organization and methods group include only one Francophone. Efforts to recruit a larger number have been disappointing, with only two out of eleven candidates hired in 1979 being Francophone. To remedy the situation, the Office is planning a more complete analysis of the reasons for weak Francophone participation. We trust these efforts will quickly lead to concrete results.

The Auditor General's Office was the subject of two complaints in 1979. The first was from a Francophone who had taken part in a selection interview conducted in English. The other concerned the submission in English only of the Auditor General's preliminary report on his study of the House of Commons. The first complaint was resolved promptly; the second was still under review at year's end.

Bank of Canada

Our 1979 assessment of the Bank of Canada confirmed that it has made real progress in official-languages matters. With very few exceptions it serves the public in both languages; participation of both language groups is good; and Francophones can work to an increasing degree in their own language.

The Bank has taken the major steps of appointing an advisor on bilingualism and of establishing an advisory committee on bilingualism presided over by a deputy governor. However, a more detailed policy and better methods of employee information would accelerate implementation of the programme.

Clients receive correspondence and publicity in the appropriate language. The good linguistic quality of the Bank's publications for both the public and its employees should also be mentioned. However, bilingual services at agency wickets and at information and security desks could be offered more spontaneously.

Our study also showed that over 35% of the Bank's employees are bilingual. Knowledge of both languages is particularly high among senior executives, managers and professionals. The Bank recognizes the need for bilingual persons to serve its clients and employees; however, it prefers not to identify specific bilingual positions but to aim for general bilingualism among its staff. We find this laudable, for as we have said earlier in this Report, the mechanics of position identification can be a substitute for the genuine article.

Francophones represent 36% of some 2,000 employees, roughly 20% of managers and professionals and 40% of operational and administrative

personnel. However, in terms of regional representation, there are too few Anglophones in Montreal and Francophones in the Maritimes.

Employee services and internal documents are available in both languages except in the data processing field. However, there are too few bilingual personnel able to provide internal travel, security and library services. The Bank has already begun to remedy these weaknesses.

A number of Francophone professionals work in their own language and produce their memoranda, technical reports and oral presentations in French. Supervision in Ottawa, however, is not always available in French and there is a strong tendency for supervisors, both Anglophone and Francophone, to fill out evaluation forms in English. The Bank should resolve this problem as soon as possible.

We received one complaint against the Bank of Canada during 1979. It concerned a letter in English sent to a Francophone. The matter is still under review.

Canada Council

The Canada Council has achieved a high standard with respect to all aspects of the federal official-languages policy—language of service, language of work and equitable participation.

According to the Council, all publications, news releases and advertisements are put out in both languages. In addition, correspondence is drafted in the language of the recipient, and receptionists and switchboard operators greet the public in both English and French.

Meetings of the Council and its Advisory Panel are in both languages with simultaneous interpretation provided. Because most managers speak both languages and a majority of internal documents and services are bilingual, employees are usually able to work in their own language.

The Council has achieved an impressive level of linguistic skills among its staff. No fewer than 87% of its 207 employees are bilingual, and only five incumbents do not meet the requirements of their positions. The staff includes 131 Francophones and 76 Anglophones. At managerial levels the number of Anglophones and Francophones is more equal, but the Council needs to incline its overall participation towards the Anglophone end of the scale.

On the whole, the Council has responded promptly and in a co-operative manner with respect to complaints, and three of the four dealt with during the year have been settled. Two concerned unilingual English telephone reception in Ottawa and Prince Edward Island. The Council was at a loss to explain the incident that occurred at headquarters since all the receptionists and their replacements are bilingual. In P.E.I. the problem was settled by the installation of an automatic telephone recording device. In response to a complaint that its representative in the Maritimes could not speak French, the Council appointed a bilingual assistant representative.

Canada Labour Relations Board

The Canada Labour Relations Board plays an indispensable role in the implementation of the Canada Labour Code. It has a small, specialized clientele, for the most part employers and trade unions.

For some years the Board has spared no effort to increase its bilingual capability, and these endeavours have generally met with success so far as service to the public is concerned. The Board has also encouraged a more balanced use of the two languages in meetings at Head Office. In order to consolidate progress made by staff in the area of written communications, it has set up a language unit to check the quality of written material and compile a bilingual glossary of terms used in the technical and law-related fields in which the Board is directly involved.

Of the 86 people employed by the Board in 1979, 62 hold positions at Head Office in Ottawa; the others work in regional offices in Halifax, Montreal, Toronto, Winnipeg and Vancouver. There are 35 Anglophones and 51 Francophones on staff. Sixty positions have been identified as bilingual and slightly less than 80% of incumbents meet the language requirements of their positions. The Board has taken steps to increase this percentage.

In 1979, this Office received one complaint against the Board related to its inability to provide services in both languages at its Toronto office. The Board has assured us that it is now able to provide services in both languages at that location. We have also suggested that it follow through on its plan to give a number in the Toronto telephone directory at which Francophones may obtain services in French, and we hope that this measure will be adopted in other regions where a similar situation prevails.

Canada Mortgage and Housing Corporation

Over the years, CMHC has developed a sound official-languages policy, a bilingual public information programme, bilingual manuals and a language training programme for Corporation employees. However, our 1979 audit indicated that there has been a slowdown in the extension of the Corporation's language reform. The main reasons would appear to be the lack of clearly defined areas of responsibility, a deficient evaluation and monitoring system and inadequate data on representation of the two language groups and employees' language knowledge levels.

The Corporation has approximately 3,250 regular employees. It has slightly less than 900 occupied bilingual positions, and some 88% of the incumbents are linguistically qualified. Consequently, the Corporation should be able to serve the public in both languages. In certain regions, however, our discussions with managers and employees suggested that sensitivity to the needs of minority-language clients might have decreased. It is therefore not surprising that the Corporation's services are not always offered in the official language of the minority and that its press releases and advertisements are sometimes published only in the language of the majority.

Bilingual manuals are available to Corporation employees and a simultaneous interpretation system is used at annual managerial conferences. On the other hand, English is the language of work at Head Office, except in the Human Resources Division where both languages are used extensively. This situation is apparently due mainly to the fact that there are few Francophones in senior management positions and that a number of Anglophone managers have a limited knowledge of French. Furthermore, communications with Francophone employees in Quebec and elsewhere are not often conducted in French.

Some 35% of the Corporation's employees are Francophones. However, Francophone representation among senior executives is only 15% and among professionals earning more than $25,000, approximately 20% are Francophones.

Eleven of the nineteen complaints received in 1979 concerned a form used in applying for grants under the Canadian Home Insulation Program: only the French version of this form was distributed in Quebec, while the English version was provided everywhere else. Other complaints dealt with the quality of French in printed documents, the Corporation's failure to use the minority-language press in certain regions, and the lack of bilingual services in Barrie, Ontario. The Corporation's co-operation in settling these complaints, as well as two others which had been under investigation since 1978, was good.

Canadian Broadcasting Corporation

The CBC is very much aware of its responsibilities in official-languages matters and has taken concrete steps over the last few years to improve an already sound situation. It has, for example, put together a policy statement, prepared an official-languages plan with specific objectives, and established a language training programme geared to the functional needs of the Corporation and its staff. However, it still needs to establish monitoring mechanisms in order to assess its language programme more effectively.

Some components of the Corporation, such as Head Office and Radio Canada International, operate in both languages. In addition, a bilingual capability is maintained in all centres in order to provide services to the public in either language. The Corporation has identified as bilingual some 30% of its 12,000 positions. Unfortunately it still has difficulty ensuring services in both languages from certain agencies under contract, in particular with respect to building security, parking lot supervision and cafeteria service.

The CBC is in an almost unique situation with regard to language of work. Both language groups are well represented, with Francophones accounting for 43% of the staff and Anglophones 57%. Furthermore, since most employees work in the network of their own language, there are few problems in the area of internal communication. In bilingual centres, both languages are generally used at all administrative levels.

In some centres where employees of one network use the premises and the operational or administrative services of the other, such as the French television station in Toronto, employees belonging to the minority group sometimes find it difficult to work and to obtain internal services in the language of their choice. The Corporation is looking to language training to remedy this situation.

Of the 28 complaints received this year, 20 were founded. Some of these concerned unilingual telephone reception, screen titles, graphics and so on, while others dealt with the poor quality of the signal in Northern Ontario. Although 26 complaints were resolved during the year, including 11 from previous years, 14 cases are still under study. There has been some improvement, but the Corporation still takes too long to answer and settle complaints.

Canadian International Development Agency

In 1979, CIDA was one of the sunnier sectors of the official-languages landscape. There are still, however, a few dark corners—in particular, the limited use of French as a language of work in some sectors and the availability of certain internal documents in only language.

With a view to maintaining their generally enviable position, the Agency is taking steps to make line managers fully responsible for official-languages matters in their respective areas. Their official-languages policy and implementation plan have been published and made available to all staff, and the policy now forms part of the documentation provided to new employees. Special information booklets have also been prepared for employees going on language training and for their managers.

CIDA has no significant problems in providing service to the public in both languages. This is due in large part to the fact that 70% of its 1,000 positions are identified as bilingual and over 80% of the incumbents meet the language requirements of these positions. To prevent a repetition of past difficulties in bilingual telephone answering, all employees have been provided with written instructions and an appropriate glossary of expressions in both English and French.

A troublesome problem area identified by our Office some time ago—the inability of third parties, such as contractors acting on behalf of CIDA, to provide service in both official languages—has still not been dealt with. Might we remind the Agency that the problem has not become any easier through letting it sleep at the bottom of the basket for four years?

Francophones still amount to approximately 50% of CIDA's employees and almost 40% of the executive category. Granted the Agency's particular need to deal in French with Francophone countries, the trend of the last three years towards a more normal Anglophone representation is worth continuing. However, despite the large proportion of Francophones, there are still difficulties in ensuring the use of French as a language of work. The Agency acknowledges that major contributing factors to this state of affairs

are that fully one-third of the supervisors do not satisfy the language requirements of their bilingual positions, and that not all internal documents are available in both languages. These problems should be resolved without delay.

Of the three complaints received in 1979, one did not come within the purview of the Official Languages Act. Of the remaining two, one concerned the use of minority-language media for advertising purposes, the other unilingual reception service. In both cases, the Agency took prompt remedial action.

Canadian National

Although passenger rail services have now been assumed by Via Rail, Canadian National retains a very important network of transportation, telecommunications, express and hotel operations. All these activities involve contacts with the public at large.

Since 1978, CN has made further progress in implementing the Act. As well as encouraging the use of both languages in its contacts with the public, it has achieved a more balanced participation of the two language groups by recruiting French-speaking university graduates. Yet its ability to provide services in French is still sadly inadequate in certain parts of the country. For example, it is still unable or unwilling to recognize the demand for services in that language in a city such as Moncton which has a sizeable French-speaking community.

Publications, advertisements and press releases were issued in both languages in 1979, although advertisements were not always placed in the minority-language press. In other spheres, deficiencies in French-language services are a source of almost constant wonderment. CN Marine's shortcomings are numerous, particularly with regard to live announcements on ferries and at terminals. French-speaking clients experience considerable difficulty in obtaining service in their language at CN hotels, except in Montreal and, to a lesser extent, Moncton and Ottawa. In centres with an important Francophone minority and where CNCP Telecommunications offers counter service, Francophones should not have to be content with service by telephone as a substitute for service at the wicket. If it is to meet customer requirements adequately, the Company still has a long way to go in improving the linguistic capability of its staff in several of these sectors.

The language of work is almost always French in Quebec. At Headquarters and elsewhere it is largely English, although forms, manuals and data processing systems are now almost entirely bilingual and the number of technical training courses provided in both languages has increased.

The Company has had difficulty hiring bilingual personnel for its various hotels, the CN Tower in Toronto and CN Marine. There has, however, been a slight increase in the number of Francophone employees at various levels: at Headquarters they now represent 16% of senior executive personnel and 27% of staff at other levels, compared with 14% and 26% respectively in 1978. In the St. Lawrence Region, which corresponds roughly to the

Province of Quebec, Francophones represent 77% of the staff; elsewhere most employees are English-speaking.

In 1979, CN was the subject of 55 complaints, 6 of which were unfounded. Thirty-three of the remainder, as well as 26 from previous years, were settled. Twenty-four complaints involved CN activities in the Maritimes (particularly CN Marine) and 10 concerned the lack of French-language services in the Ottawa, Montreal and Moncton hotels. The other complaints involved telecommunications. This year we are again sorry to have to say that CN's attitude could be a good deal more positive and that the Company has been slow and even reluctant to resolve complaints.

Canadian Radio-television and Telecommunications Commission

In 1979, the situation with respect to official languages remained good in the Canadian Radio-television and Telecommunications Commission. Both in its publications and in its oral and written communications, the CRTC reflects its concern for providing complete service in both languages. It has already met its objective of assigning bilingual employees to work in all the regions, and we hope that it will maintain its present practice of providing simultaneous interpretation services at its public hearings.

In the work environment, meetings, supervision and internal services are conducted in both languages. To mention just one of the CRTC's accomplishments in 1979, computer print-outs are now bilingual: half are automatically printed in both languages and the others are produced in the language of the user.

Of the 250 incumbents of bilingual positions, some 80% meet the necessary language requirements. In 1980, the CRTC is planning to conduct a study of second language use by these employees.

The CRTC has also met its objective of equal representation of the two language groups: at the end of 1979, with a total staff of some 380, approximately 51% were Francophones and 49% Anglophones. Moreover, the CRTC has as an objective to ensure a minimum representation of 30% for each group in all occupational categories; at present, however, Francophones account for only 11% of the scientific and professional category, whereas they constitute 71% of the administrative support category.

The 2 complaints received in 1979 concerned a competition notice printed in English only. The CRTC recognized the mistake and quickly corrected it. Two complaints outstanding from last year were also settled. The CRTC has been very co-operative and has dealt effectively with all complaints brought to its attention.

Canadian Transport Commission

During the year, the Canadian Transport Commission considerably improved the quality of its services to the public, but Francophone participation again fell.

In 1979, the Commission sought to consolidate its efforts to provide service in both languages at public hearings by enclosing a pamphlet with notices of hearings announcing that bilingual services were available and by making use of minority-language weekly newspapers for its publicity. In addition, the Commission held official-languages information sessions for its managers across the country, and developed new mechanisms to monitor the implementation of its programme. The record on publications is still not entirely satisfactory, however, since, although produced in both languages, the English version tends to be issued prior to the French. The Commission should take firm steps to see that this practice is stopped and that both versions are published simultaneously.

At present some 55% of the Commission's nearly 800 employees occupy bilingual positions and 80% of them meet the necessary language requirements. This is up slightly from last year. On a less satisfactory note, the percentage of Francophones dropped slightly in 1979, for the third year in a row, going from 25.1% to 24.6%.

The language of work in the Commission is mainly English except in Montreal. At Head Office and at the Moncton Office, most meetings are held in English and a number of Francophones are still deprived of the right to be supervised in their own language. On the other hand, employee-related services are provided in both languages.

In 1979, 5 complaints were brought against the Commission. Two of these dealt with unilingual signs and reception services and were settled quickly. Two others drew attention to an advertisement published in the *Winnipeg Tribune* and the *Sudbury Sun* and not in *La Liberté* and *Le Voyageur*; this matter led to the issuance of appropriate directives. Changes in the Railway Act would be required in order to resolve the fifth complaint, relating to the anachronistic practice of posting warning signs at level crossings in English only outside Quebec while requiring them to be bilingual in that province.

Amendments to meet this deficiency in the Act have been proposed on a number of occasions by Members of Parliament and this Office, but thus far, for reasons unknown, the powers-that-be have been unwilling to proceed.

Communications

In 1979, the Department of Communications continued the gradual integration of its official-languages programme into the management of its operations. Several programmes were set up to recruit more Francophones and encourage the use of French as a working language. However, we again noted shortcomings in the area of service to the public.

The Department has a staff of some 2,000 employees spread from one end of the country to the other. Nearly 75% of the approximately 800 incumbents of bilingual positions meet the language requirements of their positions, an improvement over last year. However, the number of positions requiring a superior level of proficiency in oral French is still inadequate. This may in part account for the fact that telephone reception at both regional offices and headquarters is still not satisfactory.

Overall, one-quarter of the Department's employees are Francophones. In the technical and the scientific and professional categories, however, they make up only 21% and 12% of the staff respectively, and research and scientific work is still carried out in English most of the time. The Department is nevertheless to be commended for a number of measures it has undertaken in an attempt to correct these inequalities, including the creation of a French scientific research unit, the hiring of Francophone university trainees, the awarding of research contracts to Francophone universities and an extra effort to recruit French-speaking specialists.

Of the 9 complaints received in 1979, one was unfounded. Most concerned the French or English unilingualism of telephone receptionists. Although, as noted above, it has some difficulty finding an acceptable permanent solution to this problem, the Department continues to respond promptly and satisfactorily to the complaints brought to its attention.

Comptroller General

The Office of the Comptroller General of Canada has a central responsibility within the Public Service for financial administration and efficiency evaluation. These functions entail frequent contacts with federal agencies. All employees of the Office are located in the National Capital Region, but a number of them travel extensively throughout Canada to visit the regional offices of other federal institutions.

During 1979, we audited the official-languages situation in the Comptroller General's Office. The results reveal a considerably less-than-satisfactory performance when applying official-languages policy. The Office has great difficulty providing service in French; Francophone employees work mostly in English; and a serious disparity exists in the representation of the two language groups.

Review teams visiting other departments and agencies are not always able to provide service in French when required, and their reports to departments are generally presented in English only. Moreover, there are not enough bilingual professionals to respond promptly to oral enquiries in French. On occasion, representatives who sit on personnel selection boards are not sufficiently fluent to interview a candidate in French.

There are various reasons for this rather troubling situation. Although the Office has identified 108 of its 213 positions as bilingual, only about half of the incumbents satisfy the language requirements of their positions. The low language standards of most bilingual positions and the lack of fluency in French of many supervisors are also noticeable weaknesses. Moreover, while Francophone representation stands at 20% overall, it diminishes at the higher levels, and at the senior executive level there are no Francophones at all.

One complaint concerning unilingual telephone reception service was received this year and was quickly resolved.

Consumer and Corporate Affairs

The Department of Consumer and Corporate Affairs has made progress over the past few years, but still has difficulty providing services of equal quality in French and English in a number of regional offices outside Quebec.

In 1979, the Department distributed a revised official-languages policy to its employees. The directives, which describe the application of official-languages programmes and monitoring procedures, have been included in the personnel management manual. The Department has also set up a small group to edit and revise French texts.

Services in French in bilingual regions are now available on a more widespread basis and the quality of the French in many form letters has improved significantly. Deficiencies in service are still found, however, in Toronto, Windsor and Vancouver as well as at mobile information booths. These weaknesses are perhaps surprising given that 42% of the Department's approximately 1,000 employees occupy bilingual positions, and 85% of them meet the language requirements.

Anglophones represent 69% of the staff and Francophones 31%. Approximately 17% of employees in the executive category and 12% of staff in the scientific and professional category are Francophones. According to the Department, French is the language of approximately 70% of the work done in Quebec and of 15% to 20% of that performed in the National Capital Region. Elsewhere, the language of work and supervision is generally English, although many internal working documents are available in both languages. The Department has not yet managed to rectify one major shortcoming: the French versions of documents sent from Head Office to the regions are issued long after the English versions.

In 1979, the Department was the subject of 16 complaints, 9 of which represented violations of the Official Languages Act. The main complaints involved the lack of bilingual service at a travelling exhibition in British Columbia, the poor quality of the French in a note sent to clients, and the distribution of press releases in English only. The Department has co-operated well in dealing with the complaints brought to its attention.

Correctional Service of Canada

The Correctional Service of Canada has close to 10,000 employees: 500 at Headquarters in Ottawa, the rest in correctional institutions and parole service offices throughout the country.

Linguistic reform in the Correctional Service is still in the early stages. The course has been charted and responsibilities assigned in a general way, but detailed planning at the institutional level has hardly begun. Until this is done, and effective control mechanisms set up, progress is likely to be slow.

In April 1979, the Service issued a directive to all staff concerning official-languages services to inmates. Exceptional efforts will nevertheless be

needed to translate intentions into reality. The directive was to be followed up with a campaign to make staff and inmates more aware of their linguistic rights or responsibilities. This has yet to be done. There are 570 linguistically qualified employees in bilingual positions in Quebec, but only 50 in New Brunswick and 100 elsewhere. Special arrangements will have to be made in many cases to provide even essential services (medical, chaplaincy, classification, parole, etc.) in the minority official language.

Obtaining reliable statistics on the demand for services in the minority language has always been a problem, mainly because the Service asks only which language or languages the inmate understands. Although in-house studies and our investigations of complaints have generally revealed a substantial unsatisfied demand, management is still reluctant to see inmates asked in which official language they prefer to be served. Unless this question is asked as a matter of course, many individuals will be deprived of one of the few rights left to them.

At Headquarters, the Anglophone-Francophone ratio is 65:35. By contrast, in the regions the proportions are very much out of balance, with the inmate population being only 1% Anglophone in Quebec and only 1% Francophone in the other provinces (less than that if New Brunswick is excluded).

Despite the number of Francophones at Headquarters (190 out of a total of just over 500), French still lags far behind English as a language of work. Staff are free to submit reports in the language of their choice, but Francophones often prefer to use English. A spot check of correspondence from Headquarters to institutions in Quebec revealed that in one month 90 documents had been sent in English only. Surprisingly, 58% were from staff who were officially bilingual, and 17% from Francophones. This obviously suggests a pattern which is anomalous, to say the least. A language-of-work co-ordinator has been appointed to investigate the situation and propose solutions.

The Office received 8 complaints this year. Two of them concerned Headquarters; the others related to services provided to Francophone inmates outside Quebec. All have been settled satisfactorily, except one dealing with French-language service in the Matsqui Institution (B.C.) and another concerning a unilingual sign on the gate at the Dorchester Penitentiary in New Brunswick. These are still under review.

Crown Assets Disposal Corporation

The Crown Assets Disposal Corporation is a small organization of some 70 employees charged with the task of disposing of the Federal Government's surplus equipment and supplies. Its record in the official-languages area is more than satisfactory.

There are almost as many Francophones as Anglophones in the Corporation, and service in both languages can be assured without difficulty. Moreover, the Corporation's policy on official languages is clear; performance is checked on the basis of regular progress reports; employees are

aware of their rights and obligations under the Act; and all advertising, public relations material and publications are in both languages.

French is used extensively as a language of work at the Head Office, and in offices in the National Capital Region and in Quebec. Personnel and central services are available in both languages and internal documentation is bilingual.

The Corporation faces a major linguistic problem in its capacity as an intermediary between government institutions and the general public. Government departments and agencies are not required by the Treasury Board to submit their annual surplus reports to the Corporation in both official languages. Since 85% of departments submit them in English only, the result is a major translation task, often made very difficult because of the highly technical terminology used in describing sophisticated equipment. A re-examination of this question should be on the agenda of the Treasury Board for 1980, and we will be watching for the results.

No complaints were lodged against the Corporation in 1979.

Economic Council

The Economic Council of Canada publishes economic research and policy recommendations for the attention of the Government as well as various public and private institutions and the general public.

During 1979, our Office conducted an audit of the official-languages situation in the Council. We learned that, although it has no comprehensive policy statement on official languages, its guidelines on publications state clearly that the results of all research will be published in both languages. Communications with the public are also in both languages, but the status of French as an internal language of research work is very weak and there is a disparity in the representation of the two language groups.

Only a limited amount of research is carried out in French. This is not surprising since, although Francophones constitute 37% of the staff, they are for the most part located in the support areas. There is only one Francophone among 19 senior executives and four among 46 economists. Furthermore, of a total of 18 senior executives and economists in bilingual positions, only six meet the language requirements of their positions. We believe that senior management should make a sustained effort to overcome these deficiencies.

To help correct the language-of-work problem, the Council is attempting to provide a more satisfactory work environment for Francophone researchers by forming one or two mixed research groups. These groups would contain only bilingual positions and half of the researchers would be Francophone and half Anglophone. We shall be watching the development of this project with interest.

The only complaint received against the Council in 1979 was unfounded.

Employment and Immigration

The Employment and Immigration Commission, with over 22,000 employees, has some 600 points of service across the country and 56 abroad. Considering its size and the frequency of its contacts with the Canadian public, the Commission's performance in the area of official languages deserves more than honourable mention.

Over the past year, the Commission has adopted a number of measures to improve the provision of services in the two official languages. It has, for example, developed a policy on the use of official-language minority media, taken steps to deploy staff to ensure better bilingual service, and systematically adopted a policy of posting job offers in both official languages in all offices where a demand has been identified. On a broader scale, it has sought closer liaison with official-language minority associations and has made an effort to be as sensitive as possible to the language needs of its clientele.

By and large, the Commission has ensured that it is capable of providing services in both languages. In areas where there is a high concentration of the minority population, a sizeable number of bilingual positions have been identified. In Eastern and Northern Ontario, for instance, more than 56% of all occupied positions are bilingual. In New Brunswick, the figure is close to 48% and in Quebec it ranges from a high of some 57% in Montreal to 48% elsewhere in the province. Furthermore, in those areas, over 85% of the incumbents meet the language requirements of their positions. In the rest of the country, however, there is a drop in the number of bilingual positions to an extent where services to the minority population cannot help but be adversely affected. We might observe in this context that almost one-third of the complaints received by this Office in the past year came from Prince Edward Island, Alberta, Manitoba and British Columbia — areas where few bilingual positions have been identified.

In 1979, an interesting pilot project was developed in the Halifax/Dartmouth area. The Commission undertook a media blitz to advertise the availability of its services in both official languages. Initial results of the experiment indicate a sizeable increase in the demand for services in French. As we have said many times, an ounce of known availability is worth a pound of significant demand surveys.

The overall representation of Francophones throughout the Department stands at 32%, while in the National Capital Region it is 34.4%. Francophone representation is generally good throughout the various occupational categories, the two main exceptions being the foreign service and information service categories with some 15% and 18% respectively. The concentration of Francophones is such that French can be used as a language of work in a number of areas. Furthermore, internal documentation is normally bilingual and a policy on the use of official languages at meetings has been approved.

In 1979, we received 63 complaints concerning the Commission, 7 of which proved unfounded. Most of the remainder referred to receptionists and other

staff members who were unable to provide service in French themselves and were either unwilling or slow to find someone who could. A number of Francophones complained about correspondence addressed to them in English and the unavailability of pamphlets and other documents in French. Finally, English press releases were occasionally sent to French weekly newspapers. The Commission dealt with these matters effectively and without delay, showing once more the excellent co-operation we have come to expect from this organization.

Energy, Mines and Resources

It is hard to describe the Department's linguistic performance in 1979 as better than lethargic. It still has trouble providing services in both official languages, and English is still by and large the only language of work of its employees. It is hard to imagine this situation changing without a radically altered commitment on the part of senior management.

During the year, the Department established a policy on the language of documents intended for the public. It touches upon correspondence, forms, advertisements, publications, reports and maps. As a general rule, such material is to be produced in both official languages except when destined for a small and specialized public. An advisory committee on publications, reporting to the Deputy Minister, will monitor the implementation of the policy.

Despite these efforts, an equitable position for both official languages continues to be hindered by a lack of capability in French. Only 16% of the Department's 3,574 employees have French as their first language. In the scientific and professional category, a key group in the Department, the figure drops to 6% out of a total of 1,081 employees. Furthermore, although 1,046 bilingual positions have been identified throughout the Department, over a third of the incumbents do not meet the language requirements of their positions.

This situation affects both the provision of service and the language of work. On the service side, communications with Francophone clients are all too frequently in English only, as are many publications which have not yet been translated. It is hoped that, as the new policy is implemented, improvements in the area of written communication will be forthcoming. As regards the language of work, personnel and other internal services are not always available in both languages, and some internal documents still exist in English only. Furthermore, unilingual supervision is quite common.

Nineteen complaints concerning the Department were filed with this Office in 1979. Four referred to unilingual English telephone reception and four dealt with unilingual English documents, among them a map of Ottawa-Hull with topographical indications in English only. The rest touched on matters such as a lack of advertisements in French newspapers, unilingual internal documents emanating from the Financial Services Branch and two positions identified as unilingual when both languages were necessary. While the

Department responded to all complaints, the fact that a number keep recurring in the same areas suggests a lack of long-term solutions.

Environment

During 1979, Environment Canada underwent two major changes—Parks Canada became part of the Department and the Fisheries component left to form a department of its own. When the dust had settled, Environment was left with almost 11,000 employees, more than 4,000 of whom arrived with Parks Canada.

For the purposes of this review, Parks Canada will be examined as a separate entity, following our comments on the rest of the Department. We might observe at the outset, however, that while senior management shows a good deal of concern for official-languages matters, the Department as a whole and the Parks Canada component in particular reflect the inevitable consequences of low Francophone participation: absence of bilingual personnel, and consequent (even if involuntary) lack of sensitivity for the preoccupations of Francophone clients and employees.

To determine the volume of service required in any given area, Environment will be undertaking a survey of demand for services originating with the minority-language groups. At present, it is having problems providing adequate service to its Francophone clientele. Besides the usual difficulties with telephone reception and signs, a number of publications are not yet available in French. Many of these problems are caused by lack of bilingual personnel: less than 25% of the Department's occupied positions are identified as bilingual and only 31% of the incumbents meet the language requirements of these positions.

Francophone representation stands at 15%, but in the scientific and professional category the figure drops to 9%. In the circumstances, Francophones are not likely to find it easy to work in their own language, particularly when internal documents and supervision are not always available in French.

Parks Canada has undertaken a demand survey aimed particularly at the travelling public. It has had problems in this area, especially in providing service in French at exhibitions and in the parks. The main reason for these problems is undoubtedly the lack of a bilingual capability, only about 12% of its occupied positions being identified as bilingual.

Francophone representation stands at 15% in Parks Canada, moving from a low of 12% in the operational category to a high of almost 23% in administrative support. This inevitably hinders the use of French as a language of work, particularly since internal documents and supervision are not always available in French.

The proposed move of the Ontario Regional Office of Parks Canada from Cornwall to Peterborough could mean a loss of as many as 50% of its French-speaking employees, a development which would evidently have a negative impact on the Office's institutional bilingualism. As we have observed in Part I of this Report, the lack of educational facilities for the

children of Francophone employees in Peterborough has caused considerable concern among the Franco-Ontarian community.

In 1979, this Office received 12 complaints against Environment and Parks Canada. Three were unfounded. Most of the rest referred to unilingual guides in various museums and parks and English-only memoranda and stamps in two offices of Parks Canada. One complaint referred to officials of Parks Canada in Halifax who met with a group of Acadians to discuss Acadian survival in English. Hard to believe, but true.

At year's end, we received a number of complaints against the Federal Environment Assessment Review Office, a component of Environment, concerning a hearing at which an environmental statement prepared by Eldorado Limited was submitted in English only. The matter is still under review.

Export Development Corporation

The Export Development Corporation made considerable progress in the official-languages area during 1979. The Corporation prepared a departmental plan, established a system to check its implementation, put together a language training programme using intensive and retention courses, and completed the translation of all its forms. However, it will have to increase its efforts to provide Francophones with a more equitable standing in the organization, particularly at the executive level.

Improvements on the language-of-service front were particularly noteworthy. Telephone and reception services as well as publications for the general public are now available in both languages. In addition, judicious use has been made of the French and English media to promote its various programmes. With almost a third of its slightly less than 400 employees bilingual, the Corporation appears to be in a position, as a general rule, to meet the needs of its clientele.

The use of French still poses problems in internal communications, both at meetings and for employees' annual evaluations. Some internal services in the Administrative and Finance divisions are not always provided in both languages because of the limited bilingual capability of the staff involved.

The EDC's greatest problem relates to representation of the two language groups. Francophones amount to only 20% of the entire staff and there is a serious imbalance in the Finance Division (8%), Operations Europe and Operations America (11%) and at the senior executive level (13%). The Corporation is aware of this inequality and plans to intensify its recruiting in Francophone universities.

The one complaint we received about the Corporation in 1979 concerned the failure to publish a notice in a Quebec English-language weekly. The matter is still under investigation.

External Affairs

During 1979, External Affairs continued to improve the linguistic aspects of its service to the public. The Department also increased the participation of Francophones and made some progress with regard to language of work. Although these efforts are laudable, weaknesses remain, particularly in a few passport offices.

As part of its evaluation activities, the Department reviewed the availability of bilingual service to the public at its missions abroad. The results indicated that all offices with a significant demand in either language could readily respond to needs, and that there was some bilingual capability almost everywhere else. Signage at missions abroad is bilingual, and publications and information services are available in both languages. However, the review pinpointed some problem areas, such as after-hours service. Corrective action is in progress.

The Department has passport offices in Ottawa and seven other locations across Canada. Although efforts have been made to extend bilingual services, the Halifax office, which serves the Maritime Region, still had no bilingual sign outside and no bilingual employee on its staff by year's end. We were assured, however, that solutions were at hand. Three other regional offices—Vancouver, Edmonton and Winnipeg—have only one bilingual person each. A special effort should be made in this area, particularly in view of the symbolic significance of passports and also because the request for a passport is the only contact many Canadians will ever have with the Department.

Certain initiatives taken during the year have placed French on a more equitable footing with English as a language of work. Most internal documents and services are now available in both languages, as are all professional training courses. Unfortunately, the French courses are often not held because of a lack of Francophone candidates, an anomaly which should be examined more closely in view of the fact that Francophones account for 31% of the total staff. Supervision and performance appraisals continue to present problems because of unilingual supervisors. An inadequate number of bilingual secretaries also hinders a broader use of French.

We received 5 complaints about External Affairs during the year. One referred to relations with the public on the part of embassy staff; another concerned proposed changes to the Canadian passport. The 3 others were related to service being offered in English only by various passport offices. These three are still under investigation. The 4 complaints remaining from 1978 were resolved during the year.

Farm Credit Corporation

The Farm Credit Corporation employs 668 individuals working either at Head Office in Ottawa or in the regional offices. Its official-languages policy is good, its services are normally provided in both languages and, on balance, Francophone participation is equitable.

Nevertheless, this year's audit of the Corporation revealed certain deficiencies with regard to language of service and language of work. We made several recommendations concerning these two matters, stressing in particular the need to include language-related requirements in operational planning and to set up improved monitoring systems.

Publications and loan applications are available in both languages, and in 1979 the Corporation prepared a French version of its mortgage form, which henceforth will be available to its Francophone clients in New Brunswick. In this regard, the Corporation has informed us that a problem exists with respect to provincial regulations concerning the registration of legal documents. All provinces except New Brunswick and Quebec require that unilingual English documents be registered. New Brunswick and Quebec accept documents in either official language.

In Quebec the Corporation has a high bilingual capability; the Anglophone minority can thus receive oral and written communications in their language. Elsewhere in Canada, letters to French-speaking clients are not always in their language. Two other problems relating to all regional offices were also noted: telephones are not always answered in both languages, and press releases and newspaper advertising are sometimes issued only in the majority language of the area.

At Head Office, both languages are used extensively. Elsewhere however, in regions other than Quebec, English is the working language for supervision, at meetings, in internal correspondence and for employee services. Furthermore, when Head Office communicates with Francophone employees in the regions, it sometimes does so in English.

The Anglophone-Francophone ratio is 72:28 and Francophones are well represented at all organizational levels. Francophones make up 37% of senior management personnel, 23% of administrative personnel, 25% of credit advisors and 35% of administrative support staff.

The two complaints received this year about the Corporation have not yet been settled. One dealt with the lack of French-language service in Manitoba, where the Corporation had only one French-speaking officer; the other concerned English texts that the Corporation had sent for publication in a French-language newspaper.

Federal Business Development Bank

On the whole the Federal Business Development Bank cannot be seriously faulted on its 1979 linguistic performance.

The Bank has now published an official-languages policy statement, created a section to oversee implementation of the Act and set up a language training programme for its executives. However, it does not yet have a system for assessing and monitoring its official-languages programme, and it has not yet informed its employees of its policies and of their rights and responsibilities under the Act. It intends to rectify these shortcomings in 1980.

As a general rule, all services to the public are bilingual, including communication over the telephone and in person, publications, advertising, forms and courses available to clients. However, some signs identifying the Bank are still unilingual, and should be changed to a bilingual format without delay. It is interesting to note that the Bank finds identifying the language requirements of each of its positions too restrictive. Instead, it assesses each work unit in terms of the percentages of French- and English-speaking clients, and recruitment depends directly on the demand for services in the two languages.

Of roughly 2,400 employees working at Head Office in Montreal and more than 100 branches across the country, about 75% are Anglophone and 25% Francophone. The latter are to be found mainly at Head Office (141) and in bilingual regions (304). Supervision and personnel services are provided in both languages. Employees can usually use either language at internal meetings, and have bilingual documents at their disposal.

This year our Office received 6 complaints concerning the Bank. One proved to be unfounded and the others concerned correspondence, publications, signs and unilingual advertising. Three were settled quickly and effectively, and 2 are still under review.

Federal-Provincial Relations Office

The Federal-Provincial Relations Office maintains regular contacts with Cabinet and its various committees and with departments and agencies of the federal and provincial governments. In order to serve its clientele properly, the FPRO requires a high level of bilingualism, something it has managed to maintain over the last few years. At the present time, over 70% of its employees are bilingual, and it has also achieved equitable participation of both language groups. Somewhat to our surprise, however, the Office is not always able to provide bilingual telephone reception. An internal audit revealed that telephones were answered in one language only approximately 25% of the time.

The FPRO's Management Committee studies official-languages matters regularly and has agreed to establish an internal monitoring system to take stock of the language situation in each of its areas of activity. Unfortunately, the Office still does not have its own official-languages policy.

Both languages are widely used in most FPRO branches. It is estimated that English is used 65% and French 35% of the time. A policy on manuals and other internal work documents was drawn up during the year. The Office realizes, however, that further efforts must be made to promote the use of French, especially at meetings and in communications between employees and their supervisors.

Both language groups are well represented within the FPRO, with Anglophones constituting some 60% of the staff and Francophones roughly 40%. Francophone representation among members of the executive category, however, has decreased in comparison with last year: there are

currently 11 Anglophones and 5 Francophones in executive positions, compared with 6 in each language group last year.

Two complaints were lodged against the Office in 1979. The first concerned a unilingual English document submitted to a parliamentary committee. The FPRO quickly corrected the error, and the document was available in both languages the following day. We took the opportunity to remind the Office that it should submit all documents to Parliament in both languages at the same time. The second complaint, still under review, concerned a unilingual English report on relations between the Government of Canada and the Province of Quebec (1967-1977).

Finance

During 1979, the Department of Finance continued to move—ever so slowly—towards a more adequate language regime. Progress was made with language training and evaluation, and an excellent report was produced on the use of the two languages in the various branches of the Department. We must now hope that all this will produce more concrete results in the years ahead.

The Department is generally capable of providing service in the language of the client, although there still are instances where Francophones are addressed in English, and information is still not available, on occasion, in French until after the English version has been made public. At first glance, the Department appears well equipped to provide service in both languages since 428 of its 652 employees are in bilingual positions and 84% of them are linguistically qualified. However, the fly in the ointment (as we indicated last year) is that fewer than ten of these bilingual positions require a high degree of fluency in French.

According to the departmental report mentioned above, Francophone employees work in their own language some 30% of the time, but 40% of them want more French supervision and 55% want more French at meetings. This will be difficult because Francophones represent only 20% of the staff in the scientific and professional category, and it is still the case that only three Francophones are found among the 31 executives.

Eight complaints were received this year, but four of them were considered unfounded. The others, plus one from last year, concerned the failure to advertise Canada Savings Bonds in weeklies serving official-language minorities. The Department has co-operated fully with our Office, and we are confident that this problem is being resolved.

Fisheries and Oceans

The Department of Fisheries and Oceans was carved out of the former Fisheries and Environment Ministry in April 1979. It has over 5,700 employees, with some 10% in the National Capital Region and the rest spread across the country. High concentrations in British Columbia, Nova Scotia and Newfoundland account for about two-thirds of the staff.

In spite of efforts to develop a more organized approach to language reform, the Department continues to show acute deficiencies in all three areas of concern: language of service, language of work and a more equitable representation of both language communities among departmental staff.

The Department has trouble providing service in both official languages outside the Province of Quebec. Throughout the Maritimes, for instance, where there is a sizeable clientele of Francophone fishermen, the failure to provide services in French is a matter of serious concern. The fact that only 10% of positions in that region have bilingual requirements and that a good deal less than half of their occupants meet those requirements helps explain the growing frustration of a Francophone public who depend on receiving effective service in their language. The situation is somewhat better in the National Capital Region, but in the rest of the country there is virtually no capability to provide service in French. Overall figures for the Department indicate that roughly 12% of positions are bilingual and that 37.5% of incumbents do not meet the language requirements of their positions.

Only 8% of the Department's employees have French as their first language; internal documents, particularly those of a scientific or technical nature, are not always produced in both languages; and central services are frequently not available in French. In such circumstances, it is very hard for Francophones to work in their own language, and their representation within the Department barely amounts to tokenism.

Six complaints were lodged against the Department this year. Of these, 3 referred to unilingual English guides and documents at the Department's exhibitions in British Columbia. Others concerned an English press release sent to a French newspaper, unilingual licence plates on fishing boats and a four-month delay in receiving the French version of a departmental publication. The Department was co-operative and the first 3 complaints received during the year were resolved promptly; the remaining 3 are still under review.

House of Commons

At the request of the Speaker, we conducted a special study of the House of Commons during 1979. It examined services provided to the public and to Members of Parliament, internal services available to employees, and language of work. The study takes on special significance in view of Parliament's own action ten years ago in establishing English and French as Canada's official languages, for it reveals the extent to which the Commons' administration has practised what their political masters preached.

A long tradition and the presence of a large number of bilingual employees have resulted in a generally satisfactory provision of services in both official languages. Weak spots persist, however, especially with respect to certain services offered to the public and the use of French as a language of work. In order to remedy this situation, the Commissioner has recommended several corrective measures, including the establishment of an official-languages policy and the setting up of control and audit systems.

Most of the numerous services provided by the House of Commons staff to Members of Parliament are offered in both official languages. Messenger and page services nevertheless continue to present some problems.

The overall situation is also good for services offered to the public, although various weaknesses have been identified. The most glaring are several unilingual plaques in the Centre Block, a situation we have criticized for a number of years, and unilingual inscriptions at the entrance to the Centre Block and in the Memorial Chamber. Telephones are not always answered in both languages, and the security staff and others responsible for greeting visitors, especially at the entrances to the various buildings, sometimes use French upon request only. All these shortcomings are significant at the seat of the Canadian Parliament, and a special effort should be made to deal with them effectively without delay.

Two-thirds of the roughly 1,775 employees have French as their mother tongue, and 40% of senior and middle managers are Francophones. While we can understand why an organization with an abnormally high demand for bilingual services leans towards higher than usual Francophone representation, a better overall balance should be a clear objective for the future. Most internal documents are available in both languages, but internal communications usually take place in English, generally because that language is widely used by senior management and because a certain number of supervisors are unilingual.

During 1979, we received 13 complaints about the distribution of unilingual English memoranda, telephone reception in the Press Gallery, the absence of service in French at the information desk in the Centre Block, and a unilingual inscription on a piece of sculpture. One of the complaints was unfounded. One was dealt with satisfactorily, as were 3 which had been lodged in 1978. We expect that those matters still under study will be settled when the recommendations of our special study are implemented.

Indian Affairs and Northern Development

Having defined its official-languages policy in 1978, the Department proceeded in 1979 to inform its employees about their linguistic rights and obligations. Information sessions were organized and relevant documentation was distributed to all employees. These efforts are laudable, but like the swallow they do not a summer make, and more substantial results in the Department's language reform are very slow in coming.

The record relating to publications might serve as an illustration. Despite the Department's decision last year to issue all its publications in both languages, in 1979 the Indian and Inuit Affairs Program published more than a quarter of its brochures for the general public in English only. We hope the Department's efforts to prevent this from happening again in the future will be successful.

The Department's indifferent record is perhaps not surprising given the statistical picture it presents of Francophone participation and individual

bilingualism. Total participation of Francophones remains at little more than 13% and remains particularly weak in the senior executive and operational categories. The organization employs over 6,100 people (a reduction of about 4,000 from 1978 because of the transfer of Parks Canada to the Department of the Environment), of whom less than 20% hold bilingual positions; over 70% of the incumbents of these positions meet the language requirements.

Although most documents are bilingual, the working language of the Department is still primarily English because of the low percentage of Francophones and the apparently prevalent feeling that Indian and Northern Affairs has always been and always will be an Anglophone preserve. The Department has, however, made progress with respect to job descriptions and training and development courses, which are now available in both languages. French is also increasingly used in the data processing field. Unfortunately, little improvement has been evident with respect to communication in French with offices in Quebec. This situation is unacceptable and we trust the Department will take firm steps to rectify it in the very near future.

Of the 15 complaints received in 1979, 6 were founded; they concerned, among other things, the unilingualism of internal documents, the lack of advertising in French minority-group weekly publications and English correspondence sent to a French-language school board. The Department demonstrated excellent co-operation in handling these complaints.

Industry, Trade and Commerce

In 1979, the Department of Industry, Trade and Commerce maintained its slow progress toward a more satisfactory language regime. However, adequate service is still not as available as it should be, and English remains the departmental language of work to a very large extent.

Close to half of the Department's over 3,000 positions are classified as bilingual, and almost 90% of the incumbents meet the language requirements. Following observations we made last year, the Department has slightly increased the number of positions requiring a superior knowledge of both official languages, but it still has difficulty serving customers in French, particularly with regard to the distribution of publicity material.

Francophone employees, who represent 20% of the total staff, have little influence on the language of work. Only a very small number hold senior positions, and the Department's clientele is for the most part Anglophone. Close to half the Department's 481 Francophones are in the technical, administrative support and operational categories. Moreover, the Department has not met its own deadlines to increase Francophone representation at all levels.

Of the 18 complaints received in 1979, one was unfounded. The most important were 5 concerning unilingual publicity and 2 with respect to service to the public. In most cases, the Department was co-operative and remedied the situation quickly.

Justice

The Department of Justice has continued this year to improve its performance in the area of official languages.

The Department has an important role to play in preparing federal legislation. In the past, it had been departmental practice to draft legislation in English first, and then to prepare a French translation of the English text. This practice is hardly satisfactory since Francophone legal draftsmen have either to draft in their second language or be relegated to the role of vetting translations.

The Department has taken a number of initiatives in the past year to correct this situation. An increased number of Francophone legal draftsmen and the adoption of new work methods should encourage the practice of parallel drafting of French and English texts, and thus ensure the French language a position of equality in this vital area. Much, however, remains to be done. The main stumbling block is the fact that consultations with departments with respect to drafting and the review of regulations are conducted almost exclusively in English. We believe this problem requires closer attention from senior officials in Justice and in the other departments and agencies involved, particularly the Privy Council Office.

In the other sectors of activity, mechanisms for monitoring progress in language of work and language of service are still not in place. The Department has, however, distributed a brochure to its managerial staff which defines their responsibilities within the framework of the Department's official-languages policy.

At Headquarters, the Department is able to serve the public and issue information in both languages. However, bilingualism is far from the norm among legal personnel seconded to other departments and in regional offices—Quebec excepted. In the National Capital Region 105 of the 285 legal advisor positions are identified as bilingual. In the Quebec regional office, the figures are 18 out of 35, while in the other regional offices, only one out of 150 is identified as bilingual. The Department should increase its French-language capability in those English-speaking provinces where significant numbers of Francophones reside.

The Department is currently studying ways of remedying weaknesses in the language-of-work field that stem mainly from a lack of bilingualism among managers and disproportionate representation of the two language groups. While 48% of positions are identified as bilingual, close to 30% of the incumbents do not meet the language requirements, and at the supervisory level over 40% of managers are not linguistically qualified. In the administrative and personnel services sectors, there has been scarcely any improvement since we conducted a special study of the Department three years ago.

Francophones make up some 31% of the nearly 1,300 employees in the Department. Nine of 36 senior officials are French-speaking, but among the 470 legal advisers Francophone representation has declined from 124 in 1978 to 112 in 1979. There are 76 Francophones among the 285 legal

advisers in the National Capital Region. However, there is only one Anglophone among the 35 legal advisers in Quebec and only two Francophones among the 150 in the rest of the country. The Department should look into the situation in both areas with a view to correcting such obvious imbalances.

The two complaints lodged against the Department last year were unfounded.

Labour

The Department of Labour has 671 employees, 62% of whom are in the National Capital Region. The rest serve in five regional offices and a number of district offices across the country.

The Department has adopted an official-languages policy which was distributed in 1978, and employees are generally well informed about it. An audit and evaluation system for official languages is planned but not yet in place.

The Department is generally able to provide service in both languages in the National Capital Region, Quebec, New Brunswick and Northern Ontario. Over 70% of the incumbents of bilingual positions are linguistically qualified, but the number of these positions requiring a high level of proficiency in French remains lower than it should be. Mediation, conciliation and inspection services in French are provided in Southern Ontario and in the Western regions by officers from Headquarters or the St. Lawrence Region.

English is by and large the only language of work except in the Montreal office. Furthermore, although most internal documents are translated, unilingual supervision is prevalent, and French is used very rarely during meetings.

Francophone representation stands at 25% of the staff, but 54% of the French-speaking employees are in the administrative support category. Only two of the 13 senior executives are Francophone, and their representation is very low in the scientific and professional category (6.5%) and the technical category (6.1%).

Three complaints were received this year. Two were unfounded and the third concerned an English document sent to a Francophone. The Department is still investigating the matter.

Law Reform Commission

The Law Reform Commission's overall performance in the area of official languages is excellent.

The Commission has distributed a statement of language policy to its staff and made available guidelines designed to inform employees of their rights and obligations under the Act.

Things are also pretty well as they should be in terms of service to the public. The Commission's research papers and information documents are published bilingually and reception service is also provided in both languages.

With respect to language of work, it is worthy of note that research reports are generally drafted in the language of the author. The Commission will, however, have to continue to encourage Francophones in the operational area to write in French.

Thirty-one of the organization's thirty-four permanent positions have been designated bilingual. Francophones occupy most of the permanent positions which ensure the operation of this organization. On the other hand, in the research area, where specialists are employed on contract, the great majority are Anglophones.

No complaints about the Commission were received in 1979.

Library of Parliament

Our summer 1979 audit of the Library of Parliament confirms that the official-languages situation is a healthy one. The Library is able to serve clients in the language of their choice and employees are usually able to work in their own language.

The Library's principal clients are MPs and Senators, their staff and members of the Press Gallery, all of whom are generally able to obtain services in either language. These include telephone reception (several hundred calls a day), counter service, forms and posters.

Most employees may choose to work in either language, except in certain divisions of the Research Branch where some supervisors are unilingual. The infrequent senior management and division head meetings are held in English; in other meetings, receptive bilingualism is the accepted practice, each person speaking in the language of his choice. All written documentation intended for the staff as a whole and nearly all internal administrative forms are bilingual. Steps should, however, be taken to ensure that selection board members are capable of evaluating candidates in either official language; this has not always been the case.

Francophones are well represented (44%) among the Library's 188 employees. Together with the fact that over 65% of the staff is bilingual, this no doubt helps to explain why, again this year, we received no complaints about the Library.

Medical Research Council

The Medical Research Council provides grants for basic, applied and clinical research projects in the health sciences. The Council has 24 members and a Secretariat with 38 employees. In addition, the Council calls upon the services of 27 working committees whose 219 members are appointed by the Council to evaluate applications for grants and awards.

The Council's official-languages record is fairly good. A tradition of bilingualism indicates a concern for the two languages, both in its general approach and in its publications. Furthermore, simultaneous interpretation is used during general meetings of the Council. However, our 1979 audit revealed weaknesses in its client services and inconsistency in applying measures relating to official languages.

Following discussions with our Office, the Council published its official-languages policy in its monthly *Bulletin* and inserted in its *Grants and Awards Guide* a notice that applications may be submitted in either language.

Oral communication with Francophone clients is not always in French, and the client's language preference is not always respected in written communications, even when a form letter is to be sent. This situation stems from the fact that only 17 employees meet the language requirements of the 23 secretariat positions identified as bilingual. In addition, the level of bilingualism required for six positions is inadequate.

Francophone participation is good in the Council (35%) and in the Secretariat (31%) but somewhat low (21%) in the committees. We noted a problem with the use of bilingual resources: a number of bilingual employees in the Secretariat have duties for which only English is needed, while employees who are essentially unilingual hold positions where a mastery of both languages should be required. This explains in part why the Council's supervisory activities and meetings are usually carried on in English and why internal services have traditionally been provided in English.

No complaints were received in 1979.

National Arts Centre

The very nature of the Arts Centre's mandate means that it has a leading role to play in the National Capital in the area of official languages. It should therefore always strive for excellence, and we are happy to be able to report that an assessment conducted by our Office in 1979 showed that the Centre deserves applause for its performance, particularly with regard to service to the public. Lurking in the wings, however, were problems related to language of work and participation of both linguistic groups which require careful attention.

The Centre has achieved a high level of bilingualism. It has 209 permanent employees, and 90% of those occupying positions involving contact with the public are bilingual. Of more than three hundred part-time employees, all those who have contact with the public are bilingual, with the exception of restaurant employees, of whom only 50% know both languages. The latter situation can hardly be regarded as satisfactory and should be rectified as soon as possible.

Generally speaking, these achievements make it possible for the Centre to serve the public well in both languages, whether at ticket counters, in the parking garage or in the lobbies and theatres. All documentation and publicity material is carefully prepared to meet the language requirements of the clientele for which it is intended. Service to the public in terms of balance between English and French programming is also good.

The Centre still needs to devote a greater effort to increasing the use of French in internal communications. Because it has very few Francophone managers and a number of its Anglophone managers are unilingual, English is the main language of work in the Centre's various committees and

departments. An exception is the French theatre department, which operates mainly in French, although its technical support services are not always provided in that language. Administrative services are available in both languages, but in some cases supervision cannot be provided in French. An increase in the number of Francophones in senior executive and managerial positions and more thorough language training for Anglophone managers would be helpful in facilitating the use of French in internal communications.

Fifteen complaints against the Centre were lodged in 1979, compared with 22 in 1978. Among other things, they concerned unilingual English signs and announcements made during concerts, unilingual documents issued by other organizations but distributed by the Centre, and an alleged lack of linguistic balance in the Centre's programming. The Centre was co-operative in remedying the problems.

National Capital Commission

A special study conducted this year shows that the National Capital Commission is able, generally speaking, to meet its language of service requirements, but is remiss in the area of language of work.

The Commission is quite successful in providing service to the general public in both official languages. This is especially commendable in view of the variety of services it offers and the numerous forms of recreation and entertainment for which it is responsible, in addition to a wide range of dealings with a specialized clientele, including contractors, consultants, suppliers and tenants. It should be noted, however, that although contract forms are bilingual, the accompanying instructions are still almost exclusively in English. The Commission should rectify this situation without delay.

The language of work is essentially English, except at the Gatineau Park Office and in the Quebec Planning Division. Everywhere else there is little concern for the equal status of the two official languages in terms of work, supervision, meetings, or internal communications in general. Circulars addressed to employees are generally bilingual, as are many internal documents, but various reports, forms, catalogues, organization charts and job descriptions are in English only.

Statistics show that a considerable number of the employees occupying the Commission's some 450 bilingual positions cannot communicate adequately in French. In the operational category, this percentage climbs to 46%. Since the bilingual positions are almost all occupied by supervisors, this is a serious hindrance to the use of French as a language of work.

Representation of the two language groups is relatively good. Francophones account for more than 40% of the more than 800 permanent employees, but almost two-thirds are in the operational category There are very few, if any, Francophone professionals working in such sectors as architecture, landscaping, engineering and heritage activities. Furthermore, Anglophones, who hold positions of authority generally do not have an adequate knowledge of French to deal with and evaluate the work of their Francophone staff in their own language.

A much more serious effort by senior management is required to deal effectively with these shortcomings. This we have already observed in the past, apparently with little result. Let us hope that the 1980s will bring a more positive approach.

Eight of the 12 complaints received during 1979 concerned unilingual signs and notices. Three dealt with the fact that lifeguards at Lac Philippe and Lac Lapêche, and ticket sellers employed by a concessionaire operating boat trips on the Rideau canal, were unilingual Anglophones. These complaints were quickly rectified as a result of the Commission's co-operation. Another, concerning unilingual telephone greetings, is still under review.

National Defence

The Department of National Defence employs approximately 78,000 military personnel and 33,000 civilians. It has bases and installations throughout Canada, a contingent with NATO in Europe, and peacekeeping units in Cyprus and the Middle East. Its achievements and its failures in the field of language reform are therefore of very real significance in the federal scheme of things, and as a result our Office has kept a careful eye on them over the years. We regret we cannot report as yet that the battle has been won, although there have been slow but significant advances on many fronts.

Modest progress was recorded in on-going programmes in 1979, and there was an improvement in services in French for dependents at some bases. Nevertheless, while the use of French is now firmly established as the normal language of work in most military and civilian units in Quebec, it has made little headway elsewhere.

During the year, the Department completed its official-languages plans for the Canadian Forces and its civilian employees. The civilian plan received Treasury Board approval in the summer, but the military plan was still under discussion at the end of the year. The plans bring up to date existing departmental programmes and incorporate the majority of the recommendations made in our 1977 special study. However, the Department has yet to devise adequate information arrangements for its staff and comprehensive monitoring and control systems.

The Canadian Forces have limited contact with the general public, but provide their own members and families with a wide range of services. The Department has identified 9,000 military positions as requiring knowledge of both official languages, but at present only 4,000 of them have linguistically qualified incumbents. Consequently, it is often difficult to get prompt service in French at bases other than those in Quebec and the National Capital Region.

Only 2,640 (63.6%) of the 4,160 incumbents of civilian bilingual positions meet the linguistic requirements. The Department is trying to alleviate the situation by making other arrangements to provide services in both languages. Another major problem is the very large volume of untranslated technical documents, which are used in purchasing supplies and equipment; the Department has not yet found a satisfactory computerized translation system.

Approximately 9,000 military personnel and 4,000 civilians in Quebec now work mainly or entirely in French. In addition, French is the language of work within French-language units at Lahr, Petawawa and Halifax. Despite progress with translation and language training, however, it is still little used by either military personnel or civilians in mainstream activities at headquarters in Ottawa.

Military recruitment quotas have helped raise the proportion of Francophones from 17.6% in 1972 to 24.8% (19.8% officers and 26% other ranks) in 1979. The target is 27% evenly distributed among all ranks and trades. The overall percentage of Francophone civilian employees is 18.6% and Francophone participation in Quebec is 84%. The situation in the National Capital Region, on the other hand, is disappointing; although 1,500 (24%) employees are Francophone, they are poorly represented in the senior executive category (2 out of 21), in the scientific and professional (12%), and technical category (13%). There are few in other parts of the country.

We received 46 complaints about the Department in 1979, as compared with 30 in 1978. Twenty-nine of them were settled, along with 7 carried over from the previous year. A description of the situation at various Canadian Forces Bases can be found in the section of this Report devoted to complaints (Part V).

National Energy Board

The National Energy Board is usually capable of serving its clientele in both official languages. It still has problems, however, in establishing French as a language of work, mainly because of a lack of Francophone professional and scientific staff.

When the Board issues hearing notices, all interested parties are asked to indicate in which language they wish to testify. These notices appear in both French and English newspapers. Over 40% of the Board's occupied positions are bilingual, and 80% of the incumbents of these positions are linguistically qualified. All forms and reports intended for the public are in both official languages.

The Board is still experiencing difficulty in finding Francophone professional and scientific staff. At present, about 12% of employees have French as their first official language, and the figure drops to 5% in the scientific and professional category. Although internal documentation is produced in both languages and employees are encouraged to draft material in their own language, French will never be established as a genuine language of work until these anemic figures are improved.

Two complaints were lodged against the Board in 1979. The first referred to the fact that it was identified in English only on a wreath placed at the War Memorial on Remembrance Day. The second concerned a unilingual English receptionist who did not freely offer the services of a bilingual colleague. At this writing, both matters are still pending.

National Film Board

All is not gloom and doom. The National Film Board, already a superior performer, this year managed to improve its showing in the area of official languages.

Steps have been taken to ensure bilingual service in the Regina and Saskatoon Distribution Offices using the Zenith telephone system as an interim measure until positions recently identified as bilingual are staffed. All regional offices will then be able to provide bilingual service on the spot.

The NFB has 421 bilingual positions out of a total of 963. The percentage of incumbents who did not meet the linguistic requirements of their positions fell from 16% in 1978 to 13% in 1979. While some supervisors do not meet the language requirements of their positions, administrative arrangements make it possible for employees to work in the language of their choice. All personnel and administrative services are provided in both languages. Participation by members of both linguistic groups is virtually the same in all employment categories: about 54% Anglophone to 46% Francophone.

Seven complaints were filed in 1979. One of them, as well as two dating from 1978, concerned the Board's plan to close its French-language production centres in Winnipeg and Toronto. Five complaints concerning language of service were handled promptly. One remains to be settled.

National Harbours Board

The National Harbours Board has its headquarters in Ottawa and a staff of some 1,750 employees to manage its harbour facilities throughout the country. Although it has no formal official-languages policy, the Board has had some success in establishing institutional bilingualism.

Our current study of the Board has indicated that, as a general rule, clients are served in their own language, that work is performed in the language of the employee's choice, and that there is a balanced participation of the two language groups.

The Board has not set language requirements for its positions; however, almost all employees who deal with clients are in fact bilingual. The language of business with shipowners, import-export companies, refineries, auto manufacturers and foreign delegations is mainly English. On the other hand, both French and English are extensively used in dealings with suppliers, contractors and municipal and provincial representatives.

The Board has no national public information programme, but brochures pertaining to local facilities and operations are available in both languages in Quebec and at Saint John, New Brunswick. Unfortunately the brochures are available only in English at other ports, and this situation should be remedied as soon as possible. With rare exceptions, the Board's invitations to tender and competition notices are published in both French-language and English-language newspapers.

At Quebec ports, work is performed mainly in French, elsewhere in English. Both languages are commonly used at headquarters in Ottawa except in the

engineering and finance sectors, where English is predominant. It is generally possible for employees to use their own language when communicating with their supervisors, during departmental meetings and at the time of their performance appraisals. Bilingual procedures manuals are also available to employees. Communications are in both languages with Quebec ports but in English only with the others.

The only complaint lodged during the year concerned the publication of two competition notices in French only in the Montreal *Gazette*. The complaint is under review.

National Health and Welfare

The Department's performance in 1979 was generally good with respect to language of service, but insufficient in terms of language of work and Francophone participation. However, its achievements should not go unmentioned, for in some cases they constitute a marked improvement over previous years.

In 1979, the Department's Official Languages Directorate concentrated on integrating its revised policies into administrative practices. For example, directives concerning forms, notice boards and publicity were revised to take language requirements into account. Similarly, the departmental financial policy on service contracts now specifies requirements as regards the *Official Languages Act*. On the other hand, grants and contributions to voluntary non-profit organizations still present a problem. The Department participated in an interdepartmental steering committee chaired by the Treasury Board Secretariat to study the application of language policy requirements to specific cases of grants and contributions. The results, however, have been negligible.

In terms of language of service, National Health and Welfare has made considerable progress, even if it still has a few blemishes on its record. It continues to make an effort to serve the public in both official languages, not only in its telephone and reception services, but also in written communications, and it has launched several projects aimed at more accurately determining demand for services from both language groups.

A few improvements have also been made in the language-of-work sector, although much remains to be done. The telephone directories of the Administration Branch and the Medical Services Branch now identify bilingual employees as such. The Department has continued the inventory of internal documentation with a view to making it bilingual, and it has set up a revision service for English and French texts to encourage parallel drafting in both languages, thereby reducing the systematic use of translation. However, French is still used much less than English in meetings and in the preparation of internal reports and documents.

Of some 8,400 occupied positions, approximately 30% are identified as bilingual, but almost a third of the incumbents fail to meet the necessary language requirements.

Francophone employees represent about 20% of total strength, Anglophones 80%. No satisfactory answer has yet been found to the underrepresentation of Francophones in the technical (18%), scientific and professional (13%) and operational (7%) categories. A comprehensive policy on Francophone participation is soon to be submitted by the Official Languages Directorate.

In 1979, our Office received 25 complaints concerning National Health and Welfare, 5 of which were not justified. The others involved unilingual telephone service, correspondence and forms in the wrong language and the unilingualism of some Canada Pension Plan officers who met with Francophone pensioners in Saskatchewan. In general, the Department was cooperative, although somewhat less prompt than in the past, in dealing with complaints.

National Library

Our audit of the National Library last year showed that it is able to offer the public both general and specialized service in the two languages. It is still not firmly in the saddle with respect to language of work and equitable participation of the two language groups. French is little used in several areas of activity, and the proportion of Francophones among librarians and other professional groups continues to be small.

At the time of our audit, the Library was developing an evaluation and monitoring programme which should determine its problems more clearly and help to find prompt solutions. Senior management is following the development of the official-languages situation closely.

In 1979, the Library distributed new language guidelines to its employees. These may help to correct deficiencies in its telephone reception and after-hours service. However, one-third of the incumbents of the 251 bilingual positions — more than two-thirds in certain branches — do not meet the language requirements of their positions. In the circumstances, some shortcomings in French service are likely to persist, despite a language training programme which has recently been set up with a view to correcting the situation.

Overall, Francophones account for more than 30% of Library staff. However, they are unequally spread throughout the various employment groups, since they make up 41.7% of the administrative support staff but only 19% of librarians. Their representation is also limited in middle management. Efforts should be made to improve the balance in these areas.

The Library has taken some steps to encourage equality in the internal use of the two languages: general directives and memoranda, staff services, training and development courses and the majority of manuals are available in both languages. Nevertheless, English predominates as the language of work, especially at the senior executive level, at internal meetings and in written communications. Sixty percent of communications between Francophones and their superiors are carried out in English. This unacceptable situation is explained in part by the fact that 36% of supervisors are unilingual.

Two complaints were received during 1979. One, concerning unilingual telephone greetings, was resolved promptly. The other pointed out how difficult it was for Francophones to work in their own language. The Library gave this complaint serious consideration; however, bearing in mind the situation we have just outlined, a considerable effort will still be required to find a satisfactory solution to the problems it raises.

National Museums

The special study conducted by our Office in 1979 suggests that, in spite of considerable achievements, the various organizations which make up the National Museums Corporation still have some distance to go in the area of official languages. Weaknesses are particularly evident with respect to Francophone participation in certain areas and the use of French in internal communications.

The Corporation's official-languages plan is exhaustive, but there are some inconsistencies in the way it is being implemented. To rectify this situation, the Corporation should involve all its managers in the language reform process and clearly define their roles and responsibilities. In addition, it should give the Official Languages Division the authority it needs with respect to the activities of both the Secretariat and the various museums.

The Corporation has had considerable success in providing adequate service to the public. As a general rule, reception, information and tour services are provided in both languages. The same is true of most publications and documentation available at exhibitions. However, our study showed there was still room for improvement in the quality of French at the Museum of Science and Technology, on the Discovery Train, and in the level of bilingualism among guards and elevator operators at the Museum of Man and the Museum of Natural Sciences. The Corporation might usefully introduce controls to identify problems as they arise and to standardize the quality of services provided to its various clients.

English is the dominant language of work. A few forms and some internal services are not available in both languages, most meetings are conducted in English only and some performance appraisals are not drawn up in the appropriate language. Communication between the various branches of each component of the Corporation is in English and few projects are designed and developed in French.

The Corporation employs 311 Francophones and 670 Anglophones. Francophone representation is, however, insufficient in the scientific and professional category (14.1%) and in the technical category (13.8%). It also varies considerably from one component to another, ranging from 16% in the Museum of Natural Sciences to 38% at the National Gallery.

We received 16 complaints about the Corporation in 1979 and generally had their co-operation in settling them. However, 3 complaints (2 dating back to 1977) have not yet been resolved satisfactorily. The first concerns the availability of a French version of a reference work entitled *The Flora of Canada*. The Corporation hopes to issue a French version when a revised

edition is published. Although hardly a satisfactory solution, it may be the only one available, in view of the lengthy period that has been allowed to go by since the matter was first raised. The other two complaints involve the French equivalent of "The National Gallery of Canada". The Act establishing the Gallery will have to be amended to correct this anomaly, and, as of the end of the year, already protracted discussions of the matter were still continuing.

National Parole Board

The National Parole Board has 27 members, including temporary members, and a staff of about 250. Its headquarters are in Ottawa, and it has regional offices in Moncton, Montreal, Kingston, Saskatoon and Burnaby.

Our recent audit of the Board makes it clear that it is generally capable of providing service in both languages and of affording its employees many opportunities to work in the language of their choice. In the crucial area of parole hearings, however, there is no system to ensure that offenders are heard in the language they prefer. In 1978-79, there were some 8,500 hearings and it was clear from our interviews with Anglophone inmates in Quebec and Francophones elsewhere that their language preferences were not always respected.

According to a survey conducted by the Board, 15 of its members are considered to be bilingual (six at Ottawa, six at Montreal, one each at Moncton, Kingston and Saskatoon, and none at Burnaby). Out of 247 employees, 134 occupy bilingual positions, and 81% meet the linguistic requirements of these positions. Bilingual capability is high in Ottawa and Montreal, but sparse elsewhere and there are no bilingual positions in Saskatoon or Burnaby.

Out of the 27 Board members, 17 are Anglophones and 10 are Francophones. Of the staff of 243, 37% are Francophone and 63% are Anglophone, a proportion comparable to the language profile of the inmate population.

At Headquarters, internal documents and central and personnel services are available in both languages and in most sections of the Board supervision can be provided in French as well as English. French is very much in evidence in day-to-day work but an effort needs to be made to change the existing situation in which Francophones generally find it easier to submit reports to the executive committee in English than to draft them in French and have them translated. At the Montreal office, where all Board members and staff are Francophones, French is the normal language of work. Attempts to encourage Francophones at Moncton to work in their own language have so far met with little success. The other offices work in English.

We received no complaints concerning the National Parole Board this year. A complaint which had been made in 1978 was settled satisfactorily.

National Research Council

Our 1979 language audit of the National Research Council reveals that senior managers are taking steps to ensure that official-languages objectives become an integral part of their operations. However, much still remains to be accomplished, especially with regard to the participation of Francophone scientists and the use of French as a language of work. Given the strategic importance of the Council in the scientific community, it is essential that this situation be corrected.

The NRC has identified some 20% of its positions as bilingual and 70% of the incumbents meet the language requirements. This degree of bilingualism enables the NRC to provide general information in both languages. On the other hand, it is not always able to provide services of equal quality in French in more specialized fields.

A major problem facing the NRC is its low representation of Francophones: less than 14% overall and less than 5% in the scientific category. There are two Francophones among the seven members of the management committe. But none among the directors of laboratories or research divisions. Furthermore, although research associates are an important source of candidates when the NRC fills permanent scientific positions, at this time only 10% are Francophones.

Steps taken to correct this imbalance include closer ties with Francophone educational institutions and research centres, more publicity in these institutions regarding permanent and research associate positions, and the establishment of the Industrial Materials Research Institute in Quebec. However, these measures alone are unlikely to suffice, and a concerted effort by senior management continues to be necessary to redress the present unsatisfactory situation, particularly with respect to scientific positions.

Given circumstances described above, it is not surprising that, with few exceptions, the working language is English. Some research units employ bilingual Anglophones and Francophones and verbal communications related to research are in both languages, but these units are few in number and have little impact on the language of work. Noticeable progress has been made in the provision of administrative and support services to staff, but major problems still exist with technical support and supply services offered to researchers.

The establishment of the Industrial Materials Research Institute in Quebec, which our Office supported, is an important step toward increasing the role of Francophones and of French in scientific research. French will be the working language at the Institute and, in contrast to the situation in Ottawa, Francophone scientists are apparently expressing an interest in working there. It is also hoped that the Institute will develop closer ties with Quebec-based industries and research institutions, thereby increasing exchanges with French-language organizations and perhaps improving the chances for Francophone recruitment.

We received 5 complaints about the Council during the year, one of which did not constitute a violation of the Act. Three others concerned a unilingual

English sign, lack of bilingual telephone reception, and the poor quality of French on a form letter. The fifth pointed out certain problems at the Canadian Institute for Scientific and Technical Information related to service to the public and the language of work. The NRC dealt promptly with all the complaints.

National Revenue (Customs and Excise)

Customs and Excise has come up with an energetic official-languages plan that includes measures to improve the quality of service in French to the public and to give its Francophone employees more opportunity to use French in the work place. However, progress must still be made to increase Francophone participation in the senior management category.

Because of significant public demand, special customs counters offering services in French have been established at the Toronto International Airport. The Department will be doing something similar at other airports, including Ottawa, in 1980. A system for providing service in the second language by telephone has been installed at selected ports of entry across Canada where the demand for service in the second language is minimal. During 1979, a language preference survey of the travelling public which was begun last year has continued at several customs locations in Manitoba and Ontario, and we would hope that further improvements can be made on the basis of results from this review. We are also pleased to be able to report that the majority of the bilingual customs inspectors whose language requirements have been raised now meet the new standards. At present, some 77% of approximately 3,200 bilingual positions are staffed by employees meeting the language requirements.

The Department has introduced a public information programme on the availability of services in French and in English. The first phase of this project involves a series of articles on official languages throughout the Department's numerous publications. Customs employees have also been shown an audio-visual presentation on their obligations under the Official Languages Act. In addition, courses in both French and English are being offered at the Customs and Excise College.

Francophones comprise 26% of the total work force, but they are not well represented in senior management: they come to 16% at the level immediately below the senior executive group and only 8% at that level. In order to encourage greater use of French and to promote Francophone participation at higher levels, the Department tries to send about twenty selected employees a year to work in a different linguistic environment. It has also prepared a number of job-related language training courses.

Two internal studies are now being carried out—one will attempt to explain why French is not used more often even where there is significant Francophone representation, while the other will examine the turnover of personnel, the mobility of Francophones, the use of recruitment centres, and the rate of promotion and retirement. The results of these studies will be used to

improve the language-of-work situation and, in particular, to increase the rate of Francophone participation in senior management. We will be following these initiatives with interest.

Seventeen complaints were received in 1979, four of which were unfounded. The others related to unilingual signs, unilingual telephone service, the receipt of documents in the wrong language and the failure of officers to speak the language of the client. The Department resolved these complaints in a characteristically thorough manner.

National Revenue (Taxation)

Taxation has a comprehensive official-languages policy and plan, and has made considerable progress in incorporating the requirements of language reform into its operations.

Departmental publications and forms are generally available to the public in both official languages, and the advertising campaign during the income tax season is effectively directed at both linguistic communities. Counter and telephone services to taxpayers are usually available in both English and French in areas with large concentrations of both Anglophones and Francophones. On the other hand, the Department continues to experience difficulties in serving the smaller official-language minorities in their preferred language.

In the Quebec offices the language of work is French, but elsewhere, including Head Office, English predominates. One continuing problem is the low percentage of supervisors who are able to communicate with their Francophone employees in French.

At present, about 18% of the Department's more than 14,000 employees occupy bilingual positions. During 1979, the proportion of incumbents who met the language requirements of their positions rose to 79%, up 9% from the previous year. Francophones form 26% of the staff and are adequately represented in all employment categories except the executive, where they number 7 of 35. It had been hoped that the proposed Taxation Centre in Jonquière, Quebec, would provide a training ground to enable a greater number of Francophones to compete for senior positions throughout the Department. However it appears that the Jonquière project has been stalled for the time being. We urge the Department to give priority to its establishment as a means of improving Francophones' opportunities in the service.

In 1979, there were 29 complaints against the Department (of which 26 were founded) most of which were settled quickly and effectively. Many dealt with unilingual service to the public, particularly telephone service and written communications. Despite its relatively large number of bilingual employees, the Ottawa District Office has difficulty ensuring adequate services in French. This indicates one of two things—either it takes more bilingual people than departmental management might expect to provide service in both languages, or not all those who collect a bilingual bonus can deliver bilingual services.

Post Office

Implementing the Official Languages Act in an organization such as the Post Office, with its 60,000 employees and 8,300 offices, is a complex and difficult undertaking. Although the Department has some worthwhile achievements to its credit in the area of language reform, it has not been very successful in implanting sound official-languages principles throughout its operational services. Given the degree of decentralized operational authority, it is of critical importance that corporate objectives for the provision of services in both languages be firmly and explicitly transmitted to those who have direct responsibility for service.

In 1979 the Department was still giving more attention to conducting a nation-wide demand survey than to the task of determining how client demands can be met where they are known to exist. This tendency continues to be reflected in the Official Languages Plan for 1980. There appears to be a readiness in some quarters to try out new methods of meeting minority needs, but management needs to give formal endorsement to this approach.

In terms of language of service, the Post Office has made considerable progress with respect to notices, publications, promotional material and correspondence. However, it still has difficulty offering adequate service in both languages at a number of offices, especially those in the National Capital Region where the situation is unsatisfactory in many respects.

French is rarely the language of internal communication except in Quebec and within certain branches in the National Capital Region. Even at headquarters, meetings are generally held in English and most inter-branch communications take place in English.

In general terms, the two major language groups are equitably represented. The Department's 17,000 or so Francophone employees constitute 29% of a total staff of more than 60,000, with 95% of them employed in Quebec and the National Capital Region. However, Francophone representation in the executive and scientific and professional categories is less than 16% and 7% respectively. These proportions should be considerably improved.

In 1979, we received 103 complaints. Most concerned the lack of bilingual services at sales outlets. Except in certain areas of Western Canada, where institutional bilingualism still leaves much to be desired, the Post Office generally attempted in 1979 to settle complaints within a much shorter period of time—a task facilitated by the increasingly close co-operation between its staff and our Office.

Prime Minister's Office

The Prime Minister's Office lies at the centre of government and of a busy communications network involving Cabinet Ministers, Members of Parliament, senior officials, the press and the general public. It must therefore respect the requirements of the Official Languages Act in an exemplary fashion.

The management of the Office is aware of its responsibilities, at least insofar as specific areas of service are concerned. For example, it lost no time correcting inequalities of service made public by Francophone journalists during the reorganization that followed the change of government in June 1979. It should nevertheless establish a general policy statement on official languages which would be tailored to its particular role and would clearly delineate the responsibilities of various staff members.

On the whole, service to the public in the two languages is good. At least one bilingual professional is employed in each branch of the Office, and qualified staff are responsible for maintaining the linguistic quality of documents of a public nature. A number of managers are enrolled in language training courses. Finally, based on an approximate estimate, half of the staff is bilingual. A more precise evaluation of employees' language skills should, however, be carried out.

Francophone employees are encouraged to use French in internal communications. However, because many managers are not bilingual, English remains the main working language, particularly during meetings and in written communications. Of the 96 employees in the Prime Minister's Office, 54 are Anglophone and 42 are Francophone.

During the year, we received 3 complaints involving the Office, and they were dealt with promptly. The first referred to unilingual Anglophone telephone greetings and the other 2 demonstrate the need to improve control procedures relating to material destined in one way or another for the general public—one referred to an error in the French wording on the wreath laid at the Cenotaph by the Prime Minister on Remembrance Day; and the other pointed out that a message welcoming participants to a national athletic event was issued in English only.

Privy Council Office

The Privy Council Office lies at the heart of the machinery of government because of its responsibilities for liaison between departments and agencies and the Cabinet and its committees. Although its functions are carried out largely within government, and there is no regular contact with the general public, it nevertheless has a special obligation, because of its central role, to set an example for other government agencies.

Seen in this context, the Office's performance is satisfactory but hardly inspiring. Positive measures have of course been taken during the year (for example, an internal evaluation programme to assess performance and determine what progress is being made), but the Office does not as yet have its own official-languages policy.

Since the PCO must serve government departments and agencies in both languages, it has identified nearly 80% of its positions as bilingual, and more than three-quarters of incumbents meet the requirements of their positions. Two problems nevertheless remain with regard to service: according to an internal audit, more than half of the time telephones are answered in one language only, and the level of French required for bilingual positions

is in some cases lower than it should be. The latter situation is particularly unfortunate because PCO representatives attending interdepartmental meetings should have a good command of both languages.

With regard to language of work, an evaluation conducted by the PCO showed that English was used 74% of the time and French 26%. The predominance of English results largely from the fact that it is generally the language used to communicate with Cabinet and its committees and with senior levels of the federal administration. Approximately 90% of internal circulars and other work documents are bilingual, and language training programmes have been developed to meet PCO needs.

The linguistic composition of the executive category has a decisive effect on language use, particularly in a small institution. The PCO's situation in this respect is very poor, having dropped from three out of twenty-three in 1978 to one out of twenty-five in 1979. We need hardly stress that energetic measures must be taken if management is to reach its objective of 30% Francophone participation in this category by March 1981. In the other categories, Anglophones account for approximately 56% of the staff and Francophones for 44%.

The unresolved complaint left over from 1978 was settled in 1979. Two complaints were filed this year, one concerning internal correspondence in English, and the other the poor quality of the French version of a document. Procedures devised should eliminate such incidents.

Public Archives

In 1979, Public Archives, which were already managing to provide good service to the public, continued to make progress in other areas of their official-languages programme. However, the language-of-work situation requires more imagination and attention.

The Archives have now put together an official-languages policy and set up monitoring procedures, as well as a data bank on the language proficiency of the employees and the language requirements of positions. Henceforth, monitoring the official-languages programme will be included in the Agency's regular operational audit activities. They have also identified customer and employee language needs more clearly and prepared an official languages handbook which gives a succinct description of employees' rights and responsibilities vis-à-vis the public.

The Archives have established some 55% of their positions as bilingual and 70% of the incumbents of these positions meet the appropriate language requirements. Oral communications are generally conducted in the client's language. One of the few remaining weak areas is bilingual telephone reception. In the rental agreement pertaining to its auditorium, the Archives have included a clause requiring that all events be advertised in both languages.

Francophone representation at the Archives during 1979 remained at 36% and there was a slight decrease in the proportion of Francophones among

scientific and professional staff. Overall, 27% of management positions are occupied by Francophones.

The language-of-work regime is still not what it should be. Both languages are commonly used at general meetings but smaller meetings are conducted in English only and supervisory activities often tend to be confined to that language. We drew attention to these matters last year and the Archives should deal with the problem without further delay.

In 1979, we received 2 complaints concerning the Public Archives, one of which was founded and related to the National Film Archives film and videotape catalogues. The Public Archives were extremely co-operative in handling this complaint, which will be resolved with the introduction of a computerized bilingual catalogue.

Public Service Commission

In the past year, the Public Service Commission has worked hard to increase its employees' awareness of official-language matters and to strengthen the bilingual capability of its offices outside the National Capital Region, particularly those in Halifax and Moncton. Nevertheless, its system for evaluating and monitoring progress is not fully operational, a situation we think requires immediate action.

The Commission does not always manage to ensure respect for language preference in the personnel selection process, a situation we find unacceptable given the crucial importance of fairness throughout the whole area of recruitment and promotion. It is also not always able to provide the public with comparable service in both languages. It has therefore decided to raise the level of language requirements for certain supervisory and management positions, to encourage bilingual identification when answering the telephone, to promote the use of the minority language media, and to work with departments and other federal agencies with a view to establishing selection boards whose members are able to use the first official language of the candidates. All this will be helpful, but it cannot replace a visible commitment by senior management as a means of improving the Commission's performance.

At present, the Commission has some 1,400 bilingual positions (out of a total staff of about 2,600) and 80% of the incumbents meet the language requirements of these positions. Leaving aside the Language Training Branch, which has a very high proportion of French-language instructors, French is the first official language of roughly 54% of Commission employees.

The Commission reports that the use of French has increased somewhat in its offices, but that English continues to dominate. More emphasis will have to be placed not only on identifying the factors which prompt employees to adopt English as a working language, but also in actively encouraging the use of French, for example when drafting documents, holding internal meetings, setting up staff development courses and carrying out performance evaluations. A better example from the top would also help—it is

unfortunate that in an organization like the Commission, which should be setting an example to the Public Service as a whole, half of the senior executives in bilingual positions do not meet the language requirements of their positions.

In 1979, our Office received 33 complaints concerning the Commission. Twenty-four were founded and focussed attention on chronic weaknesses in the following areas: telephone service; printed matter for both internal and external use; the use of minority official-language media; competition notices; and the staffing process.

Public Works

The Department undertook a number of official-languages projects during 1979, with a view to correcting deficiencies both in terms of service to the public and in the use of French at Headquarters. All its employees received a brochure explaining their rights and obligations under the Official Languages Act. Language requirements for positions are being reviewed with a view to adjusting them to more appropriate levels. A task force is drawing up guidelines relating to invitations to tender, contract applications and related documentation. Although the Department has not established an evaluation and monitoring mechanism for implementation of the Act, it plans to do so and to integrate it into its planning process during the coming year.

Among achievements with respect to language of service, it is worth noting that a course given to receptionists led to improved bilingual telephone and reception services. The Department has also completed the translation of its forms and documents for the public and usually includes the minority-language press as an outlet for its advertisements. However, the unilingualism of over one-third of those in bilingual positions obviously cannot help the cause of improving service to the public. For example, in New Brunswick only 27 bilingual positions have been identified out of a total of 214, and 17 of the persons occupying them do not meet the language requirements. It is essential that the Department increase its bilingual capability if it is to ensure an acceptable level of service.

Except in Quebec offices, French is rarely used as a language of work, although personnel services are generally available in both languages and almost all work documents are bilingual. The special language programme which was to provide Francophones and bilingual Anglophones with technical vocabulary in French has not been launched. The fact that there are many unilingual supervisors seriously hinders the use of French in internal meetings and performance evaluations.

Although Francophone participation in the Department as a whole is 27%, it is too low among members of certain occupational groups such as engineers (58 out of 378) and computer specialists (2 out of 41).

Of the 20 complaints received during 1979, three were unfounded and thirteen were settled. Thirteen files from previous years were also closed during the year. Sixteen complaints relating to unilingual notices and signs, nine of which were received in previous years, are still being studied.

The unilingualism of certain security officers in public buildings was the cause of 7 of this year's complaints. The Deputy Minister plans to settle the problem once and for all by introducing a bilingual services clause when new contracts are negotiated. Other complaints concerned unilingual English plans and specifications sent to a Francophone, the lack of advertising in some official-language minority weeklies, and the denial of requests for training courses in the appropriate official language. In 1979, the Department was once again deplorably slow in settling complaints.

Regional Economic Expansion

Regional Economic Expansion is a highly decentralized department with two-thirds of its almost 1,100 employees serving outside the National Capital Region.

The Department's many documents and similar material destined for the public are available in both languages. On the other hand, it has placed virtually all its bilingual service capability in what it deems to be significant-demand areas. Thus, while more than 400 of its occupied positions are identified as bilingual, only three are located west of Ontario, and in the Atlantic Region there are none outside New Brunswick.

The Department justifies this approach by pointing, for instance, to the results of a recent survey in Manitoba which concluded that less than 1% of requests for programme assistance came from the Francophone community. While we agree that bilingual capability should be sensitive to demand, we continue to believe that the no-demand thesis is likely to be self-fulfilling unless and until service in the minority language is spontaneously offered. The Department has an obligation to the minority which cannot be dismissed simply on the basis of demand surveys in a situation where service is known not to be freely available.

The Department employs 322 Francophones, 30% of the total staff, and they are well distributed throughout all occupational categories. However, outside Quebec, the language of work is English, even though the translation of work manuals is nearly completed.

In 1979, 2 complaints were received. One concerned the use of official-language minority media in the Maritimes. The other concerned the unilingualism of some members of the staff. Both were settled satisfactorily, as were three left over from the previous year.

Royal Canadian Mounted Police

The RCMP employs approximately 15,000 police personnel and some 3,400 civilians. In addition to its federal law enforcement responsibilities, the Force provides police services under contract to eight provinces and hundreds of municipalities.

The Force's official-languages policy has now been distributed. Moreover, the Commissioner and senior members of the Force have demonstrated a greater awareness of, and readiness to deal with, the linguistic shortcomings

of the last ten years. Through their efforts a visible determination to meet the requirements of the Act is taking root in the RCMP and significant progress has been achieved in 1979. In particular, the effort to acquire and deploy bilingual personnel effectively has considerably improved service to the public. There are still areas, however, where the service is less than adequate and, insofar as Francophone representation remains low, it is hardly surprising that English is heavily predominant as the language of work.

The Force will continue to have problems serving the public in both official languages until more of its personnel are bilingual. At present, only 15% of police personnel positions are bilingual and half of those in bilingual positions are not linguistically qualified. There is, however, a bright spot. In 1978, the Force modified its recruitment policies to increase the number of bilingual recruits, and in 1979 the figure rose to 40%.

Written communications with the public are generally in the language of the individual being served. Difficulties can arise however, when RCMP officers acting on behalf of a province issue unilingual legal documents such as traffic summonses. Though the Official Languages Act does not apply in areas of provincial jurisdiction, the Force has taken the initiative of providing unofficial translations of these documents to Francophones in bilingual areas.

Police personnel now stand at 87% Anglophone and 13% Francophone. Efforts undertaken in 1979 to bring about a better balance have been encouraging since some 26% of recruits this year are Francophones compared to 19% in the previous two years. However, the disparity remains at higher levels, particularly the Staff Sergeant and Chief Superintendent ranks where Francophones represent only some 7% and 5% respectively.

English is the dominant language of work in the RCMP. Though most internal documentation is available in both official languages, the lack of supervision of employees in French continues to be a source of concern. Management is attempting to remedy the problem through language training for supervisors. Considerable progress has been made in providing police training in French, particularly at the recruit level.

Only 17 complaints were received this year compared to 33 last year. Some concerned the services of highway patrol officers, notably in New Brunswick, and others related to reception services. The Force has recently been more active in responding to complaints and the investigations of nine of ten complaints received prior to 1979 were completed. Six are still unresolved.

St. Lawrence Seaway Authority

The St. Lawrence Seaway Authority controls a system of waterways and bridges spread over two large regions, an Eastern Region including Saint-Lambert, Beauharnois and Iroquois, and a Western Region which covers the Welland Canal and the Sault Ste. Marie locks. On the whole the Authority's performance in the official-languages area is good.

The Authority made improvements in 1979 by publishing an official-languages plan, appointing bilingual personnel to certain managerial positions and by producing computerized reports in both languages.

Services to the public are generally available in both languages and the Authority is now including a bilingual services clause in concessionnaire contracts. The organization has 285 bilingual positions (out of a total of approximately 1,200), 243 of which are occupied by linguistically qualified employees.

Thirty-nine percent of the Authority's employees are Francophones, the majority of whom work in Quebec. Francophone representation in the senior executive and engineering groups is 33% and 15% respectively. The language of work is French in the Eastern Region and English in the Western Region. Head Office meetings are held mainly in English because of the unilingualism of certain managers. Supervision in the language of the employee's choice is not yet the norm throughout the organization.

We received 4 complaints about the St. Lawrence Seaway Authority in 1979, one of which was unfounded. One complaint concerned unilingual posters, another the quality of French in advertising, and the third a lack of bilingual services at an information booth in St. Catharines. In general, the organization dealt promptly with these matters.

Science and Technology

The Ministry of State for Science and Technology has a relatively high level of bilingual capability but is weak in terms of Francophone participation among scientists and senior executives. In the fall of 1979, the Ministry adopted a policy statement on official languages which was distributed and explained to all employees. However, it still does not have the means required to evaluate and monitor implementation of the policy.

With respect to language of service, a survey conducted by the Ministry in 1979 showed that 77% of its clientele was Anglophone. Since the majority of its positions are classified bilingual and are occupied by bilingual staff, the Ministry is generally able to provide bilingual service. In addition, all publications are now issued in both languages. However, the language requirements for employees in the scientific and professional category remain very low and this doubtless has an effect on the linguistic profile of the Ministry, particularly at symposia and conferences.

Overall Francophone representation stands at 28%. The figure drops to 11% at the executive level, and there are no Francophones among the thirteen employees in the scientific and professional category. We find no indication that the Ministry has responded positively to our recommendations on this matter or is making the effort required to correct the situation.

Last spring, the Ministry made a detailed analysis of the use of French as a language of work. It was found that in both oral and written communication French was used approximately 20% of the time. The same holds true for

meetings. Internal documentation for general circulation is, however, bilingual, and employees can be supervised in both official languages.

We received no complaints concerning the Ministry in 1979.

Secretary of State

The Department of the Secretary of State has a staff of some 3,000 engaged in four major areas of activity—arts and culture, citizenship and official languages, translation, and beginning in 1979, Fitness and Amateur Sport. Although the Department has offices in every province, 74% of its employees work in the National Capital Region.

In general, as we have observed in the past, the Department's record is good in providing service in both official languages. Over 70% of its positions are identified as bilingual, and over 80% of them are occupied by bilingual personnel. All material for distribution to the public is available in both languages. During 1979, a special effort was made to inform the Department's clientele of the availability of bilingual service. Besides displaying signs which encourage the public to use the official language of its choice, the Department sent written reminders to this effect to some ten thousand clients on a business reply card as part of an update of the Department's mailing lists.

As we have noted elsewhere in this Report, we continue to be concerned about the lack of French in various organizations which receive financial assistance from Fitness and Amateur Sport. As long as these organizations receive substantial subsidies from public funds—in part from the pockets of Francophone taxpayers—their inability to provide adequate bilingual services appears to us unacceptable. We understand that the situation is now being examined and we will be following developments with great interest.

In the past we have also called attention to problems of a similar nature with regard to other organizations and groups receiving support from the Department, for example in conjunction with the July 1 celebrations. All too often these organizations are not equipped to mount an appropriately bilingual operation. These difficulties are not likely to disappear by themselves, and we would therefore once again remind senior departmental management that it is *their* responsibility to see that language requirements are met.

In general, employees are able to work in the language of their choice. Excluding the Translation Bureau, Francophones account for 42% of the staff, and such a concentration evidently facilitates the use of French as a language of work. Furthermore, all internal documentation is available in both official languages and most managers and supervisors are bilingual.

Twenty-one complaints were lodged against the Department in 1979. Of these, 4 were considered unfounded. The appointment of two unilingual English financial analysts whose duties required dealings with Francophone associations accounted for five of the remainder. Fitness and Amateur Sport was the subject of 5 more—one referring to the absence of Francophones in

Canada's national hockey organization, the other 4 concerning the poor quality of the French version of the Athletes' Guide for the Canada Games in Brandon. The remaining complaints against the Department dealt with such matters as unilingual correspondence, telephone reception and internal communications, and on the whole have been dealt with satisfactorily by the Department. Complaints concerning the July 1 celebrations (which are mentioned above) and the continuing problem of unilingual citizenship ceremonies were lodged again this year, and a satisfactory solution to language lapses in the context of these highly symbolic events has yet to be found. Are we entitled to hope that the arrival of a new decade will spur the Department to action?

Senate

A special study of the administrative organization of the Senate was carried out in late 1977. Last year we indicated that the Senate's administration had taken some steps to follow up on the recommendations of the study. Over the past year, however, little more has been done and the administration seems disinclined to implement a number of recommendations.

The Senate has still failed to establish the necessary mechanisms to help it manage the official-languages programme. In particular, it has no official-languages plan and no procedures for monitoring implementation of the Act.

Despite these weaknesses, the Senate can generally provide services in both languages, including telephone and information services, public documents and minutes of debates. In addition, the Law Clerk's office is now better equipped to provide Senators with legal services in both languages. However, the Senate has still not solved a serious problem: a number of committee meetings attended by Francophone and Anglophone Senators or outside witnesses must take place in English because only two of the five rooms are equipped for simultaneous interpretation. This situation we must regard as quite unacceptable on Parliament Hill, and it should be set right without further delay.

The language-of-work situation leaves much to be desired. It is important to emphasize that little improvement has been made in internal services: the majority of documents are only available in English and the unilingualism of some managers prevents the use of French in staff selection interviews. Since the Senate has none of the necessary statistics at its disposal, it is unable to give any precise assessment of the representation of the two language groups.

Given the Senate's role as one of the parents of the Official Languages Act and its symbolic and substantive importance in the legislative community, we would expect it to take the objectives of the Act more seriously in its own administration and in consequence to take the steps necessary to complete its language reform programme.

We received no complaints about the Senate this year.

Solicitor General

The Secretariat of the Ministry of the Solicitor General is responsible for the development and co-ordination of Ministry policy throughout the Solicitor General's area of responsibility. The Ministry's three agencies (the RCMP, the Correctional Service of Canada and the National Parole Board) are responsible for administration and programmes in their areas and are dealt with elsewhere in this Part.

The Secretariat drew up an official-languages policy for the Ministry as a whole in 1977, but it apparently was not well received by the three agencies because it did not take into account their particular needs. That being the case, it would be better if the Secretariat and each of the agencies developed policies of their own—the sooner the better. The Secretariat has prepared an official-languages plan as required by Treasury Board, but monitoring procedures still appear to be inadequate.

The Secretariat's performance was fairly good in 1979. Although there were a few problems, service was generally provided in both languages; a good number of employees could work in the language of their choice; and, despite a slight drop, overall Francophone representation remained healthy.

Publications coming under the Secretariat's responsibility are bilingual, and there appears to be sufficient bilingual staff to serve the public in the National Capital Region, Moncton, Montreal and Toronto. However, there is no French-language capability in the regional offices at Vancouver and Saskatoon. Furthermore, even in Ottawa, bilingual staff frequently fail to offer services spontaneously in both languages.

Employees in bilingual areas are said to have many opportunities to choose their language of work, and internal documents, professional training courses, and central and personnel services are provided in both languages. On the other hand, business meetings are mainly in English, except in Quebec.

Of the Secretariat's 190 occupied positions, 78% are bilingual, and 72% of the incumbents meet the language requirements of their positions. Francophone representation has dropped from 32% in 1978 to 27% in 1979. Moreover, at the officer level, less than 20% are Francophone, as is only one of nine senior executives. More are needed, but little seems to have been done to attract them.

In 1979, 3 complaints were received, the same number as a year earlier. One, which was reported in the press, concerned a request that all French correspondence for the Office of the Solicitor General be accompanied by an English translation. This complaint was resolved by the Secretariat in a satisfactory manner, as was another dealing with unilingual documents and seminars. The third is still under investigation.

Statistics Canada

In 1979, Statistics Canada employed over 4,200 people; most worked at Ottawa headquarters, while some 200 held positions at eight regional offices. In addition, more than 1,000 interviewers were hired on contract.

Following our special study, the agency has endeavoured to overcome its most serious weaknesses by circulating policy guidelines to all employees, putting a monitoring system into effect and preparing control mechanisms to ensure compliance with language requirements in contract services.

With regard to language of service, all documents for public use, whether questionnaires or publications of statistical data, are now available in both languages. In addition, the agency has increased the number of bilingual interviewers involved in surveys. Nevertheless, although there are now positions requiring bilingual capability in seven of its eight regional offices, bilingual telephone reception is not always available in these locations.

Statistics Canada encourages its employees to use the language of their choice in meetings and when writing reports. In too many cases, however, performance evaluations of Francophone employees are still prepared in English. In order to stimulate the use of French as a language of work, the agency has made it the principal language to be used in certain survey projects. All internal documents circulated throughout the agency are already available in both French and English, and training and development courses are offered in both languages in bilingual regions.

Of the agency's total staff, 68% have English as their first language and 32% French. Measures taken over the last few years to increase Francophone participation have been particularly effective with regard to computer scientists, and the number of Francophones in this group has increased substantially. By contrast, the proportion of Francophones in other groups in the scientific and professional category is still low: 14% of the economists and 12% of the mathematicians. Similarly, only 14% of senior executives are French-speaking.

There were 14 complaints against Statistics Canada this year, 13 of which were founded. They concerned unilingual employees and documents and the poor quality of some services provided in French. The agency took prompt action to settle all these as well as a complaint lodged the preceding year.

Supply and Services

The Department of Supply and Services provides a wide range of goods and services for other government departments and agencies. It has approximately 10,000 employees, over 70% of whom work in the National Capital Region.

At present, 78% of the incumbents of 3,500 or so bilingual positions meet the requirements of these positions. The Department's bilingual capability is, however, heavily concentrated in the National Capital Region, Quebec and New Brunswick, and this could hinder service in French in other areas of the country. On the other hand, it has updated its list of several thousand suppliers to indicate their preferred language and modified its Contract Information System so that contracts are issued in the language of the vendor.

English is still by far the main language of work, but some steps have been taken to facilitate the use of French. Meeting agendas and reports are prepared in both languages as is most internal documentation. The number of training courses available in French has been increased, and the Department has established eleven units working in French. There is still a long road to travel, but the journey has begun.

Although 36% of the Department's employees are French-speaking, most of them are in the administrative support and operational categories. In the scientific and professional category, the figure stands at 24% and in the executive category it is 16%.

Sixteen complaints were lodged against the Department this year, of which four were unfounded. Most referred to the absence of telephone reception in French, particularly in Moncton. The Department was generally co-operative in the resolution of the complaints.

Teleglobe

Again this year Teleglobe deserves praise for the serious effort put into the administration of its official-languages programme.

Last year, we noted that the Corporation had fully integrated implementation of its bilingualism programme with its operational objectives. However, there is still room for improvement, particularly with regard to the use of French as a language of work in the engineering sector.

Over half of Teleglobe's close to 1,400 positions are identified as bilingual and some 90% of the incumbents meet the necessary language requirements. The Corporation is able to provide services in either language to its clientele, which comprises telephone and telecommunications companies, federal, provincial and municipal institutions, foreign governments and international agencies.

Francophones make up 45% of all Teleglobe staff and nearly 55% of Corporation employees in Quebec. In spite of this, English is often the language of work and of meetings, especially among engineers and scientists. Work documents are available in both languages, including computer print-outs, the translation of which is now almost completed. In addition, the Corporation has set up a committee to put together technical documentation in both French and English from its suppliers and to provide employees in Quebec with a glossary so that they will become more familiar with French technical terms.

No complaints were received in 1979. However, one received the year before concerning Teleglobe's logo is still under laborious investigation.

Transport Canada

Transport Canada continued to make progress in 1979 in the application of its official-languages programme, but there has been very little change in the participation of the two language groups and there are still weaknesses in the service and language-of-work sectors.

More than three-quarters of the Department's some 3,500 bilingual positions are now filled by incumbents who meet the necessary language requirements. In spite of this, the Ministry does not always manage to communicate with the public, particularly the travelling public, in the appropriate language. There are also weaknesses in telephone answering services, especially in the National Capital Region, as well as in services provided by subcontractors and concessionaires in various airports, including Toronto International. Firm steps should be taken to ensure that receptionists and concessionaires respect their obligation to deal with the public in both official languages.

With regard to language of work, supervision is generally carried out in the language of the employee's choice. Furthermore a large number of manuals and directives—representing more than a million words—have been translated into French, and the Ministry intends to increase the number of French-language publications in its library by twenty per cent. The number of courses available in French has also increased in several areas such as transportation management, marine training and air traffic control. At the same time, it is worth noting that, unlike their Anglophone colleagues in other regions, Francophones in the Quebec Region still do not find it easy to deal with Head Office in their own language.

The Ministry plans to increase the percentage of its Francophone employees, but this figure hardly changed at all in 1979, remaining at approximately 22.5%. Furthermore, although Francophones constitute 23% of the executive category, they account for only 13% of employees in the scientific and professional category and a little less than 17% of those in the technical category.

This year our Office received 45 complaints against the Ministry. They dealt mainly with unilingual telephone answering service, signage, and service provided by concessionaires at airports. Twenty-four of the complaints made in 1979, as well as 19 made in previous years, were settled. The length of time required for their resolution was generally reasonable, except in the case of complaints concerning the Ministry's concessionaires, who often simply ignored its policies. Senior officials of the Ministry should make more concerted efforts to ensure that the Act is respected by those responsible.

The reader will find more information concerning the situation at the Training Institute in Cornwall, which has been the subject of complaints in the past, in Part IV of this Report.

Treasury Board

One of the many responsibilities of the Treasury Board Secretariat is to establish guidelines for implementation of the official-languages programme in the federal Public Service. For this reason it should be a model for all federal departments and agencies in the manner in which it complies with the Act in its own activities. Unfortunately, our 1979 audit revealed that this is not always the case.

In spite of a sound official-languages policy and a well-structured plan of action, the Secretariat's approach reveals several weaknesses. In particular,

responsibilities have not been assigned to senior managers, and monitoring mechanisms appear to be inadequate.

All official publications and documents issued by the Secretariat are in both languages, and telephone reception is generally bilingual although we continue to receive complaints on that score. In order to ensure the availability of service in both languages, 526 bilingual positions have been established out of a total of 668. However, all branches except the Official Languages Branch itself have some difficulty providing service in French.

Again with the exception of the Official Languages Branch, where both French and English are in routine use, the Secretariat also has problems in the area of internal communications. In other branches, most meetings are held in English only and memoranda for employees are not always bilingual. In addition, supervision and annual performance evaluations are not always conducted in the appropriate language. In these circumstances, Francophone employees often find it preferable to operate in English.

Francophones account for 35% of the staff, but participation of the two language groups varies considerably from one branch to another. Francophones are well represented in the Official Languages and Administration Branches, but poorly represented in the Program and Administrative Policy Branches. There are also serious deficiencies in the distribution of French and English speakers by employment group: Francophones hold only 11% of positions in financial administration and 15% in personnel management, whereas they represent 58% of the clerks and secretaries.

Eight complaints were filed against the Secretariat in 1979. Two of them did not constitute infractions of the Act. Two concerned telephone reception, a third a unilingual address on a notice and another the poor translation of documents. Finally, two complaints related to alleged inequality of access to professional training in French, a question which will have to be looked into carefully. In general, the Secretariat co-operated well with our Office in dealing with complaints.

Veterans Affairs

The Department of Veterans Affairs has displayed admirable willingness to strengthen its bilingualism programme by fully incorporating its official-languages plan into its operational and administration activities. However, it has still not managed to overcome problems of limited use of French and low Francophone participation in some employment categories.

The Department appears to take full account, on the basis of cross-Canada surveys, of the preferred language of its clients. A major question remains — the relocation of Head Office and the impact that the move could have on its future performance in the official-languages field. It will have to anticipate a net reduction in Francophone staff and difficulties in recruiting bilingual employees. The consequences of these developments could well be a reduction in bilingual service and the diminished use of French as a working language or, at best, a situation which will tend to discourage its use in the workplace. As a result, Veterans Affairs officials, who have brought in

a number of promising corrective measures in the past, could find themselves in the unfortunate position of having to re-do everything in these two areas.

Of some 4,500 positions, about 1,150 are identified as bilingual. However, 37% of the incumbents of these positions do not satisfy the language requirements, thus seriously hampering the Department's ability to provide bilingual service, particularly in Veterans Services, the Bureau of Pensions Advocates and the Pension Review Board. In spite of efforts to remedy this situation, it remains critical.

Of the total staff of the Department and its affiliated agencies, 68% are English-speaking and 32% French-speaking. However, more than 80% of the latter are in the administrative support and operational categories. The same situation prevails at Head Office where Francophones constitute 35% of the staff but 74% are in the operational and administrative support categories. It is therefore not surprising that the language of work is English, except among lower level employees in Quebec. Most work documents, however, other than memoranda and directives dealing with data processing, are bilingual. The Department has also begun to compile and prepare a new set of manuals that will be available in both official languages.

We understand that Francophone employees can often be supervised in their own language, the two exceptions in this respect being Veterans Services and the Veterans Land Administration. Since the administrative, financial and personnel services have been consolidated at Head Office, personnel services can be provided in both languages on a more regular basis.

In 1979, our Office investigated 8 complaints concerning the Department of Veterans Affairs. Three have been resolved and one was unfounded. The most serious problem involved the transfer of the Rideau Veterans Home to the Ontario government, which is described in this Report's summary of complaints (Part V). The remaining 6 concerned telephone reception services, the bilingualism bonus, a unilingual English document sent to a Francophone and the poor quality of letters written in French.

Via Rail

Via Rail, a Crown corporation consolidating passenger rail services in Canada, has its Head Office in Montreal and four regional offices in Moncton, Montreal, Toronto and Winnipeg. Integration of 4,000 former CN and CP employees continued during 1979.

In the past, the Company has taken a number of positive steps towards language reform. During the year, it also modified its official-languages policy to include the principle of equitable participation of the two linguistic communities. In addition, it undertook an analysis of its own language needs and capabilities and put together guidelines and implementation plans which must now be given effect by managers.

Services to the public—particularly information and telephone reservation services—are bilingual. Letters are written in the customer's language and

publications appear in both languages, although sometimes one of the versions may be temporarily unavailable. Thirty-five per cent of information, reservations and sales clerks and of customer service agents in stations are bilingual, and members of the public can usually obtain services in the language of their choice. However, services are not always available in French on trains and a study is under way concerning the level of bilingualism of on-board employees. It is our view that marked improvements must be made in this area with the co-operation of the railway workers' unions.

The Corporation has decided that French should be the language of work in the Quebec region, that both languages may be used at Head Office and throughout the rail system, and that English is to be used at offices in the other regions. In fact, English is the language used most often at Head Office in the Operations, Finance and Administration, and Development and Planning Sections, and senior management is not yet able to conduct meetings regularly in both official languages. Half of the positions held by managerial and non-unionized staff at Head Office and the regional offices are identified as bilingual, but only 57% of the persons occupying them meet the language requirements. Major work documents are supplied in both English and French. Personnel services are provided in both languages. This does not, however, always apply to services provided by the Finance and Administration Section.

Thirty percent of the Corporation's managerial and non-unionized staff are French-speaking, with Francophones largely concentrated in the Quebec regional office and Head Office. However, because of the low representation of Francophones among on-board employees, only about 20% of the approximately 3,000 unionized employees are French-speaking.

Of the 37 complaints received in 1979 by our Office, 4 were unfounded, 15 were settled, and 18 are still being investigated. The majority of the complaints concerned the lack of French services on trains and in stations. The number of on-board personnel able to provide services in both official languages is restricted by the seniority principle contained in railway employees' collective agreements. A major policy change will be required before this situation is set right, but a temporary solution to the problem might be to employ "passenger service assistants" not only on long-distance runs but on other trains as well. In any event, whatever administrative measures are undertaken to achieve it, a further effort is needed to ensure that Francophone customers can receive adequate service in their own language.

Appendices

Appendix A: Official-Languages Programmes

Table 1

Costs and Person-Years Allocated to Official-Languages Programmes, 1978-79 and 1979-80

	1978-79		1979-80	
	Revised estimates ($000)	Person-years	Revised estimates ($000)	Person-years
Outside the Public Service				
Secretary of State's Department				
Grants and contributions for bilingualism in education				
• Formula payments to provinces	184,000		145,000[a]	
• Other youth-oriented programmes	33,498		30,598	
Grants to official-language minority groups	9,000		11,750	
Other bilingualism development programmes	3,970		1,899	
Operating expenditures	2,228	58	2,267	54
National Capital Commission	425		395	
Commissioner of Official Languages	3,605	98	4,523[b]	98
Sub-total	236,726	156	196,432	152

Source: *Main estimates* and *Supplementary Estimates*, 1978-79 and 1979-80, as well as special reports from relevant departments and agencies.

[a]Pending a new agreement on formula payments, this figure represents a budget of $140 million plus $5 million for prior year adjustments.
[b]Includes a supplementary budget for a special information programme.

Table 1

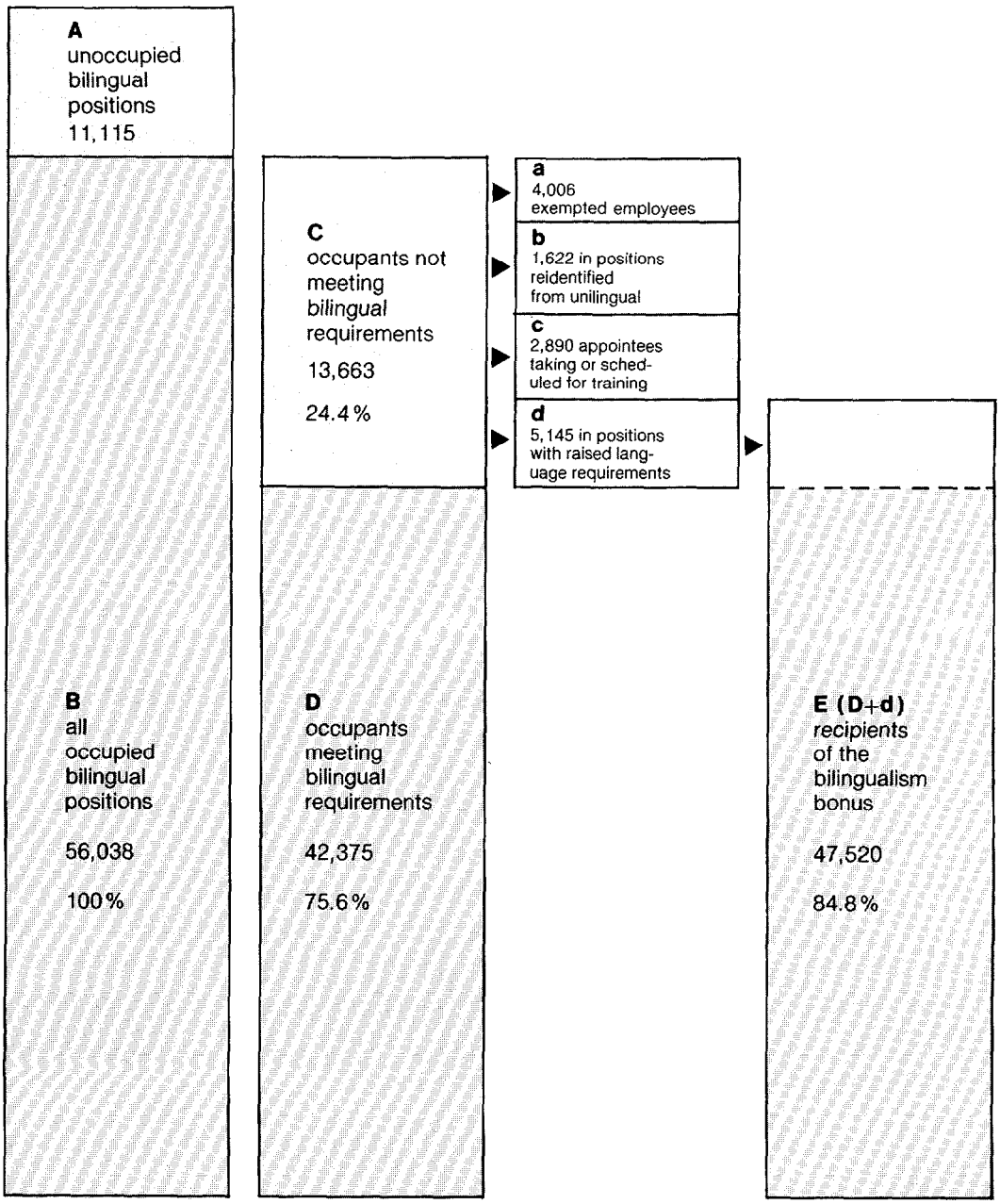
Costs and Person-Years Allocated to Official-Languages Programmes, 1978-79 and 1979-80 — *continued*

	1978-79		1979-80	
	Revised estimates ($000)	Person-years	Revised estimates ($000)	Person-years
Public Service and Armed Forces				
Treasury Board		75		70
Official Languages Branch	1,293		2,931	
Vote 15, Supplementary Resources for Allocation to Departments	18,000			
Public Service Commission				
Language training	35,439	1,312	22,923	799
Administration and other programmes	4,050	154	8,861	364[c]
Secretary of State's Department				
Translation Bureau	48,237	1,918	51,564	1,834
Departments and agencies	76,162	797	73,763	1,190[d]
Armed Forces	55,553	673	34,093	1,288[d]
Sub-total	238,734	4,929	194,135	5,545
Total	475,460	5,085	390,567	5,697

[c]Includes former language teachers who have been reassigned under the Career Orientation Programme.
[d]Includes person-years for replacement of employees on language training which were not fully reported in previous years.

Table 2

Language Capacity of Employees in Bilingual Positions



Source : Official Languages Information System, December 1979

Table 3

Representation of Anglophones and Francophones in the Public Service

	Anglophone	Francophone
1965[a]	78.5%	21.5%
1974[b]	75.7%	24.3%
1975[b]	74.4%	25.6%
1976[b]	74.0%	26.0%
1977[b]	73.8%	26.2%
1978[b]	74.0%	26.0%
1979[b]	73.6%	26.4%

[a]Mother tongue sampling of all federal institutions conducted for the B & B Commission. *Mother tongue* is normally defined as the language first learned and still understood.
[b]First official language data from Official Languages Information System. *First official language* means the official language (English or French) in which the employee is now most at home.

Table 4

Representation of Anglophones and Francophones in the Officer Categories

	Anglophone	Francophone
1971	86.6%	13.4%
1972	85.3%	14.7%
1973	83.6%	16.4%
1974	82.5%	17.5%
1975	81.2%	18.8%
1976	80.3%	19.7%
1977	77.3%	22.7%
1978	77.3%	22.7%

Source: Public Service Commission annual reports, preferred or first official language of employees.
Note: The officer categories include the Executive, Scientific and Professional, Administrative and Foreign Service, and Technical categories.

Table 5

Language Use by Federal Employees in Bilingual Regions

Use (in percentage of time) in relation to position identification

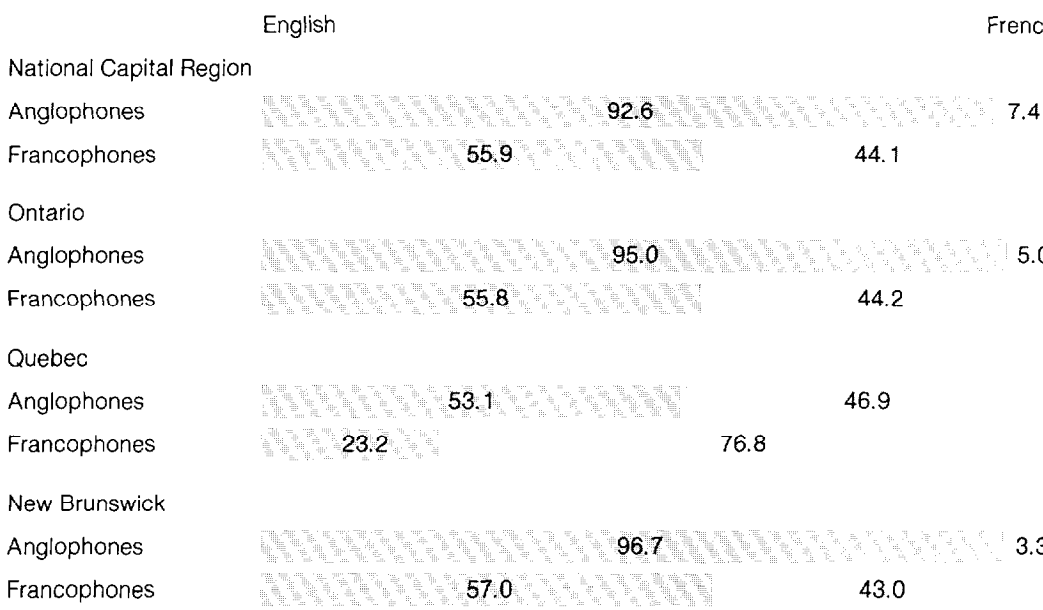
	English	French
Bilingual[a]		
Anglophones	81.8	18.2
Francophones	49.1	50.9
English essential		
Anglophones	98.1	1.9
Francophones	73.7	26.3
French essential		
Anglophones	43.9	56.1
Francophones	15.3	84.7
Either English or French		
Anglophones	92.3	7.7
Francophones	55.5	44.5

Note: *Bilingual regions* refers to regions designated as bilingual by Treasury Board for purposes of language of work. These are the National Capital Region, northern and eastern New Brunswick, northern and eastern Ontario, parts of Montreal and certain other regions in Quebec.

[a]Does not include use of English and French by employees who are not certified bilingual.

Language Use by Federal Employees in Bilingual Regions — *continued*

Use (in percentage of time) in bilingual regions



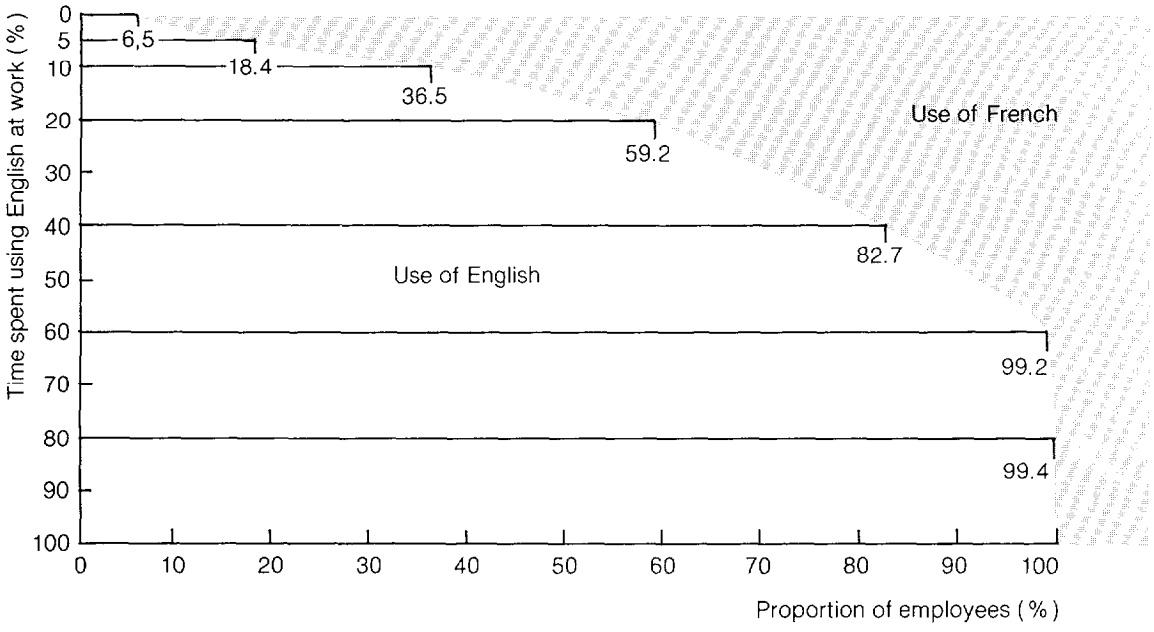
Note: *Bilingual regions* refers to regions designated as bilingual by Treasury Board for purposes of language of work. These are the National Capital Region, northern and eastern New Brunswick, northern and eastern Ontario, parts of Montreal and certain other regions in Quebec.

[a]Does not include use of English and French by employees who are not certified bilingual.

Table 6

Use of Their Second Official Language by Qualified Occupants of Bilingual Positions in Bilingual Areas

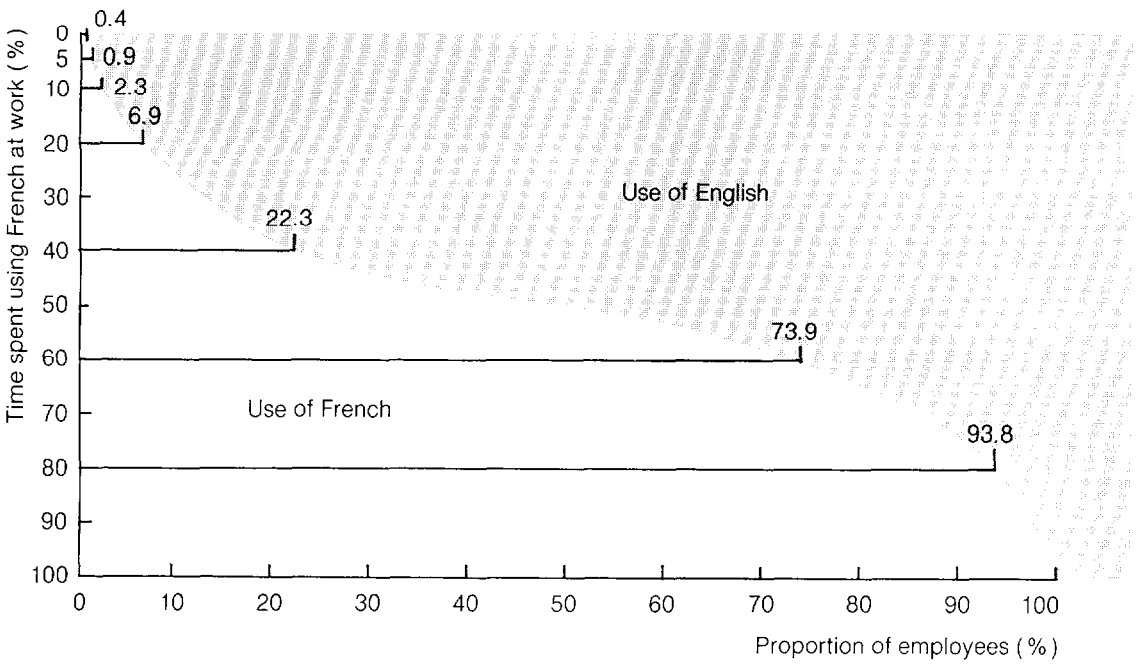
Use of French as a second language



Note: *Bilingual regions* refers to regions designated as bilingual by Treasury Board for purposes of language of work. These are the National Capital Region, northern and eastern New Brunswick, northern and eastern Ontario, parts of Montreal and certain other regions in Quebec.

Use of Their Second Official Language by Qualified Occupants of Bilingual Positions in Bilingual Areas — *continued*

Use of English as a second language



Note: *Bilingual regions* refers to regions designated as bilingual by Treasury Board for purposes of language of work. These are the National Capital Region, northern and eastern New Brunswick, northern and eastern Ontario, parts of Montreal and certain other regions in Quebec.

Appendix B: Education

Table 1

French Immersion Programmes in Eight Provinces

Province	Enrolment	Grades offered	Number of schools
Newfoundland			
1978-79	193	K-4,6-8	5
1977-78	95	K-2,6-8	3
1976-77	56	K,1	1
Prince Edward Island			
1978-79	820	1-5, 7-9	13
1977-78	541	1-4, 7,8	7
1976-77	304	1-3, 7	6
Nova Scotia			
1978-79	363	Prim.-8	10
1977-78	127	K,1,6-8	3
1976-77	46	Prim.,6,7	2
New Brunswick			
1978-79	3,763	K-9	35
1977-78	3,179	K-9	34
1976-77	2,504	K-8	32
Ontario[a]			
1978-79	15,042	K-8	160[e]
1977-78	12,764	K-8	160[e]
1976-77	12,363	K-8	156
Manitoba			
1978-79	2,521	K-10	21
1977-78	1,667	K-9	13
1976-77	1,290	K-8	14
Saskatchewan			
1978-79	1,208	K-12	13
1977-78	407	K-8	2
1976-77	338	K-8	2
British Columbia			
1978-79	2,094	K-10	24
1977-78	1,301	K-9	15
1976-77	862	K-7	10

French Immersion Programmes in Eight Provinces — *continued*

	Enrolment	Number of schools
Totals (8 provinces)		
1978-79	26,004	281[e]
1977-78	20,081	237[e]
1976-77	17,763	223

Increase in enrolment from 1976-77 to 1978-79: 32%.

Source : Statistics Canada

Note : *Immersion* is the term applied to programmes in which the language to be learned is used as the medium of instruction. 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 per cent in the higher grades.

No distinction is made by Alberta between programmes designed for Francophones and French immersion programmes for Anglophones.

[a]Includes only those immersion programmes in which French is the language of instruction for 75% of the week or more.
[e]Estimate.

Table 2

ELEMENTARY LEVEL: Second Language Enrolment by Province (English in Quebec, French Elsewhere), Public Schools Only

Province and year	Eligible school enrolment	Second language enrolment		Instruction time devoted to second language (%)
		Number	%	
Newfoundland				
1979-80	88,566[p]	36,590[p]	41.3[p]	5.9[p]
1978-79	91,010[r]	34,441[r]	37.8[r]	6.0
1973-74	98,823	32,520	32.9	5.8
1970-71	101,877	21,835	21.4	5.0
Prince Edward Island				
1979-80	12,224[p]	7,181[p]	58.7[p]	5.8[p]
1978-79	12,693	7,534	59.4	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				
1979-80	95,997[p]	38,785[p]	40.4[p]	7.1[p]
1978-79	98,189[r]	36,679[r]	37.4[r]	7.0[r]
1973-74	113,259	23,853	21.1	5.6
1970-71	121,894	12,642	10.4	7.0
New Brunswick				
1979-80	47,223[p]	30,336[p]	64.2[p]	7.8[p]
1978-79	48,357[r]	30,422	62.9[r]	7.0[r]
1973-74	57,672	31,997	55.5	6.2
1970-71	61,545	37,305	60.6	8.0
Ontario				
1979-80	1,139,850[e]	644,000[e]	56.5[e]	9.0[e]
1978-79	1,180,831[r]	655,198[r]	55.5[r]	9.0
1973-74	1,335,082	596,920	44.7	7.6
1970-71	1,361,119	509,955	37.5	7.0
Manitoba				
1979-80	106,470[p]	43,549[p]	40.9[p]	5.6[p]
1978-79	107,791[r]	43,613[r]	40.5[r]	6.0[r]
1973-74	124,005	47,845	38.6	5.1
1970-71	134,465	39,739	29.6	5.0
Saskatchewan				
1979-80	107,839[p]	5,986[p]	5.6[p]	6.8[p]
1978-79	108,268[r]	6,409[r]	5.9	7.0[r]
1973-74	116,169	6,674	5.7	7.8
1970-71	133,514	6,950	5.2	8.0

ELEMENTARY LEVEL: Second Language Enrolment by Province (English in Quebec, French Elsewhere), Public Schools Only — *continued*

Province and year	Eligible school enrolment	Second language enrolment		Instruction time devoted to second language (%)
		Number	%	
Alberta				
1979-80	216,299[e]	51,399[e]	23.8[e]	7.2[e]
1978-79	215,938[r]	51,014[r]	23.6[r]	7.0
1973-74	212,824	62,010	29.1	5.5
1970-71	230,433	58,235	25.3	6.0
British Columbia				
1979-80	298,922[p]	83,444[p]	27.9[p]	5.5[p]
1978-79	299,888[r]	84,360	28.1	6.0[r]
1973-74	336,392	31,226	9.3	5.1
1970-71	333,340	18,558	5.6	5.0
Totals (9 provinces)				
1979-80	2,113,390[e]	941,270[e]	44.5[e]	8.2[e]
1978-79	2,162,965[r]	949,670[r]	43.9[r]	8.0
1973-74	2,409,173	839,271	34.8	7.0
1970-71	2,495,005	708,780	28.4	6.0
Quebec				
1979-80	527,600[e]	195,200[e]	37.0[e]	10.0[e]
1978-79	553,637[e,r]	204,846[e,r]	37.0[e,r]	10.0[e]
1973-74	700,125	235,500	33.6	11.0
1970-71	824,026	339,484	41.2	9.0

Source: Statistics Canada, Elementary-Secondary Education Section

[a]Total school enrolment less the number of students for whom the minority language (English in Quebec, French elsewhere) is the language of instruction.
[e]Statistics Canada estimates.
[p]Preliminary figures provided by departments of education.
[r]Figures revised since publication of *1978 Annual Report*.

Table 3

SECONDARY LEVEL: Second Language Enrolment (English in Quebec, French Elsewhere), Public Schools Only

Province and year	Eligible school enrolment[a]	Second language enrolment		Instruction time devoted to second language (%)
		Number	%	
Newfoundland				
1979-80	61,373[p]	34,683[p]	56.5[p]	10.8[p]
1978-79	61,763[r]	34,568[r]	56.0[r]	11.0[r]
1973-74	60,820	34,583	56.9	10.7
1970-71	58,853	37,895	64.4	10.0
Prince Edward Island				
1979-80	13,441[p]	8,056[p]	59.9[p]	10.6[p]
1978-79	13,659[r]	8,332	61.0[r]	11.0[r]
1973-74	13,328	8,156	61.2	10.8
1970-71	13,008	10,794	83.0	10.0
Nova Scotia				
1979-80	87,447[p]	54,639[p]	62.5[p]	12.2[p]
1978-79	89,998[r]	57,205[r]	63.6	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				
1979-80	54,010[p]	37,741[p]	69.9[p]	14.0[p]
1978-79	55,633[r]	38,680	69.5[r]	14.0[r]
1973-74	54,016	37,852	70.1	12.9
1970-71	53,688	42,708	79.5	12.0
Ontario				
1979-80	612,600[e]	229,700[e]	37.5[e]	13.0[e]
1978-79	612,385[r]	226,595[r]	37.0[r]	13.0[e]
1973-74	556,450	202,729	36.4	13.0
1970-71	549,827	269,079	48.9	13.0
Manitoba				
1979-80	92,284[p]	36,009[p]	39.0[p]	10.8[p]
1978-79	97,718[r]	39,004[r]	39.9[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				
1979-80	97,364[p]	43,839[p]	45.0[p]	9.7[p]
1978-79	100,395[r]	46,199[r]	46.0[r]	11.0[r]
1973-74	106,422	56,696	53.3	10.8
1970-71	113,053	77,928	68.9	10.0

SECONDARY LEVEL: Second Language Enrolment (English in Quebec, French Elsewhere), Public Schools Only — *continued*

Province and year	Eligible school enrolment[a]	Second language enrolment		Instruction time devoted to second language (%)
		Number	%	
Alberta				
1979-80	210,178[e]	57,030[e]	27.1[e]	11.1[e]
1978-79	212,597[r]	60,157[r]	28.3[r]	11.0
1973-74	206,913	63,554	30.7	10.2
1970-71	195,554	80,607	41.2	10.0
British Columbia				
1979-80	209,395[p]	94,702[p]	45.2[p]	11.0[p]
1978-79	215,804[r]	93,192	43.2	11.0[r]
1973-74	212,309	105,664	49.8	11.0
1970-71	193,651	127,293	65.7	10.0
Totals (9 provinces)				
1979-80	1,438,092[e]	596,399[e]	41.5[e]	12.0[e]
1978-79	1,459,952[r]	603,932[r]	41.4[r]	12.0[e]
1973-74	1,405,709	613,775	43.7	11.8
1970-71	1,365,325	761,899	55.8	12.0
Quebec				
1979-80	450,550[e]	441,540[e]	98.0[e]	16.0[e]
1978-79	463,017[e,r]	453,757[e,r]	98.0[e,r]	16.0[e,r]
1973-74	599,475	599,475	100.0	14.2
1970-71	515,907	515,846	100.0	14.0

Source: Statistics Canada, Elementary-Secondary Education Section.

[a]Total school enrolment less the number of students for whom the minority language (English in Quebec, French elsewhere) is the language of instruction.
[e]Statistics Canada estimates.
[p]Preliminary figures provided by departments of education.
[r]Figures revised since publication of *1978 Annual Report.*

Appendix C: Information Programmes

Table 1

Oh! Canada Kit: Development, Printing and Distribution Costs

Number	1974-75	1975-76	1976-77	1977-78	1978-79	1979-80	Total
Development and printing							
51,500	$132,940	$ 61,871					$ 194,811
512,000		927,754					927,754
1,003,000			$ 923,356[a]	$ 484,487[b]			1,407,843
527,000				667,034			667,034
					$32,652[c]		32,652
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
123,320[f]					$52,690[f]		52,690
46,200						$26,200[e]	26,200
2,068,871	$ 9,966	$ 79,344	$ 122,650	$ 296,569	$52,690	$26,200[e]	$ 587,419
Total	$142,906	$1,068,969	$1,046,006	$1,448,090	$85,342	$26,200[e]	$3,817,513

[a]Includes preparation and production costs for 24,000 cassettes.
[b]Includes production costs for 24,000 cassettes and printing costs for 24,000 mini-kits.
[c]Includes printing costs for 24,000 mini-kits and 52,500 activity books.
[e]Estimate.
[f]Revised since publication of *1978 Annual Report*.

Table 2

Oh! Canada Kit: Distribution to Schools and the General Public

	1975-78		1979	
	Schools	General public	Schools	General public
Newfoundland	42,780	24,880	277	522
Prince Edward Island	1,710	5,045	61	423
Nova Scotia	43,105	22,000	341	771
New Brunswick	12,595	52,305	832	1,362
Quebec	153,455	502,670	0	9,085
Ontario	201,520	509,530	6,960	18,174
Manitoba	15,135	138,275	216	1,509
Saskatchewan	6,140	64,400	346	441
Alberta	12,975	60,965	842	985
British Columbia	53,960	92,330	1,520	1,837
Yukon	435	874	0	209
Northwest Territories	1,115	1,051	1	225

Table 3

Publications of the Commissioner of Official Languages

Printed Material Budget 1979-80
$240,000

1979 Annual Report. Bilingual publication. Provides members of Parliament and the general public with a yearly assessment of developments in the area of language reform.

Language and Society. Bilingual periodical. Serves as a forum of discussion for all those interested in language reform. The first issue, published in October 1979, focused on the tenth anniversary of the Official Languages Act.

The Office of the Commissioner. Bilingual brochure. Describes the role of the Commissioner of Official Languages and the operations of his Office. Aimed primarily at public servants and those who follow language issues closely.

The Official Languages Act. What Does It Really Say? Bilingual pamphlet. Recalls the spirit of the Act and provides information on the Act and on the Commissioner's role.

Your Language Rights. How They Are Protected. Bilingual pamphlet. Provides the public with information on their rights under the Official Languages Act, the role of the Commissioner as linguistic ombudsman, and procedures for lodging complaints.

Series of bilingual posters.

Publications of the Commissioner of Official Languages — *continued*

Audio-Visual Material Budget 1979-80
$125,000

Two Languages Together. A slide show dealing with the Official Languages Act and the Commissioner's mandate. Consists of 50 colour slides and an audio tape. Recommended for information meetings, training sessions, seminars, meetings with public servants or the general public. Length: 10 minutes. Can be borrowed free of charge from the Office of the Commissioner of Official Languages and film libraries. Can also be bought from the National Film Board ($60.30; video cassette, $58.00). Also available in a bilingual version *Deux langues officielles, Why Not?*, and a French version *Deux langues pour mieux se comprendre.* 1979.

Il était deux fois... Twice Upon a Time. A short film produced by the National Film Board. Designed to provoke discussion. Useful in seminars. Length: 10 minutes. Can be borrowed free of charge from the Office of the Commissioner of Official Languages, film libraries, and the National Film Board. Can also be bought from the National Film Board (16 mm, $150; video cassette, $58). 1979.

A Conversation With the Commissioner of Official Languages. Interview taped on ¾ inch video cassette. The Commissioner reviews the decade which followed adoption of the Official Languages Act. Length: 30 minutes. Useful in seminars and meetings in both the public service and the private sector. Can be borrowed free of charge from the Office of the Commissioner of Official Languages. Distributed to cable and television networks. Available in English (interviewer: Tony Westell) or French (interviewer: Réginald Martel). 1979.

Kits for Young People Budget 1979-80
$825,000

Oh! Canada 2. Bilingual kit intended for children seven to twelve years old. Seeks to provide an awareness of the two official languages through entertainment. Consists of a 32-page booklet (including comic strip and activities section) and an educational game.

Explorations. Bilingual kit for young people between the ages of thirteen and seventeen. Designed to foster awareness of the international character of Canada's two official languages and of the world's linguistic diversity. Consists of a game, a linguistic map of the world and an information booklet.

Appendix D : Complaints

Table 1

Files Opened, Closed and Still Active

	1970-78 (105 months)	1979	Total
Opened	7,606	1,243	8,849
Closed	7,152	1,222[a]	8,374
Still active on January 1, 1980			475[b]

[a]Includes 854 of the 1,243 files opened in 1979 and 368 files opened previously.

[b]Includes 389 of the 1,243 files opened in 1979 and 86 files opened previously.

Table 2

Files Opened in 1979

Complaints concerning specific federal institutions	1,118	90%[a]
Complaints not concerning specific federal institutions	125	10%
	1,243	100%

[a]Rounded percentages in this and subsequent tables.

Table 3

Language of Complainants

	1970-78 (105 months)		1979	
French	6,334	83%	1,090	88%
English	1,272	17%	153	12%
	7,606	100%	1,243	100%

Table 4

Methods of Submitting Complaints

	1970-78 (105 months)		1979	
By letter	4,999	66%	514	41%
By telephone	1,851	24%	517	42%
In person	245	3%	67	5%
By referral	196	3%	25	2%
Other means (telegram, newspaper, note, COL's initiative and so forth)	315	4%	120	10%
	7,606	100%	1,243	100%

Table 5

Origin of Complaints

	1970-78 (105 months)		1979		Total	
Newfoundland	18	0.2%	0	0.0%	18	0.2%
Prince Edward Island	29	0.4%	22	1.8%	51	0.6%
Nova Scotia	125	1.6%	23	1.9%	148	1.7%
New Brunswick	542	7.1%	202	16.3%	744	8.4%
Quebec	2,140	28.1%	238	19.1%	2,378	26.9%
Ontario	3,640	47.9%	545	43.8%	4,185	47.3%
Manitoba	370	4.9%	137	11.0%	507	5.7%
Saskatchewan	176	2.3%	21	1.7%	197	2.2%
Alberta	345	4.6%	29	2.3%	374	4.2%
British Columbia	167	2.1%	22	1.8%	189	2.1%
Yukon and Northwest Territories	7	0.1%	0	0.0%	7	0.1%
Other countries	47	0.7%	4	0.3%	51	0.6%
	7,606	100.0%	1,243	100.0%	8,849	100.0%

Table 6

Nature of Complaints Concerning Specific Federal Institutions—1979

Language of service	966	86%
Language of work	111	10%
Government directives on official languages	41[a]	4%
	1,118	100%

[a]These complaints concern both language of service and language of work.

Table 7

Federal Institutions Cited in Complaints

	1970-78 (105 months)	1979	Total
Advisory Council on the Status of Women	1	0	1
Agriculture	84	7	91
Air Canada	547	153	700
Anti-Inflation Act	1	0	1
Army Benevolent Fund	0	1	1
Atomic Energy of Canada Ltd.	14	6	20
Auditor General	10	2	12
Bank of Canada	15	1	16
Canada Council	12	3	15
Canada Employment and Immigration Commission	552	63	615
Canada Labour Relations Board	0	1	1
Canada Mortgage and Housing Corporation	35	19	54
Canadian Arsenals Ltd.	1	1	2
Canadian Broadcasting Corporation	343	28	371
Canadian Consumer Council	1	0	1
Canadian Development Corporation	5	0	5
Canadian Film Development Corporation	1	0	1
Canadian Government Photo Centre	1	0	1
Canadian Grain Commission	3	1	4
Canadian Human Rights Commission	5	1	6
Canadian International Development Agency	22	3	25
Canadian Intergovernmental Conference Secretariat	1	1	2
Canadian Livestock Feed Board	1	0	1
Canadian National Railways	376	55	431
Canadian Overseas Telecommunications Corporation	1	0	1
Canadian Patents and Development Ltd.	1	0	1
Canadian Pension Commission	4	1	5
Canadian Permanent Committee on Geographical Names	1	0	1

Federal Institutions Cited in Complaints — *continued*

	1970-78 (105 months)	1979	Total
Canadian Radio-television and Telecommunications Commission	27	2	29
Canadian Transport Commission	17	5	22
Canadian Wheat Board	5	0	5
President's Office of the Cereal Committee	1	0	1
Cape Breton Development Corporation	3	0	3
Chief Electoral Officer	47	65	112
Commission of Inquiry concerning certain activities of the Royal Canadian Mounted Police	1	1	2
Commission of Inquiry into Bilingual Air Traffic Services in Quebec	1	0	1
Commission of Inquiry on Aviation Safety	0	1	1
Commissioner of Official Languages	11	2	13
Communications	70	9	79
Comptroller General of Canada	0	1	1
Consumer and Corporate Affairs	52	16	68
Crown Assets Disposal Corporation	7	0	7
Defence Construction (1951) Ltd.	3	1	4
Economic Council of Canada	4	1	5
Energy, Mines and Resources	82	19	101
Energy Supplies Allocation Board	1	0	1
Environment	133	12	145
External Affairs	83	5	88
Farm Credit Corporation	5	2	7
Federal Business Development Bank	4	6	10
Federal Court	6	1	7
Federal Electoral Boundaries Commission for Ontario	3	2	5
Federal-Provincial Relations Office	1	2	3
Finance	20	8	28
Fisheries and Oceans	0	6	6
Food Prices Review Board	3	0	3
Governor General	5	2	7
Indian Affairs and Northern Development	134	15	149
Industry, Trade and Commerce	46	18	64
Canadair	3	0	3
Insurance, Department of	3	0	3
International Development Research Centre	1	0	1
International Joint Commission	1	0	1
Joint Parliamentary Committee on the Constitution	2	0	2
Joint Services for Treasury Board, Department of Finance and the Comptroller General of Canada	0	1	1
Justice	37	2	39
Labour	30	3	33
Library of Parliament	2	0	2
Loto Canada	49	6	55
Medical Research Council	2	0	2

Federal Institutions Cited in Complaints — *continued*

	1970-78 (105 months)	1979	Total
Metric Commission	13	4	17
Ministers' Offices	1	0	1
Ministry of State for Economic Development	0	1	1
National Arts Centre	101	15	116
National Battlefields Commission	0	2	2
National Capital Commission	80	12	92
National Defence	274	46	320
National Energy Board	4	2	6
National Film Board	31	7	38
National Harbours Board	8	1	9
National Health and Welfare	137	25	162
Canadian Commission for the International Year of the Child	0	5	5
National Library	20	2	22
National Museums of Canada	107	16	123
National Research Council of Canada	43	5	48
National Revenue—Customs and Excise	151	17	168
National Revenue—Taxation	171	29	200
Northern Canada Power Commission	2	1	3
Northern Transportation Co. Ltd.	4	0	4
Northwest Territories Government	9	2	11
Office of the Prime Minister (PMO)	3	2	5
Parliament	88	13	101
Polymer (Polysar)	2	0	2
Post Office	602	103	705
Privy Council Office	7	2	9
Public Archives	21	2	23
Public Service Commission	280	33	313
Public Service Staff Relations Board	1	2	3
Public Works	142	20	162
Regional Economic Expansion	30	2	32
Royal Canadian Mint	8	2	10
Royal Commission on Financial Management and Accountability	1	0	1
St. Lawrence Seaway Authority	6	4	10
Science Council of Canada	9	1	10
Science and Technology	4	0	4
Seaway International Bridge Corporation Limited	2	0	2
Secretary of State	163	21	184
Solicitor General	8	3	11
Correctional Service of Canada	39	8	47
National Parole Board	21	0	21
Royal Canadian Mounted Police	124	17	141
Standards Council of Canada	2	0	2
Statistics Canada	151	14	165
Status of Women	1	0	1

Federal Institutions Cited in Complaints — *continued*

	1970-78 (105 months)	1979	Total
Supply and Services	140	16	156
Supreme Court of Canada	4	1	5
Tax Review Board	3	0	3
Teleglobe Canada	2	0	2
Transport	283	45	328
Treasury Board	51	8	59
Uranium Canada Ltd.	1	0	1
Veterans Affairs	27	8	35
Via Rail Canada Inc.	7	37	44
Yukon Territory Government	10	0	10
	6,439[a]	1,118	7,557[a]

[a]These totals include 92 complaints against federal institutions which are no longer in existence (e.g. Information Canada, Company of Young Canadians).

Table 8

Complaints not Concerning Specific Federal Institutions—1979

Members of Parliament	3
Municipal governments	3
Private enterprise	66
Provincial governments	21
Public service unions and associations	10
Telephone companies	22
	125

Appendix E: Special Studies and Audits

Special Studies and Audits conducted during the past five years

1975

Canadian Broadcasting Corporation
Canadian International Development Agency
Department of Consumer and Corporate Affairs
Department of Industry, Trade and Commerce
Language Use Survey
Ministry of State for Science and Technology

1976

Air Canada—Headquarters and Eastern Region
Canada Labour Relations Board
Canadian National Railways — Railway Operations, St. Lawrence Region
Department of Agriculture
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

Department of the Environment
Department of Supply and Services
Federal Institutions and Official Language Minority Newspapers
Office of the Auditor General
Statistics Canada

1979

Atomic Energy of Canada Limited
Bank of Canada
Canada Mortgage and Housing Corporation
Comptroller General of Canada
Economic Council of Canada
Farm Credit Corporation
House of Commons
Library of Parliament
Medical Research Council of Canada
National Arts Centre
National Capital Commission

1979 — *continued*

National Harbours Board
National Library
National Museums of Canada
National Parole Board
National Research Council of Canada
Treasury Board Secretariat
Via Rail

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