
ANNUAL REPORT 1980

COMMISSIONER OF OFFICIAL
LANGUAGES
COMMISSAIRE
AUX LANGUES OFFICIELLES



© Minister of Supply and Services Canada 1981
Cat. No. SF1-1981
ISBN 0-662-51268-5

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 tenth Annual Report of the Commissioner of Official Languages, covering the calendar year 1980.

Yours respectfully,

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

M.F. Yalden

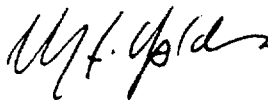
March 1981

The Speaker,
House of Commons,
Ottawa

Madam Speaker,

Pursuant to Section 34(1) of the Official Languages Act, I hereby submit to Parliament, through your good offices, the tenth Annual Report of the Commissioner of Official Languages, covering the calendar year 1980.

Yours respectfully,

A handwritten signature in black ink, appearing to read 'M.F. Yalden', with a stylized flourish at the end.

M.F. Yalden

March 1981

Table of Contents

	Preface	
Part I	PANORAMA	1
	Climatic Conditions	3
	Language Rights:	
	A Written Guarantee	3
	Public Information:	
	Low Man on the Totem	6
	Joint Committee on Official Languages:	
	Many Called; Few Chosen	7
	Amendments to the Act:	
	Made to Measure	8
	Summary of Observations and Recommendations	9
<hr/>		
	Business as Usual	10
	Government Action:	
	Design for Living	11
	Staffing Bilingual Positions:	
	The Categorical Imperative	13
	Language Training:	
	It's an Ill Wind	15
	The Bilingual Bonus:	
	What More Can We Say?	16
	Programme Costs:	
	Give and Take	16
	Summary of Observations and Recommendations	17
<hr/>		
	A Minority of Two	17
	The Constitution and the Supreme Court:	
	A Double-Edged Sword	18
	Federal Programmes:	
	Cart and Horse	19
	The Francophones:	
	Squeeze Play	20
	Anglo-Quebec:	
	Taking Stock	23

	Minority Media:	
	A Word in the Right Place	24
	Other Language Groups:	
	Other Voices	26
	Summary of Observations and Recommendations	27
<hr/>		
	Education	28
	Federal-Provincial Relations:	
	Shuffling the Deck	28
	Minority-Language Education:	
	Handsome is as Handsome Does	31
	Second-Language Education:	
	The Will and the Way	35
	Universities:	
	A Little Learning...	38
	Exchanges:	
	The Human Dimension	40
	Summary of Observations and Recommendations	42
<hr/>		
	A Final Word	43
Part II	CLOSE UP	47
	Language of Service	49
	Significant Demand:	
	Sticky Wickets	49
	Central Agency Involvement:	
	Advice to the Lovelorn	52
	Summary of Observations and Recommendations	56
<hr/>		
	Language of Work	56
	Changing Language Use:	
	Art of the Possible	57
	Equitable Participation:	
	The Meeting of the Twain	60
	Translation:	
	In So Many Words	61
	Language and Science:	
	Murphy's Law	62
	Summary of Observations and Recommendations	63

Part III	INFORMATION	65
	Spreading the News	67
Part IV	COMPLAINTS	73
	Force of Numbers	75
	Collective Agreements:	
	Spanner in the Works	76
	Bilingual Capability:	
	Only a Paper Moon	78
	Operational Constraints:	
	Salt in the Wound	79
	Working in French:	
	Month of Sundays	81
Part V	FEDERAL INSTITUTIONS: A CLOSER LOOK	85
	APPENDICES	169
	A Presentation by the Commissioner of Official Languages to the Special Joint Committee on the Constitution of Canada Amendments proposed to the Official Languages Act by the Commissioner	171
	B Official languages in the federal administration	179
	C The provinces and second-language education	182
	D The Commissioner's Office: Complaints, Linguistic Audits and Information Programmes.	188

EXPLANATORY NOTE

In the light of comments by Members of Parliament, and in the hope of easing the task of the Special Joint Committee on Official Languages, we have altered somewhat the format of this year's Report. In particular, we have attempted to set down, as appropriate, a brief summary of our principal observations and recommendations for the current year. We hope as a result that parliamentarians, the press and the public will be able to appreciate more readily what we are driving at, and that the Joint Committee will be in a better position to examine our recommendations, to pursue those which they endorse with the appropriate government departments and agencies, and to question us more incisively on those which they find obscure or of doubtful value.

Preface

The half-way point in one's term is no doubt a suitably solemn occasion to pause and reflect on where we have got to and on what lies ahead.

Looking back at the beginnings of serious language reform in Canada, ten or a dozen years ago, I become increasingly conscious how much *has* been accomplished, at both the federal and provincial levels. There is also, to my mind, a noticeable improvement in linguistic good manners: while the extremes of behaviour are no less strident, there is a new interest in and respect for differences of language. And if we place ourselves beside other countries of comparable linguistic diversity, the Canadian performance is well worth an honourable mention.

In short, there is no question that Canada has the potential for developing a genuine accommodation among its various language groups. But—and there is bound to be a but—it is not going to happen all by itself. A combination of laziness and inattention still comes between the public and a fully adequate network of government services in both official languages. The language-of-work problem often appears all but intractable. And such *improvements as have been made over the years in balancing the participation of English-speaking and French-speaking public servants* have yet to result in very significant changes in the pattern of language use.

The chief lesson to be digested after three and a half years in the business, at least from my perspective, is that because these are profoundly difficult, long-term issues, they are ill-suited to the quick-solution and on-to-the-next-crisis approach which appears to be endemic to contemporary government. In the era of the instant electronic cliché, it is not easy to accept that some questions can only be resolved over time, and only then if there is an all-encompassing determination simply not to accept indifference and backsliding.

So I must also confess my worry that the federal effort sometimes betrays a certain lassitude or lack of staying power. The signs are everywhere apparent, particularly in the inclination to lecture others about language rights while paying relatively less attention to putting one's own house in order. Eloquent pronouncements by government spokesmen about a continuing commitment to the minority communities and to the principle of service to the public are only to be expected—and I do not contest that they are made in good faith—but they are absolutely no substitute for the less glamorous

task of organizing and following through on the institutional changes that make those ideals possible.

I cannot emphasize it too often: the principles are accepted; the practical problems are what need solving. And the simple if unpalatable truth is that, from the top down, ministers and senior officials alike, and with very, very few exceptions, one is confronted with an all too common tendency to avoid the real issues. Bilingual education programmes, we are told, are of the highest importance...but federal support declines. The tax-paying public is entitled to be served in its own language...but union contracts take precedence over the law. French must take its place as a language of work in the public service...but the appointment of unilingual officials to senior positions continues on a regular basis. And on and on.

Is it merely a case of the right hand not knowing what the left is up to? Perhaps, but if so it is a form of indifference that will cost us dearly. With hard work and resolution we have built a considerable edifice over the last decade. We can only maintain and enrich it through constant attention to the daily exigencies of reform. Developing a reasonable and generous language policy for this country is not merely another government programme. It is a collective endeavour which will not succeed if those who should be the leaders are too timid to stay in the kitchen and take the heat—or even worse, too casual to care.

If I may close on a personal note, I should not wish to end these few comments without paying tribute to the late Governor General, Jules Léger. Those who were privileged to be his associates and friends will know how much he gave of himself in his years as Under Secretary of State to the design and establishment of a new language policy for Canada. There could be no more fitting memorial to his contribution than to continue to work toward a greater understanding between French-speaking and English-speaking Canadians and a fairer and more decent language regime for all concerned.

M.F.Y.

Panorama

The text in this block is extremely faint and illegible, appearing as a dense field of light gray characters. It likely represents a large body of text, possibly a report or a collection of articles, but the content cannot be discerned.

Climatic Conditions

It is always sobering to look back at last year's hopes and expectations and see what has become of them. We may come to remember 1980 as the year in which a great deal seemed possible and quite a lot almost happened. Not the year of the breakthrough, perhaps, but an education in what it will take to achieve effective language reform in this country.

With the benefit of hindsight, we also begin to see more clearly whether the larger pieces in the Government's administrative design are gradually coming together into a convincing whole or whether we are still dealing with a sewing-bee made up of rampant individualists. This Office has always taken the view that efforts to put the Official Languages Act into effect are unlikely to meet with success unless the principal actors speak with a consistent voice. If the parts do not hold together, if words and deeds are out of sync, then we should not be too surprised if the bilingual machine does not function all that well.

An ideal balance of legislative leadership, cajolement, direction and financial incentive is no doubt too much to expect, but we nevertheless have a responsibility to judge each year's performance on all these counts. Before we get down to that level of bookkeeping, however, the reader is entitled to a brief overview of 1980.

Like the weather, the signs were mixed and difficult to read. Perhaps hardest of all was to see our language climate as an ecological whole and to make reasonable distinctions between this week's problems and the long-term forecast. We persist in thinking that Canadians could do much better for themselves in both respects. But, on the evidence of 1980, it is anything but sure that they will make the effort. A reasonable first step could be to build ourselves a better constitutional shelter.

Language Rights: A Written Guarantee

Why entrenchment
matters

We can hardly complain that the issue of language rights was ignored in 1980. Not that these important guarantees have now been solemnly entrenched, but when the year ended the arguments for and against had nonetheless been pretty thoroughly aired. They had been argued by our First Ministers and had been the subject of much testimony before a Joint Parliamentary Committee. But, most revealingly, they had again been put to the test of practice in almost every part of the land.

To know why entrenchment may or may not be important to the longer-term climate, it is necessary to remind oneself that languages have a way of competing with each other in real life, and that the recognition given them by the state has much to do with their ranking and self-esteem. Arguments against entrenchment have been put forward by those who contend that this is properly the responsibility of elected legislatures. However, the plain truth of Canadian history is that, whatever may be the case with other fundamental rights, the paternal solicitude of provincial legislatures has not previously done much to establish or protect minority language rights. As a result, we are thoroughly convinced that the future welfare of the official language minorities stands a better chance on a constitutional rather than a purely legislative basis. Indeed, without that kind of safeguard, the chances of achieving linguistic harmony must be rated poor.

Conferences and committees

It may turn out to have been a less than happy coincidence for the official language minorities that the status of their rights became so closely entangled in 1980 with larger federal-provincial struggles. It certainly seemed to us that a number of provinces which wound up being counted as opposed to entrenched language rights did so for reasons that had too little to do with matters linguistic. Whereas in February 1979, for example, one could have tallied perhaps six or seven provinces prepared to support entrenchment of the child's right to education in the parent's official language, by last fall one was hard pressed to find half as many in favour of that view.

In any event the Federal Government has felt obliged to bite the bullet by including certain language provisions in its resolution to patriate the Constitution. The Special Committee of Parliament appointed to study the resolution was kind enough to provide us with an occasion to submit our views on these proposals in November. (The full text of our presentation to the Committee is included in Appendix A.) Leaving aside the matter of whether the Government should or should not have proceeded unilaterally, we argued that, although the proposals had much to commend them, they also suffered from several serious shortcomings:

- they would perpetuate an inequity by binding Quebec and Manitoba to a two-language regime in the legislatures and courts, a regime that Ontario and New Brunswick¹, would not be required to institute, despite very substantial minority populations;
- they did not include the right to a criminal trial in one's own official language;
- they imposed ungenerous and unnecessary restrictions on the right of access to minority-language education by limiting it to Canadian citizens and only where numbers warrant; and
- they did not extend to the official language minorities the right to control their own educational institutions.

Other witnesses before the Special Committee called for even more comprehensive language provisions, for example, as suggested by the Federation of

¹ Government amendments of January 1981 extend these requirements, including the requirement to serve the public in both languages, to New Brunswick.

Francophones Outside Quebec, the creation of a permanent bilateral commission or tribunal to decide cases where language rights were alleged to have been violated.

What is striking about all this testimony is that, virtually without exception, the minorities themselves, English as well as French, favoured entrenchment of language rights in a new constitution. It is not hard to understand why, for the difference between an entrenched right and an administrative privilege is fundamental. The first is a constitutionally enshrined principle which is difficult to change and is enforceable by the courts. The second is a discretionary provision which can be overturned or altered whenever the majority wishes. Everyone agrees that even an entrenched right is not a panacea for every linguistic ache and pain, but it does offer recourse against arbitrary actions which go against the interests of the minority.

Indeed, the arguments for entrenchment of linguistic rights seem to us so clear-cut and compelling that we are forced to the conclusion that what stands in the way of their acceptance is hardly more than horse-trading. We readily acknowledge that it takes some political imagination and courage to promote guarantees of this kind in areas of Canada where they have traditionally been ignored. What we find unacceptable, however, and urge all Canadians to repudiate, is the shameful philosophy that our official language minorities can only be tolerated on majority terms.

Quebec referendum
and federal
elections

While the issue of language relations hardly took pride of place in the political debates surrounding the Quebec referendum and the federal election, it undoubtedly haunted both proceedings and cast its shadow on the results. By the same token, those results clearly reinforced the Federal Government's resolve to carry forward the constitutional process in the way that it believed would be most consistent with maintaining a secure and vital French-speaking community within the federal state.

Much less evident is whether the Government has been able to project its views in a manner that can win the hearts and minds of the more-than-doubtful. Whatever the eventual outcome, it is clear that in staking so much time and effort on the constitutional card, the Government not only produced a negative reaction in some quarters but effectively missed out on other opportunities for advancing minority rights. As a result, to put it mildly, 1980 was a very thin year for reinforcing the foundations of federal language policy and for friendly federal-provincial collaboration. Indeed, rather than using the occasion to lead by example and to work with the provinces to improve programmes and services vital to the minorities, the Federal Government may have succeeded instead in diverting attention from much needed reforms.

To be sure, finding the most effective approach is not an easy task. At the heart of our linguistic dilemma lie some pretty fundamental differences about the proper ground rules that would make for an acceptable degree of reciprocity between the two official language communities. Both the positions adopted during the Quebec referendum and responses to the federal

position on the Constitution tended to polarize around two quite divergent philosophies of language maintenance.

The differences may in part be explained in terms of one's attitude toward *individual* versus *collective* language rights: whether linguistic freedoms are better protected by affording a reasonable degree of protection and choice to the individual, or by the creation of structures for the collective linguistic survival of a particular group. An additional complication arises from the arguments surrounding the relation between a language and a people. And the Canadian case is particularly difficult to come to grips with because the identity of language and people is a lot closer on the French side than on the English. This may be obvious in the abstract, but it has on occasion caused considerable grief for those good-hearted reformers who try to take equal account of languages, of peoples and of collectivities, while at the same time respecting individual choices in contemporary Canadian society.

Whatever the answer to these puzzles, fostering national linguistic understanding is not made any easier by our inability to agree on the terms in which we should discuss the matter. Those who maintain that, by its very nature, the French-speaking community in Canada calls for different methods of protection from those needed for Anglophones in Quebec are clearly going to run up against the incomprehension of many non-Francophones. There is also the risk that by overemphasizing collective rights, one encourages confrontation between communities, and one can wind up with the sort of watertight linguistic segregation that is ultimately self-defeating.

A position based increasingly on the notion of collective rights can only be read as a challenge to the viewpoint—which happens to be one we lean toward—that government should provide workable individual choices rather than over-regulate language use. If Canada wishes to avoid linguistic compartmentalism it must show itself capable of making its official language minorities linguistically at home in their native provinces, and in practical, down-to-earth terms.

One of the greatest obstacles to this line of development is regional and community parochialism, which can obviously be harmful in all areas of Canadian life, but perhaps particularly so with respect to language. If we prove unable to keep open a broad bilingual area in which worthwhile language choices can still be made, it seems increasingly clear to us that we will live to see a Canada made up of two unilingual territories, Quebec-Acadia and the rest. We leave it to the reader to judge the long-term political consequences of any such development.

Public Information: Low Man on the Totem

Many Canadians, of every condition and every walk of life, are appallingly innocent about the history and the current state of languages in Canada. Naturally, some of us will go on plugging for a more adequate treatment of the subject in the schools and universities. But there is a great deal more to all this than an additional course in Canadian Studies.

We have spoken in past Reports about the peculiarly uneven discussion of language matters as between the English media and their French equivalents, the spotty coverage by the one and the almost obsessive treatment accorded by the other. Editorial emotion and local colour are to be found on both sides, albeit differently expressed, but there is little in the way of dispassionate, descriptive reporting of the extent to which Canadians understand and think constructively about our unique language situation. The upshot is that pretty well all we have to go by at present, apart from anecdotes, is the pollsters' enumeration of responses to various combinations of buzzwords.

Surely it is odd in a country like Canada that simply abounds in linguistic raw material that there is not, at least to our knowledge, a straightforward, comprehensive and non-polemic text on language questions that could be recommended to the general reader. For our part, we have passed the stage when we look to the Federal Government to do something useful in this vein, but there remains a crying need not just to shed light on the destructive mythologies that constantly come between Canadians, but to make available to the average reader more truthful, readable and level-headed accounts of the past, present and future of languages in Canada.

Joint Committee on Official Languages: A Room of One's Own

While these Reports of ours create a flurry of interest once a year, something has been lacking in the means available to parliamentarians, the press and the general public to penetrate behind the headlines and into the question of what is being accomplished by the Official Languages Act. After a couple of false starts, Parliament agreed last May to strike a Special Joint Committee on Official Languages which we hope will accomplish precisely this purpose.

The Committee was prompt to go into action and managed four substantial sessions before suspending operations while the Special Committee on the Constitution did its work. However, there seemed to be a little uncertainty in the early going about how to get to grips with the task. As we see it, the value of the Committee lies principally in its powers:

- to examine how departments and agencies go about applying the Act;
- to review both the adequacy of the Act and the resources and methods of those bodies which are empowered to oversee its implementation;
- to make all concerned better aware of the aims and processes of language reform.

In the eleven years since the Official Languages Act went into effect, the federal bureaucracy has experimented with several organizational strategies for change, none of which has been altogether successful. In addition to rooting out horror stories and major delinquencies, it will be most important to decide where more could be achieved and how Parliament might best intervene to unstick the wheels. If that goal can be kept in sight, and if at the

same time the Committee can bring into focus the factors that fundamentally affect the official languages effort, then it will indeed have filled a long-felt need.

Amendments to the Act: Made to Measure

One thing which the Special Committee is certain to take a look at in due course is the usefulness of amending the Official Languages Act. This may therefore be a good time, without reiterating the amendments we have been calling for for several years¹, to put the idea of amendment in some kind of perspective.

First of all, a proposal to amend does not mean, at least in this case, that the Act has served us badly. On balance, our experience suggests the contrary. Before contemplating any kind of alteration, we would do well to remember its virtues.

For our money, the Act gets most of its power from the overriding principle of equality of status of the two languages. Opponents of this idea sometimes like to portray it as an attempt to establish mathematical equality in the use of English and French from coast to coast. This may meet the purpose of those who derive some titillation from alarmist pronouncements, but it is a long way from reality. What the Act says is in fact very simple. It prescribes *equitable* treatment for French- and English-speaking taxpayers and a requirement that federal agencies cater to *their* needs in *their* language, rather than forcing them to use the language of the bureaucrat behind the counter or at the other end of the phone. Once it has placed this responsibility squarely on federal institutions, the rest is a matter of detail, of defining limitations and establishing appropriate instruments of enforcement.

But there is important work to be done to make the Act perform better on both these counts, and efforts to date have continued to be dogged by unnecessary haggling over a suitable definition of "significant demand". One reason for the difficulties that stem from this over-elastic term may be the absence of bilingual districts, which the Act prescribes but which have yet to be established. A major argument in their favour is that they would, at the very least, specify those areas of the country where federal services would be fully available in both official languages independently of levels of demand. At the same time, they suffer from the obvious difficulties inherent in a proposal which would in effect superimpose a federal linguistic regime on districts in which a different level of service might be provided by the province. Furthermore, there is the argument that it may not be necessary to go to all that trouble if you can get the same results without creating the districts.

To put the matter in a nutshell, the problem is to decide whether we can achieve greater long-term linguistic stability through the creation of what one might call full-service territories, or whether we should continue to expose

¹ For a complete list of the amendments suggested by this Office, see Appendix A.

ourselves to the floating crap-game called service-on-demand. At the very least, in our view, the Government should try to give clearer recognition and administrative expression to the fundamental fact that different language zones within Canada call for different structures of service.

Meanwhile, the Official Languages Act remains what was called in 1969 "a gesture of faith in the future of Canada"— a gesture, however, that has to be articulated and enforced on the basis of rules which Parliament periodically scrutinizes and adapts. With eleven years of experience under our belts, we can surely pinpoint those continuing weaknesses in the Act which may, by general consent, be corrected. Opinions differ on whether it can best be strengthened by introducing more specific requirements and sanctions, or whether what we principally need is clarification of certain fundamental concepts.

After much reflection, we are firmly in favour of the latter approach. On the basis of whatever wisdom the past eleven years may have contributed, we are particularly concerned that an equitable statement of language-of-work rights be more clearly enshrined in the Act. Where problems of enforcement are concerned, we are inclined to think that the powers provided in the Act, subject to extending the Commissioner's authority to carry on public hearings, ought to be sufficient as they stand.

Summary of Observations and Recommendations

The Constitution

We maintain our view that a comprehensive and effective set of language rights should be entrenched in the Canadian Constitution, thereby providing for the use of the minority official language (a) in the laws, legislatures and courts of at least those provinces which contain the largest official language minorities; (b) in criminal trials; and (c) in the education of any child whose mother tongue is either English or French.

Practical Language Reforms

The Federal Government must demonstrate more convincing practical leadership both in its efforts to have provinces collaborate in concerted action to protect and promote the official languages across Canada.

Information

Stress is once again placed on the need, under federal guidance, to inform and educate Canadians, in clear and impartial terms, about language relations and language administration in Canada, and about the principal linguistic options for Canada as a federal state.

Amendments to the Act

The Act has proved generally effective in its present form, but certain adjustments are in order, for example, in line with amendments we have suggested in previous Reports.

Business as Usual

There are times when we might all be inclined to give up a steady income for a pot of fairy gold. But the promise of a just and dependable constitution is not by itself a reason to mortgage the official languages farm. Confirmation that language guarantees are worth fighting for also has to be provided by honest toil devoted to making the Official Languages Act work to maximum capacity.

Even if, in the eyes of the Government, 1980 was not the time for a major push to make its overall official languages strategy more intelligible to the man in the street, one still expected a solid supporting performance as far as the management of the official languages programme was concerned. What better time, in many ways, for vigorous action to iron out some of the lumps that disfigure existing programmes. And some action there was, but of such a low-key nature that one wondered whether the Government was trying to convey the message that *the heroic age is now behind us and what remains is to grind out the yardage.*

There may of course be a lot of sense in all this, provided you have some *stout-hearted ball-carriers and are conscious of the clock.* What worries us is a nagging doubt whether the pressures now being applied carry with them enough forcefulness and urgency to do the job, whether indeed they are part of a game-plan at all, or more a symptom of tired blood.

Let us remember, for example, a major statement issued by the Government in mid year which took the line that "language reform in the Public Service is on the right track. The measures that departments will take are included in the reports approved by the Treasury Board. We know what remains to be done." We would be less than candid if we did not repeat what we said at the time, that there is a shade too much whitewash in this mix to make it entirely credible. The Treasury Board Secretariat and the Public Service Commission are entitled to make what capital they can out of their official languages audits and reports; we would be the first to accept that there is no lack of good work being done. What we take exception to is the tendency to put a salesman's statistical gloss on the situation instead of giving us straight talk about the problems that remain to be dealt with.

Among other things, the general balance of the Government's official languages programmes still does not bear the mark of a thoroughgoing and well-coordinated strategy. These activities were supposed, after all, to complement each other in a coherent way, so that there would always be a purposeful relation, say, between public service language training and aid to language education in the schools, between identifying positions and providing service to the minorities. The relationships between component programmes must therefore be kept under regular review, so that the Government can anticipate the ongoing need to adjust the balance rather than carry out a crisis evaluation every four or five years.

Government Action: Design for Living

We are all victims of self-imposed systems. The Treasury Board Secretariat and the Public Service Commission are no exception. Both have a twofold handle on events: they collect and analyse information about what is going on, and they advise departments and agencies on how to improve their results. The tricky part of collecting data is to know what to do with your findings. In the past, we have slapped the wrists of the central agencies for a penchant toward mere number-crunching; in 1980 we succeeded in getting a moment or two of their attention.

They still show a preference for figures as against people, but they must be credited with several recent interventions that come a lot closer to the bone. We were delighted, for instance, to see the Board getting tougher with those departments and agencies that after three full years of practice have been unable to come up with a workable official languages plan. We welcome too the idea that, where an institution has consistently demonstrated its incapacity, the central agencies will lend out some of their planning expertise to get them on track.

Both agencies have also done some monitoring at first hand to determine the effects of what departments are doing to provide service or achieve a more balanced participation between the two major linguistic groups. We generally have no quarrel with the observations that come out of this audit process, even if they sometimes seem based on rather complacent criteria of what constitutes satisfactory service to the public. More to the point, however, we do not consider the resulting interventions by the Board or the Commission to be a firm enough display of their corrective powers. In almost every case, their action is too tentative and too much at arm's length.

By way of example, the decline in Anglophone representation in the federal public service in Quebec seems to us to require a more active recruitment programme than the Public Service Commission seems prepared to mount. There are many ways of encouraging departments to adopt a more dynamic approach, without interfering in their affairs, and it is simply not sufficient to leave it at encouraging them to make use of the Commission's inventories of potential candidates.

Similarly, the Treasury Board has gone to considerable pains to find out whether service to the minority public in bilingual areas is satisfactory. But once it comes up with the obvious conclusion that members of the Franco-phone minority are often not prepared to express vocal dissatisfaction with mediocre service, the Board does not take the action one feels entitled to expect. Instead of clearly instructing departments to upgrade their services, it contents itself with observing that people can be put off asking for something when they have grown accustomed to its absence. Just so, they can; but what does the Government propose to do about it?

We also deal in a following section of this Report with the Board's curious passivity on the language-of-work front, where the sum total of their visible direction to departments has been the suggestion that bilingual positions

should generally have the same second-language standards in French as in English, to “reflect the equality of status of both official languages of work”. Once again, the Board’s intervention may be useful in itself, but it hardly seems an adequate response to the present serious imbalances in the use of English and French.

Much of the direction the central agencies offer departments shows an awareness of what the operational constraints really are. This is as it should be. But at the same time, we have no patience with guidance couched in limp-wristed jargon to the effect that departments “might wish to consider giving more attention to the possibility of...” doing this or that. Of course departments must be responsible for their own official languages destinies, and of course there should be a minimum of lock-step administrative procedures. But they also need a great deal more imaginative counsel and a sharper call to order when they stray. Right now they are not getting enough of either.

Official languages
plans

In 1980, Treasury Board felt able to exempt some twenty departments and agencies from seeking annual approval of their official languages plans for at least two years. This approach enabled them to give more time to the other fifty or sixty institutions whose plans are still subject to regular scrutiny. By the end of 1980 we had commented to the central agencies on each report-plan that we had received. Our general impression is that the process is gaining in precision as departments get the hang of it, and as the Board helps them out with some consistent performance criteria so that one year’s report takes specific account of the previous year’s plan.

The best plans have justified the process by fully involving all levels of departmental management. But for many, probably a majority, the evidence is still strong that it is going to take some time yet before the official languages programme becomes a normal part of operational management. Treasury Board is doing valuable work providing advisory and educational services in this area. By all means let there be more of it.

Public information
and employee
education

And while we are on the subject of educating employees, we continue to be flabbergasted by the widespread indifference in many departments to any kind of programme to inform, persuade or put the case, both to the public and to public servants, that the Official Languages Act benefits them in their respective spheres. Last year, however, we thought we detected faint stirrings of activity in this area on the part of some departments and agencies. To check whether we were merely hearing things we wrote to roughly 100 Government institutions to find out what they were up to.

The results were not encouraging. At time of this writing, only about a third of the institutions canvassed had responded and indicated that they had produced material of their own. While we make no claim to scientific accuracy on this point, we have the decided impression that many federal bodies still have little or no inclination to advertise their willingness to deal on an equitable basis with English-speaking and French-speaking clients. They do rather better when it comes to putting their own employees in the picture, but even this is only a pale shadow of the effort that goes into, let us say, a

community fund-raising drive. Once again, and despite past experience, we suggest to federal agencies, with all due modesty, that our literature is at their and their clients' disposal—or that we are available to help if they would rather produce their own.

Staffing Bilingual Positions: The Categorical Imperative

There are certain prerequisites to doing business in both official languages. First one must decide where and to what extent a bilingual capability is required. In theory, it is every manager's responsibility to answer this question for himself from an understanding of the Official Languages Act and the Government's official languages policy. He must then make a just estimate of the kind of staff that will allow him to meet the need—and would expect the results to bear an observable relation to the needs.

Somehow it does not quite work out that way. Through a combination of inertia and overkill, we have ended up with the situation described in the following table:

Regions	Bilingual Positions	
	No.	%
1. Unilingual areas within Quebec	5,822	8.3
2. Bilingual areas within Quebec	13,288	19.0
3. Unilingual areas outside Quebec (nine provinces & territories)	3,077	4.4
4. Bilingual areas outside Quebec (nine provinces & territories)	3,798	5.5
5. National Capital Region	<u>43,804</u>	<u>62.8</u>
Total	69,789	100.0

One cannot help being struck by the fact that, leaving aside the National Capital Region, there are about 19,000 bilingual positions to accommodate the English-speaking minority in Quebec but less than 7,000 to look after a broadly comparable number of Francophones in all the other provinces. In other words, where the need is most acute—to increase the real availability of services in French to Francophones outside Quebec—the capacity is least satisfactory. And the problem is only made worse when a considerable number of those occupying bilingual positions are not in fact competent in the two languages.

Imperative
staffing

It was in part to take account of this danger that, in 1977, the Government introduced the possibility of accepting only fully qualified bilingual candidates for certain kinds of bilingual jobs. The relevant criteria included:

- the need for specialized or expert language usage (e.g. stenography);
- covering off a bilingual position whose occupant is, legitimately, not bilingual;

- special relationships with a particular community or group; and
- where the position has "a significant operational impact."

This procedure, which has come to be known as "imperative staffing", exists essentially to ensure bilingual service where it clearly cannot wait.

That is obviously the case where one is dealing with a minority-language public that is relatively sparse and where bilingual positions are thin on the ground, if indeed they exist at all. Yet, in 1979 according to Treasury Board, only about 2% of appointments made to bilingual positions required that the appointee already be bilingual. In 1980 the figure had risen to 5% of appointments, but a mere 77 of those were to bilingual positions outside the so-called bilingual belt.

That figure is still far too low, a fact that even the Treasury Board acknowledges when it observes mildly that "this mechanism is not being used to the fullest possible extent". Those institutions that *have* taken the trouble to use it obviously have far less difficulty meeting their bilingual commitment than those which constantly embark on the merry-go-round of appointing "willing unilinguals" to bilingual positions. In many instances, there is no longer any good reason to go that route, unless, of course, you are looking for an alibi or taking the public for a ride.

Bilingual supervisors in bilingual regions

On the other hand, to our mind, there is something also intrinsically improbable about the proposition that the only way we can offer reasonable language-of-work opportunities to employees in bilingual regions is to make a very high percentage of all supervisory positions in those regions bilingual (72% at last count). Departments and agencies of course have some discretion in the matter, but the total effect has been less to enhance the subordinate's opportunity to work in his own language than to produce a veneer of relatively low-level, unproductive bilingual positions and people across the service.

There is a real problem here, and it is time we faced up to it. Ideally we want to enlarge opportunities for employees to choose their language of work *without* producing a rash of bogus bilingual positions. In consequence, Treasury Board has asked departments to raise the language standards of some of these positions and to make more efficient use of imperative staffing. That should help, but it solves only half the problem. It leaves the question unanswered whether there ought not to be, even within bilingual regions, a greater number of units or sectors where the principal language of work is English or French *but not both*. For reasons which we argue at greater length in Part II of this Report, we believe alternative models of this kind deserve to be more thoroughly examined.

The bilingual head-count

We have commented before that, under present arrangements, the Government is stuck with an unacceptably large number of bilingual positions whose occupants are either not bilingual in any real sense or not enough to satisfy the minimal requirements for their positions. In 1980, by dint of putting pressure on those who were partly qualified to come up to scratch or forfeit their bilingualism bonus, another couple of thousand have been brought within the fold. This past year was also the first occasion on which

those qualified as bilingual on paper had to be reappraised to see whether they still came up to the mark. By the end of the year the result of this exercise had been to disqualify quite a few public servants in bilingual positions.

As far as possible we have tried to tabulate the outcome of these different manoeuvres in Table 3. Their impact on the efficiency of our present model of a bilingual institution is much more difficult to calculate, but our informal evaluation suggests that there has been some progress, albeit at a petty pace. The fact remains, however, that at the end of 1980 there were still some 9,500 (17%) non-bilingual persons in nominally bilingual positions. Hardly a convincing advertisement for the present system, although we grant that the annual reappraisal may help to keep some second-language skills in trim.

Language Training: It's an Ill Wind

The reappraisal has also refilled the sails of the language trainers, paradoxically at the very moment when the central agencies were committing themselves to tighten up on access to training at public expense. With substantial numbers of employees needing to upgrade or refurbish their skills before their time ran out, the reader may imagine that 1980 saw no lack of candidates eager to tune up their syntax.

In the course of the year a total of 12,064 students were enrolled in language training, 3,380 of them in continuous courses offered by the Public Service Commission and the remainder in other forms of training provided by or through the Public Service Commission. The total bill for these excursions into second-language learning was in the order of \$24 million. Only 1,624 of the students enrolled were tested against the Language Knowledge Examination and 1,595 (98.2%) were successful.

At that rate, the Government's decision to clamp down on the less justifiable and less productive uses of language training came not a moment too soon. The very fact that almost 1,000 former graduates had to go back to school to requalify casts a pall of unreality over much of these proceedings. Were it not that neither funds nor functionaries are inexhaustible, the whole thing would have the makings of an endless belt—in more senses than one.

The Government has now decided that access to language training must be more limited and that the eligibility of candidates to enroll in training will henceforth be more firmly linked to the probabilities of success and eventual use of the second language on the job. Now is therefore an excellent time to be asking what role language training can most usefully play, and where it really fits in the process of shaping our institutions to meet future linguistic needs. What started out as a modest two or three year crash programme to cover an awkward interim period has mushroomed over the years into a gigantic give-away, even though it now seems to be declining into something smaller and more practical.

Excessive investments in language training in the past have, we believe, reflected exaggerated and unrealistic expectations about its potential. A hard lesson had to be learned and it is to be hoped we have learned it well. It is sound policy to offer training to the right employees, those with well-defined motivation and the opportunity to make a decent start in their second language. It was and is wholly wrong to lead large numbers of public servants to believe they can be spoon-fed second-language fluency through massive infusions of public money.

The Bilingualism Bonus: What More Can We Say?

If much of the \$38 million that went to payments of the bilingualism bonus in 1979 was, as we said then, misplaced and embarrassing, a good part of the \$34 million shelled out in 1980 was hardly less so. A saving of \$4 million cannot be sneezed at, but it comes nowhere near meeting our now familiar contention that only continually demonstrated bilingualism in a non-managerial job has any real claim to supplementary pay. No one, as far as we know, has seriously argued to the contrary, but there was not the least sign of any intention in 1980 to stop throwing good money after bad. Is the Government really so fatalistic about the albatross it has slung around its neck, or so indifferent to the cries of Canadian taxpayers, that it cannot contrive an acceptable way of dispensing with this folly?

Programme Costs: Give and Take

The wonderland economics of the bonus are all the harder to defend when placed in the total context of Government spending on official languages programmes. The acid rain of inflation and government cut-backs continues to fall all too equally on the just and the unjust alike. There is certainly no hint of living up to the undertakings of only a few years ago that federal priorities would visibly shift from overstuffed public service expenditures toward programmes designed to build a more bilingual country from the grass roots in the community and the education system.

No one supposes that it is an easy matter for governments to reallocate funds, but any fool can see that we are spending many times as much money on each federal public servant in language training as we are on each child taking English or French as a second language in school. A mere fraction of the federal language training budget, or translation budget, or bonus budget, would suffice to set up a clearing house for information related to bilingualism in education. What one looks to find in the allocations of federal funds to the various official languages programmes is a sense of priorities. As Table 1 again demonstrates this year, one looks in vain. We believe it is fair to say that this is not consistent with the wishes of most Canadians.

Summary of Observations and Recommendations

Involvement of the Central Agencies

While the central agencies have shown considerable concern to document problem situations, they have yet to use their authority to the full to get departments and agencies to introduce practical remedies. It is recommended that the Treasury Board in particular take a firmer line.

Information and Education

Response to our suggestion that federal institutions should be more actively engaged in informing the public and educating employees on language matters has so far been less than overwhelming. We repeat our offer of assistance to any worthwhile project of this nature.

Bilingual People in Bilingual Jobs

In addition to pressing for a much more assertive use of the "imperative staffing" procedure for getting bilingual people into bilingual jobs, we suggest that the Government might usefully review the language-of-work assumptions which require the great majority of supervisory positions in bilingual areas to be bilingual.

Language Training

The Government should move as quickly as possible to put into effect its proposed new rules on eligibility for access to language training at public expense.

Bilingualism Bonus

We stand by our position that the number of employees who merit extra pay for working in English and French is much smaller than the number now receiving the bonus. Means must be found to remedy this situation.

Programme Costs

The Federal Government has failed to live up to its commitment to revise the priorities of its spending on official languages programmes. Cuts that are made in funds allocated to public service programmes should, as far as possible, be reflected in additional contributions to programmes outside the public service.

A Minority of Two

Three things are indispensable to the well-being and self-respect of the official language minorities: a legal framework that provides the security of enforceable language rights; the active collaboration of governments to see

to it that those rights are effectively translated into programmes and services; and the will, determination and organizing ability of the minority communities themselves.

In the real world of 1980, these communities have still had to depend too heavily on their own tenacity and will-to-live, while keeping up a running battle to get the protection and assistance they need. Not surprisingly, in a situation where human resources are scarce, this also involves a continuing internal debate about the right priorities for group action. But there is also a remarkable degree of consensus about the conditions needed for cultural and linguistic survival and self-respect.

The Constitution and the Supreme Court: A Double-Edged Sword

The lack of adequate constitutional guarantees dealt with earlier in this Report is only the first stumbling block to minority self-fulfillment. We can, of course, envisage a set of language rights that would be a whole lot better than what we have. But when what we *do* have turns out to be emptier than we had imagined, the message quickly gets through to the minority that words on paper are not going to suffice. It was this disillusionment with the linguistic guarantees in Quebec and Manitoba, as reaffirmed by the Supreme Court of Canada at the close of 1979, which as much as anything motivated minority attitudes and actions in 1980. There was a feeling that, however indispensable guarantees may be, immediate action is still the name of the game.

While doubtless not surprising to the legal fraternity, the practical limitations of the Supreme Court decisions in the Blaikie and Forest cases have been a bitter pill to those who had looked for a landmark reversal, not just of invalid provincial legislation but, in the case of Manitoba, of the linguistic history of almost a hundred years. The Court's apparent inability to curb or redress the official languages *practices* of provincial governments has, if anything, strengthened the determination of the minorities to go beyond improved definitions of language rights to demand greater control over the means that are necessary to realize them in practice.

As a result, the thesis that minority rights without adequate means to ensure their application are not much better than a dead letter has increasingly been taken up by minority associations. It has appeared in several forms in submissions presented to the Special Committee on the Constitution. For example, a joint presentation by the Council of Quebec Minorities and the French-Canadian Association of Ontario, in itself a highly significant departure from the received wisdom that the two minorities have little in common, called for

...the right of Anglophone and Francophone minorities to administer their own social institutions when they are sufficiently numerous to warrant the creation of such institutions.

The Acadian Society of New Brunswick went further and spoke of the right to self-determination. And the Federation of Francophones Outside Quebec capped its submission with an appeal for recognition of "the right of Francophones outside Quebec to total control over their educational resources."

What is of particular interest, therefore, in surveying the events of 1980, is the degree to which the official language minorities have or have not been successful in their efforts to maintain, or in the case of Francophone communities, to obtain control over their own linguistic destinies. Of course, not everyone is convinced, on either side, that those destinies can or should be symmetrical: the Anglophones in Québec are out to hang on to rights that Francophones elsewhere have barely glimpsed as a possibility for themselves. On the other hand, there is a growing concurrence about the measure of autonomy which the minorities are looking for.

Federal Programmes: Cart and Horse

The Federal Government has not been sparing of individual appearances on behalf of, or reiterated commitments to, the minority cause. Aside from its exertions in the constitutional arena, one cannot overlook, for example, the participation of the Prime Minister in the festivities marking the 375th anniversary of the founding of Acadia or the efforts of the Secretary of State to make the federal position known directly to minority groups. Regrettably somewhat less apparent, however, is a sustained Government effort to put together, with all the funds and energies it can command, a comprehensive policy of assistance to the official language minorities outside Quebec. And the Government has barely got off the ground in developing a programme to cope with concerns and needs perceived by the Anglophone minority in that province.

The federal performance has been disappointing above all because it fails to come across as anything like a coherent strategy or plan of action. Instead, it remains a mixed bag of piecemeal reactions to community pressures interspersed with heavy insinuations that father knows best. We said earlier that there were too many federal eggs in the constitutional basket; we must repeat that a worthy concern for constitutional guarantees in no way absolves the Government from the obligation to play a more strenuous protective role in the here and now.

For some years the Federation of Francophones Outside Quebec has argued forcefully for a simple means whereby they could work with all relevant sectors of the Federal Government, economic and social as well as cultural and educational, to put together a general strategy. Early in 1980 it looked as if they had finally won agreement to establish a multi-departmental committee to look into their overall institutional and programme needs. But, with the change in government, this was not to be. While the Secretary of State has offered personally to play the role of intermediary, he is an extremely busy man and we very much doubt that his personal involvement alone can represent a realistic solution to the problem.

Government information Governments are not always very good at making sure that the people who most need to know what services are available are kept well informed. But it is nevertheless surprising and disturbing to discover just how little some minority groups are aware of the various programmes sponsored by the Secretary of State's Department to ease their linguistic lot. Instances have been brought to our attention from as far afield as British Columbia and Newfoundland where programmes have all but lapsed for want of forceful federal promotion. The information exists, of course, sometimes in the shape of glossy brochures in English and French, but as a rule no one is going out of his way to bring it to the attention of potential users. One might have thought that the obvious under-use of some of these programmes would have alerted someone to a need for more active promotion, but this has not always been the case.

The Francophones: Squeeze Play

The French-speaking minorities often feel that their requests for help are merely shuttled from one level of the bureaucracy to the next, almost as though there were a deliberate intent to wear them down. There is indeed a Kafkaesque quality about their continuing difficulty in pinning down exactly who or what is responsible for the deficiencies that beset them. And when at last they think they have located the final arbiter, as often as not it is only to discover that they are confronted with a new set of hurdles.

Manitoba The clearest example of this quandary has been the reaction following on the Supreme Court decision in the Forest case upholding the constitutionality of Section 23 of the Manitoba Act of 1870. The effect of that decision was to reinstate French as an official language of the legislature and of the courts after a lapse of almost 90 years. For the now much-reduced Franco-Manitoban community, it vindicated their long struggle to assert their French identity in face of prejudice, suppression and neglect.

For the Manitoba Government, however, clearing the backlog of unilingual legislation must have seemed more like a mountainous administrative challenge than an opportunity to make amends for the past. This difference of perception has not made the last twelve months easy for either party. The Manitoba authorities have set out in an orderly rather than dramatic fashion to obey the law. The Francophone community has been disappointed in its hope for an accommodation that might have relieved Manitoba of some of the more tedious and unproductive translation work while providing for services in French which the community feels it needs now. The Federal Government, in its role of honest broker, has contented itself with assistance on the translation side.

Even on its chosen ground, the Manitoba Government has made only modest if systematic inroads into the mountain of translation. It has not introduced simultaneous interpretation in the legislature or begun to publish legislative records in French. There are but three or four bilingual judges in the courts of Manitoba and, while the Province is apparently developing a

language policy, one has the impression that things are moving very slowly in a situation which cries out for imagination and innovation.

Moreover, the Manitoba Government is spending its money (a projected \$4 million over six years for translation alone) without benefitting sufficiently from the advice of the people most concerned. A consultative committee of the Manitoba Government and the Franco-Manitoban Society has hardly met, let alone come up with an agreed action plan. To give it the benefit of the doubt, Manitoba may well have more positive intentions. But unless they take the form of a concrete plan to deal with the contemporary needs of the French-speaking community, an important opportunity to set an example for linguistic justice in Canada could well go by the board.

New Brunswick Meanwhile, New Brunswick, the only province with an Official Languages Act of its own, has introduced a bill in the provincial legislature that would recognize:

- the equality of the two linguistic communities before the law;
- their right to distinct cultural, social and educational institutions; and
- the Province's commitment to promote equally the cultural, economic, educational and social development of the two communities.

The significance of this bill lies in the move it represents toward consecrating the linguistic duality of the province by entrusting each community with means to control its own linguistic future. As we have noted above, the fact that this theme of linguistic self-determination is becoming more prominent among minority demands may be read as a serious measure of their frustration with malingering majorities everywhere. It is also a recognition that the needs of a particular community are often specific to that community and cannot always be fully understood or effectively handled by those who do not share their needs.

New Brunswick has also undertaken to review and propose suitable amendments to its Official Languages Act. This process may take some time (as we know from our experience), but we would hope that it will eventually add more substance to the law while at the same time making it more readily enforceable. We are following both projects with a great deal of interest, as well as keeping an eye on an initiative by the Barristers' Society of New Brunswick to find workable solutions to the problems of a bilingual legal system.

Ontario The Francophone community of Ontario may not be so geographically concentrated as its New Brunswick counterpart, but it is substantially larger and every bit as determined to obtain from its mother province the rights and services that are due to all citizens, not just the majority. All three conditions of minority life are very much in evidence in Ontario: the legal, the practical and the attitudinal.

It is by now common knowledge that the Ontario Government is opposed to what it chooses to call "institutional" or "enforced" bilingualism. The Ontario Government bases its opposition mainly on the argument that

legislative or constitutional entrenchment would be divisive, and less likely in any case to produce real results than what the Province is already doing to strengthen and enhance the rights of, and services to, its Francophone citizens.

The argument from good deeds is only as sound as the actual practice of the government of the day. Now Ontario's practice in 1980 has not been bad: *significant progress has been made in affording the choice of language in certain courts; a toll-free French-language information service has been set up; government advertising in French is on the increase, and government departments are gradually being staffed with French-language co-ordinators.* None of this is peanuts, and it all reflects an honest effort to do good by Franco-Ontarians. But this is not the point at issue.

The point, as far as the minority community is concerned, is that all this is no adequate substitute for language rights guaranteed by law, preferably in a constitutional text. And it is neither necessary nor wise in the present context to toss about words like "institutional", "official" and "enforced", all of which can only serve to poison the atmosphere and inhibit intelligent debate. After all, much of what is being discussed by way of legal or even constitutional rights is in fact already being provided on a gradual basis in the province, and exaggerating the hazards of language reform to the Ontario body politic can only tempt the forces of backlash.

No one pretends of course that conferring legal rights makes life easy for governments, a point reinforced in 1980 by the continuing saga of Penetanguishene. Here is a case where the Ontario Ministry of Education finally stepped in last April to authorize a separate French-language secondary school only to find that the forecast opening date had to be pushed back twice from September 1980 to January 1981 and finally to September 1981. *And in spite of repeated efforts, the Ministry had not by year's end been able to overcome the opposition of the Town Council to a zoning change that would permit construction of the school.*

No government likes to make a practice of overriding a local authority, even when it is a matter of direct fulfillment of its expressed policy. Unhappily, however, at the present juncture in Canadian history, that is sometimes the only way to establish institutions and services which can make a life-or-death difference to Francophone minorities. We would rather Ontario took its courage in both hands and adopted French services as a matter of constitutional right. But even if it will not go that far, we would hope at the very least that it will have the fortitude to see its present commitments carried out. Times may be hard all round, but if the "Province of Opportunity" cannot establish a school for Francophone students in a reasonable time frame what hope is there elsewhere?

Other provinces At least in the case of Manitoba, New Brunswick and Ontario, there is some prospect of minority-language services, however dearly won. In the other English-speaking provinces, there is scarcely a whisper of anything beyond some education in French. When we last visited Newfoundland for example, it seemed to us that there was a serious need for increased assistance to

help maintain and encourage isolated Francophone communities. On Prince Edward Island, the Acadian community has used the occasion of the constitutional debate to lobby for a fuller range of provincial services, but with little apparent success. And if we look westward, for example, to British Columbia or Saskatchewan, the situation is essentially the same: some progress towards achieving better education in French, but no sign of provincial willingness to go beyond that point.

Anglo-Quebec: Taking Stock

Although their situation is very different from that of Francophones outside Quebec, Anglo-Quebecers are also involved in a many-sided campaign to defend their linguistic liberties. For many of them the arch-villain of the piece is the Quebec Government, with the Feds only slightly less guilty for allegedly letting the Province get away with it. This frame of mind springs from what they perceive, in human terms, as an abrupt and threatening change in their linguistic standard of living. Its usual focus is the Charter of the French Language (Bill 101), although the change started more than a decade ago in earlier language legislation designed to promote the use of the French language in Quebec.

It has come as a severe shock to some Anglophone communities in the province to discover that the British North America Act does not necessarily conflict in law with many of the major provisions of Bill 101. And although it did not take 90 years for the Supreme Court to act in the case of Bill 101, the results of the Court's decision have proved hardly less disappointing to Anglo-Quebecers than the parallel decision in the Forest case did to Franco-Manitobans. For Quebec Anglophones it is not a matter of determining limits within which English can be used, but, in many minds, of asking why there should be limits in the first place. The Quebec Government, on the other hand, does its best to exploit this attitude to confirm the fears of the majority that, left to itself, English would swamp the French language in its natural heartland.

One consequence is that it has become very difficult even to talk about the linguistic forces at work in Quebec in terms that will not be considered partisan by one language group or the other. It is very much a for-me-or-against-me situation, and the image of an era of linguistic peace being ushered in by Bill 101 is a very partial picture at best. The same tensions we have noted in previous years were carried forward into 1980, perhaps exacerbated somewhat by the impasse at the First Ministers' Conference in Ottawa and the debate surrounding the constitutional provisions on minority language education rights tabled by the Federal Government in October.

Anglophone groups have been prominent among those making presentations to the Special Committee on the Constitution. Like others, they have tended to find the education provisions less generous than they would wish, a point of view which earned them coals of fire and cries of hypocrisy from the French-language press in Quebec. It might be said in this context that

there has not been a whole lot of effort by the Quebec media to distinguish what is accurate and reasonable in Anglophone complaints on language issues from what is overstated or over-simplified. There is too often an unquestioned assumption that the Anglophone community is intrinsically uppity and subversive of the linguistic peace of the majority.

Anglophone groups themselves find different ways of dealing with this situation—from head-on challenges detailing the allegedly nefarious effects of language legislation to the development of practical guides to enable people to get on with their lives under a new linguistic regime. There is also a manifest pulling together of various strands in the community to coordinate strategies vis-à-vis the bureaucrats, whoever they may be.

Wherever the culprit is to be found, there is no question that Anglophones in Quebec are now experiencing more difficulties than heretofore in enjoying facilities and receiving services in English. As we point out in a later chapter, the effects are most noticeable in important parts of the English-language school system. But there are other problems as well (among which unilingual signage has perhaps received the greatest attention from the press) which cannot help but aggravate a climate of nervousness for various segments of the minority population. In the circumstances, the official position that the law aims only to redress the linguistic balance by strengthening French-speaking society, and not to alter the rights of the Anglophone community, is small consolation for the minority.

One Anglophone association has described the present situation in the following terms:

...the problem... is not to create cultural services but to maintain them. While this will depend primarily on the retention of a sufficient and interested population it will also depend on a reasonable level of government support.

In other words there is an Anglophone infrastructure in Quebec; the trick is not to destroy it in the belief that this is the only way to reinforce the French fact. One thing that can and must be done is to give the community a greater say in government decisions. The present under-representation of Anglophones in the institutions of the Government of Quebec, for instance, can only cast very grave doubt on the latter's statement that it not only does not object to Anglophones retaining their language, culture and way of life, it accepts them as a fact of Quebecers' common history.

Minority Media: A Word in the Right Place

Minority
newspapers

Effective communication on matters that concern the community is the life-blood of a linguistic minority. To be effective it must be able to compete with a barrage of information from other sources. One of the side effects of the global village is a desire to escape from the intimate presence of international mayhem into a parish all one's own. It is one of the glories of

our minority language newspapers that they can tell us who we are as well as what is going on in the world outside.

That is one reason why, over the years, we have attached a good deal of importance to making the federal authorities conscious that there is a considerable network of such newspapers across Canada and that they are read with an attention not always accorded their larger competitors. They have recently been brought together in two associations: the Association of Quebec Regional English Media and the Association for the Francophone Press Outside Quebec. In 1980 they continued to consolidate administratively and to publicize the activities, and accessibility, of their member papers.

That and the fact that the Federal Government now has a clear policy in the matter may explain why the use of the minority media to advertise the programmes or activities of government bodies is finally catching on. The Public Service Commission, for instance, reports that the use of the French press for recruitment advertising almost tripled in the course of the year. It has yet to become an established practice with all departments, however, as the number of complaints received by our Office will testify. Moreover, among departments and agencies that failed to make use of minority papers when they might well have done so were key actors like Employment and Immigration, the Bank of Canada (for savings bonds), the Chief Electoral Officer, Fisheries and Oceans, the RCMP and the Mint. As we have suggested above, it is difficult enough to deal with your government when you know what it is up to, but when no real effort is made to reach out to you the chances that you will enjoy the services provided are crippled from the start.

Radio and television Progress has also been made in improving radio and television services for the official language minorities. The record is already a good one, with very extensive coverage in both languages across the country, and in 1980 the CBC was able to extend its accomplishment by bringing French radio to St. John's, Sydney and Peterborough, among others, and French television to places like Digby, Gravelbourg and Peace River. Similarly, English-speaking residents of Fort Rupert can now receive both radio and television in their own language. But it remains the case that adequate service has yet to be achieved for Francophone communities such as Charlottetown or Dryden and for Anglophone communities in places like Gaspé or New Carlisle.

Even where reception is taken for granted, much remains to be done to cope more sensitively with regional and local needs. In the Gaspé Peninsula, for instance, there are Anglophone communities which are plugged into the New Brunswick world but cannot pick up news and public affairs programmes from their home province of Quebec. The same is true of some Francophone New Brunswickers whose television dial is limited to programmes originating in Quebec.

Diversity, quality and regional content of programming continue to trouble minority communities, and in spite of small advances in the right direction in 1980, the CBC has not yet achieved anything like the decentralized pro-

gramming that people nowadays feel entitled to. All this costs money, or so we are told by our CBC interlocutors, and therefore cannot be expected overnight. Perhaps so, but one must wonder how, in the circumstances, the Corporation can apparently look with equanimity on additional expenditures of close to thirty million dollars for CBC II.

Regionalisation and
the National Film
Board

On a happier note, it appears that the French Regionalisation Programme of the National Film Board, which had looked shaky in 1979, has now achieved recognition by NFB management. It remains somewhat unclear what level of financing the Board intends to commit to the programme in the longer term, but we are reassured by management's recognition that this kind of opportunity for self-expression is intrinsically valuable to the communities concerned.

Other Language Groups: Other Voices

The ethnic composition of Canada's population has obviously varied over time, and with it both the use and status of languages other than English and French. Successive transfusions of new blood have raised the familiar question of how to remain true to one's ancestry and still become a full member of the adopted country. Even today the answer depends not only on the strength and concentration of the group concerned but also on the official policies and private attitudes that newcomers encounter in their new homeland. Fortunately, the Canadian view of the matter in 1980 is generally a healthy one.

It is not simply that Canada has never subscribed to the melting-pot philosophy to anywhere near the same extent as the United States. We have also had the jump on our southern neighbour in taking stock of our linguistic heritage and resources and wondering aloud what use we ought to make of them. As time goes on, the traditionally more sentimental reasons for keeping up the languages of the old country are being joined by more pragmatic, even commercial, arguments for maintaining the many languages that Canada is blessed with. Indeed, by looking around and keeping our ears open, it is not too hard to realize that Canada is a country of immense linguistic potential. The trick is always to keep in a reasonable sort of balance the sheer multiplicity of tongues and the need for a common *wavelength for national communication: in other words, to tread the sometimes difficult road between Babel and a short-sighted unilingualism.*

Canadians, we believe, are maturing rapidly in this direction. As a people we are beginning to make sensible distinctions between our opportunities to acquire as many languages as we please, the duty of the state to communicate in whatever languages are necessary, and our inescapable fate as individuals to be part of several evolving, even competing, cultures.

All this creates a network of factors that inevitably complicates and sometimes obscures the official languages effort. There can be no getting away from the fact that English and French have been consciously recognized, at

the federal level, as having a status unlike other Canadian languages. Nevertheless, we do not ourselves believe that the principle of two official languages need in any way be offensive to other language groups in Canada. What does stir resentment—and understandably so—is any implication that only English and French have an intrinsic value or cultural or economic *raison d'être* as part of the Canadian scene. Nothing could be further from the truth. The principles of equality and justice which are the essential underpinnings of the Official Languages Act are in no way incompatible with encouraging respect for other languages. On the contrary, in our view, their preservation can only enrich the soil of linguistic tolerance and help to alleviate traditionally strained relations between English and French.

Summary of Observations and Recommendations

Federal Government

Over and above efforts to achieve the constitutional entrenchment of minority language guarantees, the Federal Government must be prepared to deal more directly with the minorities to establish a comprehensive policy of assistance to meet their needs.

Existing federal programmes sometimes fall short of their targets because they are not adequately brought to the attention of the intended beneficiaries; more active and specific promotion is called for.

The Provinces

The key to the credibility of possible constitutional or legal protection for minority language rights lies in the quality of provincial actions to give their minorities a proper say in their own linguistic future; the provinces are urged to be less defensive and grudging in meeting the legitimate demands of their respective official language minorities.

Media

The federal policy of using the minority press to convey federal information has shown considerable success and should be vigorously pursued.

In addition to completing its radio and television coverage of minority-language communities as soon as possible, CBC should seriously consider whether the need for genuinely local programming ought not to have a higher priority than the proposed CBC II.

Other Language Groups

Governments and legislators at all levels should continue to emphasize that an official languages policy does not downgrade the importance of other Canadian communities but rather encourages the development of more tolerant attitudes toward all languages and ethnic groups.

Education

Federal-Provincial Relations: Shuffling the Deck

By the end of 1980, after almost two years of desultory negotiations, the federal and provincial authorities had still not arrived at a new long-term agreement for the official languages in education programme. For the second year in a row, administrators, teachers, parents and students coped as best they could with an annual budget that was \$34 million lighter than in 1978 and with growing uncertainty about the ultimate fate of the payments.¹

No one can put a figure on the number of urgently needed programmes that school boards could not or would not undertake because they did not know how much money would be available to cover additional costs, or for how long. It would be difficult, however, to overstate the effect that this double uncertainty has had on the actual delivery of minority- and second-language programmes.

If rhetoric alone could pay the bills, there would be coin aplenty. The unassailable logic of working toward Canadian linguistic goals through our youngsters and in the schools has won the support of political leaders of every persuasion and at all levels of government. Yet those responsible for making it work have managed to turn logic on its head. Or such is the conclusion that most Canadians would have to draw when measuring delivery against promises. On the federal side, and as recently as last September, the Secretary of State reaffirmed that the Government "remains strongly committed to the official languages in education as a priority of the Government's official languages policy". The following table shows how that commitment translates into dollars and cents.

If there is some convincing explanation for these minus signs, other than dwindling interest, frankly it is not apparent. On the contrary, the evidence, as we read it, points only to a series of egregious contradictions.

Striking first of all at the heart of minority-language education, the Federal Government has cut back considerably on the funds available for formula payments. Without even considering the inflationary factor, this effectively reduces federal support from 9% to some 6.5% of the real cost in the elementary and secondary schools, and from almost 11% to 8% at the post-secondary level. How is this cheese-paring supposed to fit with the Government's proposals to enshrine minority-language education rights in the Constitution?

A similar reduction in formula payments for second-language education, which brings down federal financial support from 5% to 3.7%, is equally paradoxical in light of the Government's continued strong verbal encourage-

¹ On January 27, 1981, two interim agreements were reached, whereby the Federal Government will pay \$140 million to the provinces in formula payments for 1980-81, and \$33 million in non-formula payments for 1981-82. The former figure is unchanged from the previous year; the latter represents an increase of \$2.6 million.

Table A

**SECRETARY OF STATE FUNDING FOR
OFFICIAL LANGUAGES IN EDUCATION PROGRAMMES**

Programme	1978-79 \$	1979-80 \$	1980-81 \$	Decrease or increase (\$)
Formula payments to provinces for bilingualism in education	178,113,302	145,515,781		- 32,597,521
Payments to provinces for special bilingualism-in-education projects	14,311,975	13,890,324		- 421,651
Language training centres for students, teachers, civil servants and the public	1,028,759	439,181		- 589,578
Payments for minority-language teachers' colleges	1,017,465	957,715		- 59,750
Second-language study fellowships for post-secondary students	2,584,853	2,552,179		- 32,674
Teacher bursaries for language refresher courses	2,381,407	2,269,644		- 111,763
Travel bursaries for post-secondary students to study in their first official language	36,372	39,015		+2,643
Summer Language bursaries ^(a)		6,777,700	6,777,700	—
(Number of bursaries)		(7,765)	(6,571)	(- 1,194)
Official languages monitors ^(b)		3,861,300	3,717,780	- 143,520
(Number of awards)		(940)	(904)	(- 36)

^(a) Figures for both years represent budgeted amounts. The value of each bursary in 1979-80 was \$850; in 1980-81, \$1,000.

^(b) Figures for both years represent budgeted amounts.

Source: Language Programmes Branch, Department of the Secretary of State.

ment for youngsters to become competent in their second official language. And cuts to non-formula programmes only widen the gap between what has been promised and what can realistically be delivered. Thus:

- less money is available to train minority-language teachers or to upgrade the skills of second-language teachers, thus undermining the quality of the education that the Federal Government is attempting to ensure;
- bursaries and fellowships designed to increase students' competence in their second language are reduced rather than increased, in spite of

the growing need for second-language competence in the Federal Government, the Armed Forces, and national agencies and corporations; and

- the special projects programme is expected to finance innovative programmes and respond to pressing needs in minority- and second-language education with half a million dollars less, while these needs themselves grow more substantial every year.

In defending its cut-backs, the Federal Government's main argument is an alleged need "to demonstrate to the taxpayers the effectiveness of its funding". Fair enough. We all like to know what the public purse is being used for. And the provinces have indeed received very large sums of money for these programmes over the past decade, while at the same time keeping their spending records pretty close to the vest and being none too generous in publicizing federal contributions.

The principal concern of most Canadians, however, is not which level of government is spending their taxes, but whether or not they are getting their money's worth. And the evidence suggests that they are. French-speaking minorities outside of Quebec, for all their difficulties, do have access to more schools and enlarged programmes taught by better qualified teachers using newly developed materials. Changes in provincial legislation, policies and granting structures over the past decade have begun to establish a more secure framework for minority-language education. Simultaneously, a shift in attitude towards second-language education, at least at the primary level, has created new goals and more effective programmes in every province. Immersion classes are booming to a degree no one could have predicted a decade ago. Who can argue seriously that these developments would have taken place without the investment of federal funds?

The real question is whether the nature and extent of that investment has been generous enough to meet the programme's major goals. The formula payments for minority-language schooling were originally devised as one way of combatting a serious threat of linguistic assimilation. In a logical extension of that approach, the Government also set up formula payments for second-language teaching as a means of bolstering both pride and proficiency in our two main languages. Yet a good case can be made that too little money has actually gone to those most in need of it. Although the reasons may be understandable, the unfortunate fact of the matter is that, of three-quarters of a billion dollars spent between 1970 and 1978 on all formula payments, less than 30% went to the Francophone minority outside Quebec. We do not suggest that this situation can be remedied simply by robbing Peter to pay Paul, but we do believe that it requires more decisive action to meet the needs of the Francophones outside Quebec entirely on their own merits.

Provincial
responsibilities

As recipients of federal funds over the past decade, the provincial governments have allowed themselves to be wooed, encouraged, or sometimes shamed, into improving minority- and second-language education. Could one not have expected something more energetic from those who bear the main responsibility for education?

Protestations of good intentions are not lacking. More often than not they are accompanied these days by strong condemnation of weakening federal support. We are the first to agree that the federal position is untenable, but we must also wonder whether the provinces should not be engaged in a bit of soul searching over their own slowness to act.

In September 1980, the ministers of education again announced that they were "unanimous in their will to implement the commitment made by the Premiers in February 1978 to make their best efforts at bilingual education." With all due respect, there is still plenty of room to improve those efforts without overshooting the target.

One development we do applaud is a joint provincial project to produce a newsletter for their education officials on the teaching of French and English as second languages. A modest beginning, but we hope a sign that we can expect further initiatives in the area of interprovincial cooperation. It would certainly be none too soon. Why, for example, has it not been possible to set up more systematic collaboration on curriculum development, or large-scale student and teacher exchanges, or information-sharing seminars on improved methods of language education?

The objective of the decade-old partnership between the federal and provincial governments has always been twofold: to produce tangible results in terms of schools, human resources and materials, of course; but also to awaken Canadians to the importance of a national linguistic heritage that they are still in danger of losing. As the following sections suggest, we have made substantial progress on both fronts. But as much or more remains to be done ... and we do not have forever to do it.

Minority-Language Education: Handsome Is As Handsome Does

Outside Quebec

Lost amid the obscurities of this year's constitutional debate on minority-language education rights were a few practical developments of some note.

At one end of the country, *Prince Edward Island* passed legislation setting out the terms for access to instruction in French and launched its first venture into post-secondary French-language education with a community college course in office studies and a planned programme in police technology. In neighbouring *Nova Scotia*, the provincial government stated its intention of introducing legislation to guarantee French-language education.

Meanwhile, enrolment in *British Columbia's* French-language programme has tripled by comparison with last year.

In the prairie provinces, a doubling of transportation grants for *Alberta* students receiving instruction in French, and the establishment of an Official Minority Language Office in *Saskatchewan* also weighed in on the plus side.

Finally, in *Ontario*, by the end of 1980 roughly half a dozen schools had taken advantage of a new provincial scheme which allows special grants for

high schools setting up distinct "entities" for English- and French-speaking students.

All in all, however, minority-language education remains a patchwork quilt, a bit ragged at the edges and too thin to be more than cold comfort for the communities involved. The Premiers' historic statement in Montreal in 1978, "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 secondary schools in each province wherever numbers warrant", promised a change to this situation. What does the picture now show?

Six provinces—New Brunswick, Quebec, Ontario, Manitoba, Saskatchewan and Prince Edward Island—have legislation guaranteeing access, subject to various restrictions, to minority-language education. British Columbia has a government policy to the same effect. Alberta legislation permits instruction in French, while in Nova Scotia and Newfoundland there are as yet no assurances beyond local policies and tradition.

Minority control
of institutions

And guaranteed access to an education in one's own language is a bare minimum in our opinion. Over and above that, the minority communities expect to have some say in seeing to it that what is promised is worth having. As things stand now, in every English-speaking province, with the exception of some parts of New Brunswick, it is the majority that calls the shots even in areas where Francophones represent a sizeable proportion of the local population. It is hardly surprising, then, that a number of Francophone communities across the country have come to the conclusion that, in the absence of administrative structures to allow them some direct control over French-language education, guaranteed access may be no more than the right to fight, and not always win, the battle for an education equal to that enjoyed by the majority.

One need not look far to find cases illustrating the legitimacy of this concern. In both Îles des Chênes, Manitoba, and Penetanguishene, Ontario, French-speaking communities have finally been promised a French-language high school. But in neither case was this granted without a long drawn-out battle, or without intervention from the highest level. And in Vonda, Saskatchewan, the battle goes on. French-speaking high school students found themselves out in the cold this year when the district high school, which has traditionally offered a few French-language classes for graduates of Vonda's French-language elementary school, decided to drop even these limited offerings. When the Minister of Education did not recommend the reinstatement of these courses, parents and Francophone trustees attempted to force him to do so by judicial process. At the time of this writing, the case is under appeal to the Supreme Court of Canada. Is this how far our Francophone communities must go to enjoy the fruits of the much-flourished Premiers' commitment and will they be successful when they get there?¹

For many of those involved, the only logical and long-term solution is the establishment of Francophone school districts or boards or decision-making

¹ On February 17, 1981 the Supreme Court of Canada, after considering the application, denied leave to appeal the decision of the Saskatchewan Court of Appeal.

bodies within the ministries of education, which would guarantee reasonable control over their own system. In 1980, the Francophone associations in Nova Scotia, Alberta and Saskatchewan made formal proposals to this end to their respective provincial governments. And in Ontario the war of words over a proposed French-language school board for the 20,000 French-speaking students of the Ottawa-Carleton region continued.

It would be infinitely regrettable, in our view, if English-speaking majorities were to misinterpret this kind of request as a desire to build expensive empires or as simple isolationism. As Terence Moore explains in the *Winnipeg Free Press* of June 10, it is simply a matter of dignity, practicality, and some battle fatigue:

French-speaking educators sometimes wish they had a French board to deal with so that they would not have to explain all over again after each set of elections brings new English-speaking trustees onto the board, why French education is important to French families; why French and English children cannot be educated side-by-side in one big happy bilingual family; why French-speaking instructors or supervisors are needed for special programmes or extra-curricular activities for children even when it would be a little cheaper or a little more convenient administratively to serve all the children in English.

A blueprint
for action

Control of their own educational institutions by the minority communities is the ideal. There may be practical difficulties in the way of implementing it in some corners of the country, but with a little imagination one can come up with the means for coping with them. A report prepared this year for the New Brunswick Government provides an instructive example. It suggests, in a nutshell, that all of the province's remaining mixed schools and school districts be replaced or reorganized on linguistic lines, and that any English- or French-speaking minorities within a larger school district should have their own school boards. It has won wide support within the province and has the backing of the 220,000 members of the Canadian Teachers' Federation, which has commented rather sharply on "the deadly effect of those assimilation factories which we call bilingual schools".

Francophones are also looking beyond institutional structures to the communities they are intended to support. What they see is far from rosy. In its final report on post-secondary educational opportunities for Francophones outside Quebec, the Canadian Association of French Language Education documents a serious shortage of Francophone professionals in all the English-speaking provinces and recommends a number of measures to correct the situation. These include regional or interprovincial programmes to train French-speaking professionals in key fields, and financial support for students obliged to pursue their professional studies outside their province.

In short, until we respond to all these problems by replacing the patchwork quilt with a garment cut to the needs of our French-speaking minorities, and equal to that sported by the majority, we in fact dispense little more than grudging charity. We find it difficult to believe that Canadians would wish to go no further than this.

Quebec Until a few years ago, English-speaking Quebecers were faced with none of the problems related to minority-language education which Francophones outside Quebec have lived with for so many years. Their children were guaranteed access to education in English from kindergarten through post-graduate schools. Not only has provincial language legislation restricted that access, but there is reason to believe that, combined with other social factors, it is beginning to affect the English-language education system as a whole.

Over the past year Quebecers have been all but submerged by a flood of conflicting data and projections about enrolments in the English-language schools, and by numerous and varying interpretations of the contributions made by Bill 101 and previous language legislation in bringing about the present situation. In the heat of the debate there may have been overstatements on both sides, but there is no disguising the fact that a real problem exists. There is little doubt that the general decline in enrolment in all the province's schools, combined with social and demographic changes and restricted access to English-language schooling, has effected significant changes in Quebec's English-language school system. A further contributing factor, not a bad thing in itself, is the increasing number of English-speaking students who are now attending French-language schools or are enrolled in French immersion programmes.¹

The Quebec Government's response to this situation in its *Future Outlook for Quebec Anglophones* is not so much to deny the trends as to suggest that the conclusions drawn are overly pessimistic. What it does not furnish, however, is any suitable strategy to deal with a complex problem which affects both English- and French-speaking youngsters. On the one hand, the English-language school system must inevitably be weakened if enrolment projections are even partially correct. Equally inevitable would be an increase in linguistically mixed schools, where French-speaking children find themselves studying along with considerable numbers of students whose mother tongue is not French.

An adequate response would take into account both of these factors. It would also reflect critical scrutiny of the way in which the education provisions of Bill 101 are being administered.

A brief presented to the Minister of Education by the Protestant School Board of Greater Montreal in October 1980 has made a number of recommendations that could reduce the red tape involved in establishing eligibility for English-language schools. Especially worthy of consideration are its recommendations for a more flexible appeal process for students who have been denied access, and for some consideration of hardships other than learning disabilities as the basis for eligibility to attend English-language schools.

Restricted access to English-language schools as a result of Bill 101 is the central issue in Quebec's minority-language education, but it is not the only

¹ The former totalled more than 5,000 in 1977-78 and by the following year had doubled; in 1980 the latter numbered about 18,000.

one. This past year for example, the then Minister of Education rejected a request by representatives of the English-speaking community in Hull for a separate English CEGEP in that city, while promising to secure better facilities for the English-speaking students and to ensure some representation of the Anglophone community on the CEGEP's board of directors. By the end of the year these promises had failed to produce concrete action.¹ An isolated case, perhaps, affecting a relatively small number of students, *but surely for these very reasons one which offers an opportunity for swift action to ensure a fair deal for both the English- and French-speaking students of the region.*

A fair
linguistic deal

In assessing the educational needs identified by our English- and French-speaking minorities, we cannot allow any single priority to cancel out the others: guaranteed access to education in their own language; a direct say in how that education is delivered; and institutions to train professionals for the language group in question. Nor can we pretend that solutions need pose any insurmountable difficulties, or even—in the vast majority of cases—make any great demands on public resources. What they do entail, however, is a certain commitment to a fair linguistic deal for all our youngsters. The majority claims to have made that commitment. The minorities need to see it in action.

Second-Language Education: The Will and the Way

The increasing number of English-speaking elementary students enrolled in traditional second-language programmes or immersion classes² suggests quite clearly that English-speaking parents have decided to take a considerable plunge. Its immediate end is clear: to achieve anything from modest skills to full second-language fluency for their children. Less clear are the intentions of the educational authorities as to the best means of achieving that end.

The same might be said for the teaching of English as a second language in Quebec. As we have noted before, French-speaking parents in that province attach a great deal of importance to sound, timely second-language education for their children. At the same time, in commenting on a study done for the *Milles-Îles School Board Professors*, Emile Bessette and Gilles Bibeau of the University of Montreal suggest that the standard approach to teaching English as a second language leaves much to be desired:

Students in traditional courses (a few periods a week) are so weak that the research group was forced to abandon the analysis and comparison of their results. There is nothing surprising in this. For a long time now, parents, teachers and students, unless they are so

¹ There have been some positive developments in the new year: the CEGEP's board of directors have obtained a vacant high school to serve as a new campus for the English-speaking students and on January 21 three English-speaking parents were elected to the board as parent representatives.

² See Tables 4, 5 and 6.

young as to be unknowing victims, have deplored the total uselessness of this method of teaching a second language.¹

The situation of French-speaking youngsters in Quebec is even more anomalous when one considers the extent to which the province's English-speaking students have access to French instruction. In other words, French-speaking youngsters could find themselves at a disadvantage in their own province. As Jean-Pierre Proulx put it in an editorial:

...Quebec public schools, including the CEGEPs, must provide all young Quebecers *who want it* with a real opportunity to acquire a sufficient mastery of English to hold positions requiring proficiency in that language. This basic principle should guide all the Government's policies in this area.²

Mr. Proulx goes on to call for a coherent plan for second-language teaching in Quebec. By all means; and for that matter in the nine other provinces, where it is just as badly needed.

Coherence in
second-language
teaching

A report on *The Status of Teaching French as a Second Language*, prepared this past year by the Canadian Teachers' Federation, concludes that provincial and territorial support for French second-language education "...can only be described as weak and haphazard". It describes a mixed bag of policies, regulations, guidelines and granting schemes across the country and observes more particularly:

Lack of research and development leading to carefully considered curriculum guidelines and recommended texts...has...led to the implementation of numerous untried and unproven second-language programmes and teaching techniques, to curriculum fragmentation, lack of continuity and coherence.

What has all this meant to the student in the classroom? Witness this extract from a letter written by a Grade 12 student to the *Halifax Chronicle Herald*:

From personal experience I can attest that...it is possible to study French in Nova Scotia for 11 years with no noticeable result.... After 11 years of studying French in school with marks ranging from the low 80s to the high 90s, I am able to ask directions in French, but I would never understand the answer.

Review by
ministries of
education

What can be done to correct the waste of money and potential which characterizes second-language teaching in every province across the country? As a first step, ministries of education should seriously re-examine what they think their second-language objectives are supposed to be and make sure that the school programmes, particularly at the secondary level, are designed to achieve them. In English-speaking provinces they might also give more serious consideration to requiring credits in French, much as Quebec does at the high school level in English.

¹ *Le Devoir*, November 10, 1980. Our translation.

² *Le Devoir*, November 18, 1980. Our translation.

High schools The same secondary system which is having difficulty maintaining students' interest in French¹ is already face-to-face with the vanguard of elementary immersion graduates who will have a very different background in the language. Only a handful of the country's high schools come anywhere near to offering programmes commensurate with the second-language abilities of these students. Parents are just beginning to encounter the frustrations this can cause. That frustration could easily turn to an overall disenchantment with immersion programmes if we do not shake off the illusion that youngsters can learn French once and for all in elementary school and then get on to more serious things. Learning a language is not, unfortunately, like learning to ride a bicycle: the skill deteriorates if one doesn't practise it on a continuing basis.

National clearing-house for language learning If policy makers and administrators are not ensuring the needed coherence in second-language learning throughout the system, or profiting from the experience of other provinces or school boards who may be some steps ahead in the game, it could be because no one is helping them. It has been recommended over and over again that the Federal Government establish a clearing-house to deal with developments in language learning. The Government has invested hundreds of millions of dollars over the past decade in this area, yet cannot seem to find the tiny fraction of that sum that would help protect their investment. Nor have the provinces, in spite of lavish investments of labour and money, made any substantial effort to cooperate with the Federal Government to set up a facility which they so clearly need. It is ironic that the United States, which looks to Canada as a model for its own increasingly ambitious language programmes, should be endowed with a federally-financed language clearing-house, while our governments, federal and provincial, continue to resist the logic of such an endeavour.

Overall design If we can still be faced with such anomalies, after a decade or more of intensive developments in second-language teaching, what does this tell us about what is missing in the overall linguistic design for Canada? Or as an official of the Manitoba Ministry of Education asked in a recent speech to the Canadian Parents for French:

What do we expect our students with increased French-language competency to do with their skill? With their potentially positive attitude toward Francophones and other minorities? Of what benefit will their increased French-language capability be to them, in their daily experience, when they get together, when they meet their Francophone friends, when they seek employment? More generally, what is to be their impact upon society at large?

Finding answers to these questions is an obvious priority not only for Canadian parents but also for provincial authorities responsible for establishing objectives and guidelines, school board trustees and administrators who decide the budgets and implement the programmes, as well as for individual school principals who ensure the delivery of second-language education.

¹ See Tables 4 and 5.

Finally, of course, it is a priority for all Canadians. Over the past decade we have invested a substantial effort in a fresh approach to second-language learning because it promised our youngsters not simply more classroom hours but a real chance of becoming competent second-language users who could cross the linguistic divide that has separated previous generations of English- and French-speaking Canadians. Only the good will of millions of Canadians could launch such a venture and only a comprehensive effort by all sectors of the country's education establishment will ensure that the goal is reached.

Universities: A Little Learning...

Those responsible for setting priorities in our schools are entitled to expect the universities to set an example. When it comes to determining a rational second-language policy, however, it has become more a question of finding rather than following the leader. The failure of the universities, with very few exceptions, to require a rudimentary knowledge of the second language for entrance or even for an Arts degree has begun to appear increasingly inappropriate over the past few years, in light of both national issues and developments at lower levels of the education system. As Dr. R. J. Kandler of the University of Alberta points out, the universities' reluctance to face their responsibilities in this area could hardly be less propitious:

When Confederation is in peril partly because of this very question, educators still leave the field more or less to the politicians. For the universities not to provide leadership in this situation appears strangely out of character.

Leadership Unfortunately the response of the institutions themselves to this kind of criticism is all too much in character. Their main line of action appears to be to study the issue to death in committees and sub-committees, special reports and responses to reports. The study prepared for the Association of Universities and Colleges of Canada on second-language requirements, which we mentioned last year, is a case in point. The conclusion speaks for itself:

In short, it certainly seems, generally speaking, that Canadian universities are loath to become any further involved in this matter. They say they are ready to discuss, to review policy, but not necessarily to change it. They strongly urge students to learn the other official language, but do not go so far as to require it.... In a word, it seems we cannot count on Canadian universities to train the future bilingual elite of this country!

Indeed, this looks like a self-fulfilling prophecy, since to date the Association has taken no action on the report itself.

Excuses But while there is no action, there is certainly no lack of excuses to explain the whys and wherefores. Heading the list is usually an attack directed at the lower levels of the school system for not delivering an annual shipment of

reasonably bilingual students. But Canadian taxpayers are hardly likely to see it this way. Of course it makes more sense to get the main job done in the elementary and secondary schools, but *the responsibility* for ensuring that this natural order is followed lies as much with the university community as with anyone else, if not more so. It would be naive to think that high school students do not choose their courses with an eye to university requirements. By re-establishing some sort of entrance or exit requirements in the second language, the universities could go a long way to putting some order into this country's approach to second-language instruction.

That order is now badly askew. As a result, a number of English-speaking universities are finding that their own apparent lack of interest in the second-language skills of their graduates is being increasingly challenged by student demand for courses which will give them a working knowledge of their second language, an asset in a tight job market. To meet that demand, the universities will have to open up their traditional literature-oriented offerings to include programmes designed for students from any number of disciplines who want to add fluency in the second language to their other career skills. To cite one example of how this could be done, St. Thomas University in New Brunswick offers a semester-long French immersion course to its students, allowing them to pick up degree credits along with an increased knowledge of French.

Governments'
support

Only timely and well thought out planning by the universities themselves can bring about the changes needed to meet present and future demands for second-language courses. But this does not mean that governments are reduced to cheerleaders on the sidelines. Second on the list of excuses offered by the universities for not hiring extra staff or expanding offerings in the second language is the more understandable one of financial restraint. The Federal Government could take a number of initiatives to help overcome this difficulty. For one it might establish a programme for university Fellows in French Studies similar to one launched this year by the National Science and Engineering Research Council, which finances the entry of young scientists into university research. Since these Fellows are allowed to teach one course a year while pursuing their research, they could be available both to explore and develop new approaches to teaching the second language at the post-secondary level and to help staff new programmes.

There are other obvious places where governments, federal and provincial, could step in with more substantial support. To mention only one possibility, readers of last year's Report may recall that the New Brunswick Federation of Faculty Associations has proposed that a special scholarship, covering one year's university tuition, be awarded to students entering or leaving university with a proven competence in their second official language. The sums involved are not beyond our means, especially if the Federal Government shared the costs with interested provinces. Surely we would get better value, for example, for the many millions of dollars that the Federal Government pays out annually in bilingual bonuses for public servants (who already have access to free language training) by using this money to help produce bilingual graduates.

Courses taught
in the second
language

Beyond providing expanded and practical language courses, the universities must anticipate that early and late immersion graduates are going to be looking for opportunities to use their second-language skills outside language departments. We can only encourage any innovative efforts on the part of English-speaking universities to move in this direction. The decision by the University of Western Ontario to offer a political science course in French at its 1982 summer school in Trois Pistoles, Quebec, looks like a good example of what we have in mind. Regrettably, however, such innovations are still very exceptional in the academic world.

What is needed, in short, is more good will and good planning, and some solid government support in the form of scholarships, research fellowships and start-up funds for new courses. Only then will we be able to turn around a situation in which year after year the universities continue to graduate unilingual historians, political scientists, sociologists, and even Canadian Studies' specialists who know little or nothing of the preoccupations of their fellow Canadians in the other linguistic community. Only action, not interminable studies and discussions, will enable the universities to reverse the pessimistic conclusion drawn by their own AUCC report and make them leaders rather than camp followers in the world of second-language learning.

Exchanges: The Human Dimension

Learning a second language may not always be an entirely pleasurable experience, especially within the four walls of a classroom, but as young Canadians who have participated in bilingual exchange programmes keep telling us, it can be rewarding, relevant, sometimes even fun, when the emphasis is placed on the human factor. Exchange programmes do just that. Through them, students actually meet people who speak the other language, and begin to realize that they are no longer dealing with a code to be cracked, or a test to be passed, but are establishing a useful link with people who share common interests and feelings.

This past year, a wide range of programmes allowed students to take advantage of this experience. Among them were:

- the Bilingual Exchange Secretariat's school year exchange programme which saw 6,000 French- and English-speaking students visit one another's schools and homes for brief periods during the 1979-80 school year;
- the 3,680 exchange visits organized by the Canadian Council of Christians and Jews which are aimed at encouraging second-language learning and developing understanding and good will between English and French-speaking high school students and their families;
- the Canada Student Exchange Programme which brought together 774 students of French-speaking and English-speaking backgrounds from across Canada for a vacation in each other's homes;

- the Forum for Young Canadians which provides an opportunity for 400 English-speaking and French-speaking high school and CEGEP students from across Canada to come to Ottawa to discover first-hand the workings of Parliament and government agencies;
- *Visites interprovinciales*, which in the last school year arranged for 1,248 English-speaking and French-speaking students to exchange home visits of up to one week;
- the Federal Government's Open House Canada programme which directly financed the travel of some 7,000 young people participating in bilingual exchanges, and represented an important source of funds for non-governmental programmes.

What, in more concrete terms, did the 25,000 or so young Canadians participating in bilingual exchanges last year get out of their experience? A better grasp of their second language for one thing. But more than that, a learning and living experience that goes beyond grammar, vocabulary and the mechanics of language learning to the minds and hearts of those involved. Or in the words of one young Quebec participant:

What could be more fantastic than having friends all over Canada. You take a total stranger into your house but it is a friend who walks out, and a friend who leaves behind a knowledge of his province, his customs, his family. A really unique experience.¹

And for a participant from British Columbia, the exchange allowed her to see for the first time why she was studying a second language:

I think it's invaluable just meeting someone from another culture and finding out that they are not much different... I gained most of all, though, because before I thought French was just another class in school, but now I know what it's for.

Backing up such personal testimony, an evaluation prepared by the Ontario Institute for Studies in Education has documented important language gains and an improved attitude towards second-language learning among the exchange participants. What this also means in practical terms is that if more of our high school students had the opportunity to participate in an exchange programme with youngsters of the other language group they would perhaps be less likely to abandon their second-language studies.

In spite of ample evidence for linguistic and human benefits from bilingual exchanges, it is questionable whether we are taking full advantage of them. Despite the efforts of both government and non-government organizations, the total number of such exchanges in any given year represents only a small fraction of their potential—and that within a restricted age group. Even if we limit the candidates to elementary and high school students who are enrolled in second official language programmes, the shortfall is staggering. Last year over 1.5 million students outside Quebec studied French as a

¹ Our translation.

second language and close to two-thirds of a million youngsters in Quebec were enrolled in English second-language programmes. Yet the total number of *all* bilingual exchanges over the same period was well under 25,000.

The situation cries out for federal support to expand exchange programmes—in both numbers and age-range of participants. To give credit where credit is due, the Government's Open House Canada programme has, over the past four years, paid the travelling costs for exchanges between some 100,000 young people between the ages of 14 and 22. Yet a programme which is so popular that it cannot now meet all the requests for exchanges has seen its budget decline from \$12 million in 1978 to \$10 million for each of the past two years. And this over a period when air fares have increased dramatically.

It is one thing to exercise fiscal restraint, but it is plain foolishness to cut into the flesh of a programme which gives some human warmth to the bare bones of language policy. Promoting understanding across cultural and regional barriers surely constitutes the wisest possible investment in a federal country peopled by two major language groups. Bilingual exchanges therefore merit the support of both federal and provincial governments, and one of the best ways they could show this support is by responding to requests for a national bilingual exchange programme as a component in a renewed federal-provincial agreement on official languages in education. Such a step would give legitimacy and continuity to bilingual exchanges in this country and establish a realistic time-frame in which sponsoring organizations could plan their activities. More important, it would be a clear expression of the commitment needed to make exchanges less a frill tacked on to the sombre fabric of second-language learning and more an integral and enjoyable part of Canadians' education.

Summary of Observations and Recommendations

Federal-Provincial Relations

To keep up with growing demand for effective language programmes in the schools, the Federal Government is urged to increase, not decrease, its financial support; for their part, the provinces should make much more of existing opportunities for joint action to improve minority- and second-language education.

**Minority
Language**

The French-language minorities should be guaranteed access to an education in their own official language and the most direct way possible in how it is administered.

It is suggested that the Quebec Government might give more sympathetic consideration to genuine problems affecting its English-language school system, partly as a result of changes in the linguistic ground rules.

**Second-Language
Education**

We believe that the present confusion of policies and programmes and the resulting waste of resources calls for (a) a re-examination of provincial second-language objectives and a corresponding adjustment of programmes, (b) serious consideration of the possibility of requiring second-language credits for a high school diploma, and (c) collaboration with the Federal Government to set up a central clearing-house for language learning.

Universities

In view of the leadership that the universities could exercise in bringing about a more systematic and purposeful approach to second-language education, it is recommended that they re-establish second-language requirements, stress improvement of language skills in their traditional offerings and make appropriate language courses more available for non-specialists.

Federal and provincial governments could also make a further substantial contribution by providing more funds for language scholarships and research fellowships.

Exchanges

Bilingual exchanges have proved their worth in improving second-language skills and placing language learning in a human context. We believe there would be still greater benefits if the Federal Government expanded the number of participants and the age limitation of its Open House Canada programme, and if the federal and provincial governments added a national bilingual exchange component in a renewed agreement on official languages in education.

A Final Word

Behind the Official Languages Act, like any other piece of reformist legislation, there lay an unspoken promise. That promise was that the federal administration would cease to discriminate unfairly between the

English and French languages. What had been available to English-speaking taxpayers in English would also be available to French-speaking taxpayers in French. The question we ask ourselves each year in these Reports is whether that commitment is being kept.

To the overall question whether French-speaking citizens are as well treated in French by their Federal Government as comparable groups of English-speaking citizens, this Office can only answer in the negative. Neither the availability nor the quality of federal services to the two groups are as yet on a par. But enough has already been done to show that they *can* be. We have learned and are still learning that there is nothing either improper or impossible about doing Government business in at least two languages. It is happening every day and, when one has got used to it, it is as natural as breathing.

There are, however, two or three dangers which seem to dog Government efforts to demonstrate that a two-language regime is feasible and just. The first, in our opinion, is to let the desire for ideal theoretical solutions outrun the need to deal with present realities. The second inclination is to believe that, because we have come this far, the rest will follow automatically in due course. And underlying both these dangers there is often a fundamental unwillingness to accept the price that must be paid for linguistic justice.

Behind the remarks that we encounter as we go around the country is the not always disguised question whether the effort and expense are justified. "By what right", the questioner is usually saying, "is French to be granted a status equal to English?" In the circumstances, it is not sufficient to reply that the legitimacy of the Act is based on the unanimous consent of Parliament. What the questioner really wants to hear are Parliament's *reasons* for making this commitment.

In the last resort, the only answer that makes sense is to appeal to basic qualities of imagination, sympathy and self-respect by asking such counter-questions as:

- If you were an English-speaking citizen of a country where more than a quarter of the population spoke English, would you expect to do business with your government in your own language?
- If that government were unable or refused to deal with you in your own language, what conclusions would you draw about the country in which you lived?

There is still a great deal of this we-they resistance to official languages programmes. Perhaps as a consequence, some federal bodies convey to their managers and troops the impression that they must change their comfortable ways because otherwise the Commissioner of Official Languages will not leave them in peace; not at all because the general will, as expressed by Parliament, accepts this change as a public duty. This is not to complain that we are sometimes called upon to play the part of scape-goat—although we are—but to impress upon parliamentarians of all persuasions the need to interest themselves more continuously in putting across to their constituents the fundamental rationale for the Official Languages Act.

There is every evidence, as we said at the outset, that the Act works well to the extent that federal authorities take the trouble to educate their employees in the philosophy of public service that stands behind it. Unfortunately, the converse is also true. Where nothing is asked of employees but a blind obedience to externally imposed rules and a desire to get the monkey off their backs, we find an almost unbridgeable gulf between the institution and the people to whom it is finally responsible.

It is this kind of stand-off which very often accounts for the more costly and inefficient aspects of bilingualism. It is not hard to identify those managers that choose to follow the gloomy gospel of doing no more than directives require. But insofar as the Government condones that attitude or fails to find the means to educate the public service in its linguistic responsibility to Canadians, it perpetuates unnecessary problems. There is no reason why the Government cannot break out of this attitudinal impasse, but it must go the right way about it. We would hope this Report will take us some distance toward defining what that way should and should not be.

Close Up

Language of Service

Federal services touch our lives at many points, some of which we may be hardly aware of. Whether they are clearing customs, travelling the country, buying bonds or doing time, Canadians will never lack opportunities to judge for themselves how effective the administration is in communicating with them in an intelligible and helpful way.

Since our staff cannot be everywhere at once to take a direct measurement of the availability and quality of every service, we must rely on other ways of deciding whether the very large number of institutions involved are dealing with taxpayers in the language of their choice. Over and above resolving complaints or carrying out departmental audits, we get a pretty fair idea of what is going on from the action taken to apply the recommendations we make or to live up to the commitments made in policy statements or official languages plans.

In fact there is a lot more to serving Canadians in their own language than simply hanging out the bilingualism shingle. It takes a persistent effort by senior management and official languages specialists to make sure that *all* managers and employees at the delivery point understand what is required and receive the resources, advice and support to make it possible. A good half of this work is simply sound organizational planning. The other half is the less straightforward task of getting public servants to treat their clients as individuals, with the ordinary, everyday needs, attitudes and reflexes which are common to most Canadians.

Most of the recommendations we have been making in recent years have urged that departments take greater account of the human factor by stressing the importance, particularly where minority language groups are concerned, of a more open, dynamic, consultative attitude toward meeting community needs. In 1980 we tried by various means to form a clearer idea of the extent to which anybody had been picking up on these suggestions and putting them into effect. What follows are some of our conclusions.

Significant Demand: Sticky Wickets

Three long years ago Treasury Board put out a perfectly sensible policy on how departments ought to assess demand for service. In part it reads as follows:

... no reasonable concentration of a minority official language population should be excluded by any department or agency from receiving federal services in their own official language because of their geographic location ... should any doubt arise about whether "significant demand" does in fact exist in any given location, the question should be resolved in favour of providing services in both official languages.

It is therefore a mystery to this Office why nearly half the federal bodies we have canvassed are still floundering about without a practical definition of "significant demand" that accords with that policy. One would expect, moreover, that the Board would take a stronger line on the obviously uneven application of Government policy beyond asking "certain Deputy Heads...to clarify why they do not recognize a significant demand for services in both official languages in a certain location when other departments which provide comparable services, do". This round-and-about, back-and-forth approach to serving the public simply will not suffice.

In other words, we should be well beyond the stage of wondering why it has never occurred to a particular manager in Toronto, Edmonton or Saint John to try to do business with his French-speaking clients in their language. Managers in Quebec, we might observe, have never been able to get away with that sort of indifference to a comparable minority presence. The fact is that too much good time is being wasted waiting for those on the spot to discover, if they wish to, that the need for service in a minority language has always been there. Treasury Board is in a position to provide all departments and agencies with detailed guidelines on the locations where they should be providing service. Will we have to wait forever for it?

Imperative staffing

To look on the brighter side, there is evidence that both departments and the central agencies have begun to realize that the modest number of minority clients who require federal services outside the well-known bilingual belt can generally be dealt with more efficiently by judicious placement of a small but dependable bilingual staff than by constant shuffling of more-or-less willing language trainees. A few hundred thoroughly bilingual employees actively engaged in offering and giving service can be worth several thousand reluctant functionaries performing under duress. And as we explained on page 13 of this Report, there exists a very sensible device, known in the trade as "imperative staffing", which permits departments and agencies to put fully bilingual people in bilingual jobs for this very purpose.

So we are happy to record that more than two-thirds of the federal institutions we have examined are already using imperative staffing to some degree. If some of them have hitherto been inhibited by the requirement to clear every use of this procedure with the Public Service Commission, we understand that the Commission will be delegating the authority more liberally in the future, and we expect the pace of change to pick up appreciably as a result.

Approaches to minority communities

Departments are less than forthcoming about their relations with minority communities, but so far as one can tell, the number of those who also think it useful to involve them in tackling the problem of where, how and when to

lay on services in their language is still disappointingly small. Among those that have taken this initiative, like Employment and Immigration, the Department of the Secretary of State, the Post Office, and the RCMP, the results, while not earth-shaking, are helpful.

We also note that quite a few other organizations which stand to benefit from such contacts, have included a commitment for the future in their official languages plans. One must be careful not to suggest that minority representatives either have infinite time to spend in consultation or all the answers to the problems posed. But we are confident that, once under way, a regular dialogue along these lines will help relieve frustrations on both sides.

The imagination
quotient

Happily too, federal organizations are not limited in their use of the imagination quotient to the suggestions put out by this Office or the central agencies. A good quarter of the departments and agencies report that they are trying out innovative techniques to cope with the special problems they face in making effective use of their bilingual resources. Prominent among those who seem capable of thinking beyond the limits of purely formal compliance with Treasury Board guidelines, one might mention Customs and Excise, the CRTC and again the RCMP and Employment and Immigration. Others, too, are increasingly inventive and forward-looking in their approach, and we detect a *good deal more cross-fertilization than in the past*. Some of the credit for this undoubtedly belongs to interdepartmental liaison work sponsored by the Treasury Board. The more the better, since so many departments are just barely at the head-scratching stage.

But what does all this produce by way of results? In addition to our own efforts to find out, there have been a number of visits by Treasury Board audit teams as well as increased monitoring by departments themselves. The picture that emerges is unfortunately not an altogether happy one. *Indeed, the most telling remark was offered by Treasury Board auditors who had been looking at services in clearly defined bilingual areas such as Northern Ontario or New Brunswick:*

The auditors concluded that the capacity to serve the public in French was generally sufficient for the purpose of serving Francophones who requested services in French. However, in some departments, this capacity would be clearly inadequate if all Francophones were to insist on services in their own language.

The point, of course, is that services must be freely offered, or be in evidence, before minority groups that have been trained for generations to take their services in English can kick the habit. And if this goes for obviously bilingual cities like Sudbury, Cornwall, Moncton and Campbellton, how much more so in Digby, Windsor, Edmonton or Prince Albert? Here the biggest problem seems to be one of removing the fear that any overt effort to provide service in French will provoke a majority backlash. In our experience, that sort of timidity is almost always misplaced: nobody has yet made a valid complaint against public servants for doing their job well. On the contrary, nothing succeeds like success, in official languages as in other things.

Central Agency Involvement: Advice to the Lovelorn

Some of the problems which confront federal institutions are persistent and cut across departments and agencies of otherwise very different natures. Most of them will only be resolved if the central agencies are prepared to devise and insist upon commonly applicable policies.

Almost 60% of the departments and agencies we canvassed felt they had particular difficulties in measuring up to one or another requirement of official languages policies. Although a good many of these difficulties relate to language of work, several areas concerning language of service to the public also continue to call for central agency intervention to break the deadlock. To no one's great surprise, they often reflect the same systemic problems that have featured in these pages for years: federal publicity; specialist publications; contracts, grants and subsidies; and our old friend, seniority provisions in collective agreements. In two cases out of four, Treasury Board made policy pronouncements in 1980, but it has yet to move on the other two.

In the case of publicity, the need for a decent policy map is twofold: the first is a matter of principle, and the second, a question of coverage and format. If the Government believes, as we do, that federal activities such as encouraging energy-saving deals, marketing airline packages, selling bond issues or promoting military recruitment constitute information addressed to all Canadians, then it is incumbent on federal institutions to find means to put these messages across in a way that is consistent with both the spirit and the letter of the Official Languages Act.

We have a continuing correspondence with five or six institutions on this issue. It might at least save the taxpayer some postage if we made our position clear once and for all. The guiding principle, as far as we are concerned, is that federal publicity conducted for commercial as well as information purposes is ultimately paid for by taxpayers from both language groups and must therefore be equally accessible to both of them.

Where billboard advertising is concerned, we believe that the practice which is most consistent with the intent of the Official Languages Act, and with the image of a federal government which works in both languages, is the use of either bilingual or so-called alingual billboards in all locations where there are substantial numbers of Canadians of both groups. We are opposed to a mix of unilingual billboards for the obvious reason that the distribution is bound to be uncertain and one can never be sure which version will catch the eye of which beholder. We are aware of all too many instances where no signs were available in English or French, as the case may be, in communities where those languages are widely used. Even worse, there are cases where billboards were placed with an unerring eye for the wrong language. As for the alleged opinion of experts that bilingual advertisements are intrinsically less effective, aside from expressing polite scepticism we must counter that it is better to challenge the designer than ignore the law. In any case, if it works in some places, why not all?

The decisions involved are not easy, but nothing will be gained by allowing all federal departments and agencies to worry them through for themselves. The pattern of performance in 1980 confirms us in two beliefs: one, that the Government has yet to put together a positive, consistent and well-articulated policy on this issue; and two, that left to their own devices, federal organizations are much too inclined simply to hide their heads in the sand.

Seniority provisions
in collective
agreements

We are prepared to believe that the Treasury Board cannot, under existing rules, simply dictate a policy to federal agencies that still labour under the debilitating effects that seniority provisions have on bilingual services. The fact remains, however, that the problem is not being tackled in anything but a piecemeal and dilatory way. Not for the first time we ask the question: if the Government wishes to eradicate this perpetual stain on the promise to provide service in the official language of the citizen, what measures is it prepared to take, and to whom does it assign the responsibility of cleaning up the mess?

The gory details are presented in Part IV of this Report. The point we are making here is that only one of the organizations concerned has made direct moves to encompass the necessary changes in its language policy. In the other three instances, the subject has never been seriously broached between management and the unions. The lack of any such initiative is evident in the results. Instead of declining, the number of complaints increases year by year and the tax-paying public continues to be slighted. By allowing this situation to persist, the Government as a whole condones repeated violations of the Official Languages Act.

Specialist
publications

We had all but lost hope of any policy directive to scientific and technical bodies in the matter of their specialist publications. But in June 1980 a draft Treasury Board circular went out to the organizations concerned outlining some procedural approaches and asking for comment. By year's end, however, the circular had not been issued in final form and departmental practice remained as uncertain as it had ever been.

Two or three things need to be sorted out in this connection. The first is a basic taxonomy which distinguishes those publications which *must* be fully available in both languages from those that *may* be available only in résumé or by specific request. One element in establishing this classification should be a system of priorities based on the actual and potential readership, in universities and colleges as well as in research establishments and in industry. Finally, but very important, departments need a coordinating or editorial process to help them foresee and plan for simultaneous publication in both languages.

Government has been aware for some time of the need to review its publication policies. In 1980, Treasury Board established a committee to review those policies and rationalize the planning and control of all forms of Government publications. Unfortunately, the committee has no expertise in the particular problems raised by the need to make specialist publications equitably available to both official languages communities. We would strongly advise that the Board take advantage of the review now under way to tell federal institutions when they are to publish bilingually, and how to plan and use their resources for that purpose.

federal institutions when they are to publish bilingually, and how to plan and use their resources for that purpose.

Contracts, grants and contributions

In view of what we have been saying for several years about contracts, grants and contributions, we cannot refrain from quoting an extract from Treasury Board's major directive of October 10, 1980 on the implementation of official languages policies on this very subject. It opens as follows:

Managers of programmes of financial assistance to the voluntary sector should take official languages considerations into account when providing financial assistance to the voluntary sector, to the extent that this is appropriate given the nature and purpose of the federal financial assistance. When so doing, however, no suggestions should be made to a voluntary organization concerning the use of the official languages which will place it in a position of conflict with any provincial legislation.

Was there ever a better example of on-the-one-hand-on-the-other prose? As far as we can see, after reading it from all angles, this guideline in fact says nothing new whatsoever on contracts. Departments are told that they should not forget the language aspect... but they also should not tread on anyone's toes. Which leaves us just about where we have been all along, especially with organizations like the Ministry of Transport or Parks Canada which have a so-called bilingualism clause in their contracts with concessionaires dealing with the travelling public, but are reluctant to give it a workable interpretation or to insist on its being respected. In these circumstances, concessionaires disregard it pretty much with impunity, and the whole purpose of Government policy on the matter is bypassed if not defeated.

The real issue is for the federal authorities to determine the quality and availability of service that the Federal Government believes to be due to Canadian travellers and then put down the wording required to bind the other party to deliver. In any event, the law on the subject seems to us pretty clear. The Official Languages Act stipulates that each federal institution must be able to provide services to the travelling public in both official languages, in Canada or elsewhere, whether or not such services are made available by it or by a third party pursuant to a contract.

The present arrangement is often little more than an irritant. Pity the poor Francophone who tries to rent a car in French at Halifax airport or pay for his meal at the airport restaurant in Winnipeg. But the unkindest cut of all occurs when he complains. What he is most likely to get for his pains is a letter explaining what the policy is and why it is so difficult to make it work. Where would he stand, we wonder, if he sued the Feds for breach of promise?

Where "financial assistance to the voluntary sector" is concerned, Treasury Board hedges its bets in so many ways that one might well conclude that it would be happy if the problem simply went away. The circular would have federal institutions who are doubtful that the voluntary body can actually do business in both languages "encourage" it with a "financial assistance

package" or direct it to an appropriate programme of the Secretary of State's Department. This kind of non-advice we can do without. Departments need to know clearly what Government policy requires them to do and, more important, how to do it.

The irony is that few granting agencies show much inclination in any event to find out whether recipient associations can in fact do business in both languages. Or, if they do make the effort, they are too easily satisfied. Besides which, funds for "financial packages" are scarcer than ever, and the Department of the Secretary of State, which Treasury Board suggests should be viewed as a source of help for other departments, has itself only a rudimentary policy on this issue.

Perhaps an illustration is in order, one which, while not by any means unique, gives an idea of how deeply inadequate federal policy and lack of action can permeate the ordinary fabric of life. One way or another, a very large number of Canadians take part in activities of a sporting or recreational nature. Furthermore, our national government spends lots of money to encourage us to do still more. And to back up its words, it has for years provided a service organization to consult with and provide assistance to volunteer and para-public associations to develop regulations, train coaches, set up meets and generally foster fitness and healthy competition.

But behind the cheery facade of participation, a rather less healthy situation has been developing. A particularly strong form of disenchantment has manifested itself in Quebec, fuelled in good part by lack of effective communication with national federations that are very often overwhelmingly English-speaking. The tendency has been apparent for many years and this Office first recommended in 1973 that the then Sports component of National Health and Welfare take steps to provide all its services, including consultation with professional associations, to both official language groups equally. We regret to say that, seven years later, not only are those requirements still not being met, but such work as has been done to counter this splintering effect has made little apparent impact.

What is most disturbing about this case is not so much the failings of a particular federal agency as the extraordinary absence of any alarm signal to Government to indicate that it was time to mount an effort to correct what had become a self-perpetuating and embarrassing imbalance. The Fitness and Amateur Sport Branch not only has no explicit policy to advise staff how to induce various associations in receipt of federal funds to respect federal priorities, it seems largely content to let the slide towards polarization continue.

It is against that sort of background that the frankly wishy-washy proceedings of the Treasury Board and the Secretary of State's Department must be judged. What does it take to wake up the agencies responsible to the urgency of defining a strong, remedial Government policy on this matter?

Summary of Observations and Recommendations

Government Action

A number of departments and agencies have not been able, working independently, to identify in a consistent way the offices at which services should be available in English and French. It is therefore recommended that the Treasury Board develop and publish a guideline on locations where "significant demand" should be assumed.

The Board should also take a vigorous line in making clear to federal organizations what constitutes a satisfactory *offer of service* to minority official language communities.

The Government needs to put into effect a consistent and well-articulated language policy on the principles and practices for federal publicity.

Federal bodies in which seniority provisions in collective agreements continue to interfere with service to the public in both official languages should receive a firmer indication of Government policy on the measures to be taken to correct this situation.

Treasury Board should put into final form as soon as possible its guidelines on the proper official languages treatment of specialist publications.

Where federal funds are used by voluntary organizations to serve both official language communities, the granting body involved should seek guarantees that the equal status of the two languages will be appropriately reflected.

The Government should provide a clear statement of federal language policy with respect to services provided Canadians by third parties under contract to departments and agencies.

Language of Work

When it comes to giving French a fighting chance as a federal language of work there have traditionally been two types of problems: the hesitation of

some French speakers to work in their language, especially if they have received their training and worked for a number of years in English; and the unreadiness of English speakers who have had language training to follow through by using French on the job.

There are also two steps involved in solving this kind of problem. The first is to describe it as accurately and intelligently as possible, and the second is to devise solutions that are sensitive to the situation as described. Where language use in the federal public service is concerned, it unfortunately looks as if *oversimplified solutions have been superimposed on an inadequate description.*

The theory is that if French-speaking employees can receive internal services in French, have access to French documentation and report to a supervisor who is, technically speaking, bilingual, then the problem of the "linguistic milieu" will have been solved and there will be no earthly reason why they should not work primarily in French. The practical results look rather different, even if they can be presented in more than one way.

One can of course say that the overall use of the two official languages in bilingual areas is 68% English and 32% French—which does not sound too bad. Or one can say that Francophone employees in these areas use their own language only 40% of the time—which gives a very different impression. But however one looks at the statistics, the fact of the matter is that, outside Quebec, French-speaking public servants use considerably more English than French in their work. Even in the National Capital Region the notion that Francophones can effectively choose their language of work is for many of them simply a bad joke.

Changing Language Use: Art of the Possible

As we pointed out in an earlier chapter, the Treasury Board response to the present pattern of language use has been to ask departments to fine-tune the second-language requirements of supervisory positions. By continuing to single out this kind of technocratic solution, the Board leaves the impression that its appreciation of the problem falls well short of recognizing that one of the Government's principal official languages objectives has all the appearances of a pipe-dream.

In 1980, with the results of two language use surveys staring the authorities in the face, we were entitled to expect that they would adopt a less passive attitude toward what was actually going on in the workplace. But apart from ritual acknowledgements that the problem was still there, nothing much happened. Whether this betokens a failure of invention or over-confidence in departmental ingenuity, it is not getting us very far. According to our own canvas, no more than fifty per cent of institutions have taken direct soundings of their own language-of-work situation and barely thirty-five per cent have specific plans for changing the present pattern.

Working conditions Why is it that Government action to change the present language-of-work situation remains so peripheral? The answer seems to be that the task of balancing the use of English and French is felt to be insurmountable. And implicit in that conclusion is the belief—which we think unfounded—that nothing further can be done to influence the many choices that go into creating actual linguistic working conditions.

It is certainly the case that those choices are not as straightforward as the *theory* of a bilingual workplace suggests. Over and above the individual's willingness or ability to function in a particular language, and over and above the availability of the so-called work instruments that might enable him to do so, there are all sorts of pressures which dictate in what language a particular piece of business will be carried out. These include the language "preferences" of management committees, the desire to avoid "translation delays", the deferential reflexes of employees conditioned to the old way of doing things, and so on.

In such circumstances, to make a host of supervisory positions bilingual and hope for the best is not much better than flapping your arms in the hope of flying.

What must be done? The efforts and experience of organisations that have begun to face up to the complexities of the problem and to try to deal with it in human terms might shed some light on the possibilities for turning this situation around. In that spirit we asked almost one hundred departments and agencies to tell us whether they had established practices and procedures to increase the use of French in regular daily work and meetings. To judge from the responses, only about one out of every three felt it necessary to make any effort along those lines in 1980. Here again we seem to come up against almost deliberate inaction: the greater the need, the less is done.

The first and most important thing to do is to face the facts: how very far we still are from the policy goal, and how little the stock solutions have so far achieved. Of course, there will always be some benefits from refining those solutions but we are convinced that they will not get us very far without specific structural, procedural and, above all, educational measures.

Structures Since the very idea of using special administrative structures to change patterns of language use is enough to push up institutional blood pressures, we ought to explain what we mean. Government policy continues to recognize the concept of units working in French as a valid means of promoting more equitable participation and a greater use of French, but there are hardly more than a handful of such units outside Quebec. The reasoning behind the reluctance to use this device is that such units might create a ghetto effect which would isolate the employees in question from the mainstream of the department. And this might well be so if such units were required to do *everything* in French. But what we are really concerned with is the recognition of sectors or units, particularly in the National Capital Region, whose dominant *internal* language would be French.

It is vital for the use of French in regions where English-speaking public servants outnumber their French-speaking colleagues by at least three or

four to one to develop work areas where French occupies a preferred position. Otherwise, the long-standing bias toward English will inevitably continue to work by natural selection against the supposedly free opportunity to choose French for internal communications. The present rate of progress is altogether too desultory to offer any hope that simple freedom of choice within an intrinsically static regime will achieve the language-of-work objective in our lifetime.

Procedures A second element which is now largely missing is any deliberate effort to lay out simple guidelines for communications between colleagues. A rule which does exist is the requirement that supervisors in bilingual areas direct and evaluate the work of their subordinates "in accordance with the language requirements of the subordinate's position", as Treasury Board puts it. As things stand, however, the requirement is either too broad or too casually applied to make much difference. If every Francophone who experienced a violation of his "right" to supervision in his own language were to complain to our Office, the result would be an avalanche.

Broad rules of this kind, particularly when they presuppose the active use of French by Anglophone managers whose command of the language is modest at best, not only strain one's credulity but, because they frequently break down, leave Francophones with no obvious recourse except to fall back into English. We will no doubt develop more and more Anglophone supervisors over time who can speak and write good functional French, but the important thing right now is to establish a set of rules that will actively enlarge the use of French by Francophones.

The simplest rule of all, of course, is for everyone to use his own language unless there are overriding reasons for not doing so. It is a rule, moreover, which can easily be put into effect by managers at various levels, each of whom can be charged with fostering the practice in his or her respective sphere. Even if the policy sometimes breaks down, its chances of success—in meetings and internal documents—would be greatly enhanced by the mere fact of senior management endorsement.

In any event, it is probably a better place than most to start if language-of-work arrangements are not to be characterized by a theoretical counsel of perfection twinned to a practical counsel of despair.

Education Early in 1980 we were encouraged to think Treasury Board would test out the possibilities for straightforward guidelines of this kind. Alas, we are forced to conclude that there has still been no effective mobilisation of forces to promote either structural or procedural solutions to the distressing inertia of languages of work. Nor, with rare exceptions, have there been any conspicuous attempts to educate employees in simple practices that ordinary men and women can live by. We have no official explanation for this puzzling behaviour, but it looks suspiciously like the sort of helplessness that occurs when something is wrong with one's initial premises. As we said earlier in this Report, if your model of what is possible is unrealistic, you will wind up with a collective headache of disenchantment. There is an urgent need to rethink the present model. It would be intolerable to have to report again this time next year that nothing more had been accomplished.

Equitable Participation: The Meeting of the Twain

As everyone must know by now, the most indispensable of all prerequisites to a public service which works in both official languages is a reasonable distribution of English and French speakers. By itself, however, this is not sufficient, because the language-of-work principle and the participation principle often do not complement each other in practice. It does not follow, for instance, that where Francophones represent 26% of the work force, they also get 26% of the linguistic action. On the contrary, as we have just observed, it takes a rather exceptional concentration of French-speaking employees, or special institutional arrangements, to achieve anything like parity of opportunity in the choice of language of work.

One of the gravest weaknesses of Treasury Board's assessment of official languages programmes is that it turns a blind eye to this issue, blithely chalking up percentages with barely a passing glance at the consequences for language use. Changes in numerical representation which have little if any effect on language use only accentuate the treadmill of frustration.

Speaking out The guiding aim of the equitable participation programme is to keep the federal public service properly in tune with and responsive to the Canadian people. However, while comparisons with national and local population norms provide useful benchmarks, they should not be allowed to become the be-all and end-all. The amount of useful participation obtained by a 20% representation in policy-making may be worth as much as a 30% share of administration. Perhaps the central agencies are just as sceptical as we are about the temptation to rely too much on percentages. Whether they are or not, it would be helpful if they spoke out more clearly on this point, so that federal bodies could more easily distinguish which aspects of participation are more important and which are less so.

Corrective actions One result of bureaucratic reticence is that even the most interested bystander finds it difficult to know what is being done, by whom and where. The Treasury Board has singled out four aspects of participation as sources of concern.

- Francophone participation in the senior executive category;
- Francophone participation in the scientific and professional category;
- Anglophone participation in Quebec; and
- Francophone participation in bilingual areas outside Quebec, more particularly in New Brunswick.

There is no question that these and other dimensions of participation require central agency attention. We may assume that the departments concerned are guided toward corrective action on all these matters as part of their planning and reporting duties. But so far as we are aware, they have received detailed written advice on only one of them: scientific and professional recruitment.

Our observations in previous Reports, that the appointment of unilingual Anglophones to senior Order-in-Council jobs causes a disproportionate

amount of damage to the bilingual language-of-work ethic, have simply sunk without trace. It may well be that the Government has a policy on this matter, but if so, it is keeping the rest of us in the dark.

Serious disparities in the regional distribution of English-speaking and French-speaking public servants are another legitimate cause for concern and, sooner or later, must seriously affect the quality of services available to the official language minorities. Although departments are certainly encouraged to “do something” about these imbalances, there is little sign of a detailed offensive to bring them under control.

Once again we are forced to conclude that the central agencies are reluctant to be forceful and explicit on this theme. We can partly understand their coyness about laying down the law to “independent” institutions, but if they do not make the Government goal clear and promote specific ways of getting the job done, departments will grow careless, and already painful linguistic gaps will almost surely widen.

Translation: In So Many Words

It is a melancholy fact that a very large proportion of the written material which the Federal Government puts out in French is not originally drafted in that language but is the product of translation. This is true not only for the great quantities of documentation generated by the bureaucracy for its own edification but also for sundry communications and publications designed for public consumption. No matter what the quality of the translated text, the public service overwhelmingly conceives and expresses its ideas in what might be called an English style.

Insofar as the Official Languages Act requires that these materials be available in both English and French, translation will obviously be necessary. But it should not be so overwhelmingly translation into French. And on the other hand, when translation is used to produce a letter or an internal paper that is required only in French in the first place, then we are failing to use our institutional ability to draft in French, and a totally unnecessary cost is added to the process.

Two things are at stake here. The first is to identify and find means of reducing what is superfluous in the translation exercise. The second is to develop the scope and vitality of French as a fully paid-up working language of the federal administration. They in fact go together. As the use of French in administrative circles grows in currency and confidence, the temptation to fall back into English, on the pretext that it is simpler to stick with one language, should start to dissolve.

For this to happen, however, decisions must be made to bring the torrents of translation within clear-cut and manageable bounds. The problem is how to go about it, and it is instructive in this context to have some idea of what actually happens in departments. The results of our own enquiries coincide closely with those unearthed by Treasury Board and the Translation Bureau, and it may be worthwhile summarizing them to put the reader in the picture.

Room for improvement

The questions to be asked were basically three. Is there at present a reliable system of control over the use of translation? If not, in what ways is it still deficient? And what is needed to make it better?

The translation regulations require each institution to designate one of its employees to deal with communications to and from the Translation Bureau. It is the responsibility of that employee to work out with the Bureau how the workload will be channelled to the translators.

This does not sound particularly complicated and, so far as we could tell, all departments and agencies appear to have complied with the requirement to assign a "designated employee". Where problems arise, however, is in the choice of that employee, his position in the hierarchy, the time he has available, his terms of reference and his power to intervene. On all these counts, we discovered a disconcerting variety of situations. Few coordinators are anywhere near the top of the departmental hierarchy. Most have no clear description of the priorities that should guide their work. And relatively few feel that they have the authority to turn back or otherwise question an improper request for translation. Moreover, even when there are internal procedures to regulate the use of translation, they are more often than not indifferently applied.

This kind of anarchy has obviously existed for many years and is not improved by a constantly growing pressure on the translation services. Although some institutions have, on their own initiative, managed to impose some order on the manner in which requests for translation are handled, we think a deliberate and concerted effort by Treasury Board and the Bureau is urgently required to spell out the proper limits. As 1980 came to a close we were again given to understand that guidelines would be forthcoming. If so, we hope they will determine very clearly:

- the responsibilities of the translation coordinator;
- the officer most fitted to perform those duties and the need to have him report directly to senior management;
- criteria for access to the use of translation services and means to make managers financially responsible for their use of them;
- limits on the kind, length and source of material that is acceptable for translation, together with guidelines on how to handle material that is not acceptable.

Without a framework of regulations and responsibilities, it is not even possible to assess with any accuracy how many of the millions of words being translated, at an annual cost of some \$60 million, represent a proper use of the translator's talents. The results of introducing such a framework could be of as much interest to the Auditor General as they are to us.

Language and Science: Murphy's Law

Science and information

The problem of the French language in scientific and technical activities is of course not peculiar to Canada. The prominence of American research and

development and of American-controlled multinational companies, as well as the widespread use of English-based computer languages, have had a profound effect in all countries and on all aspects of science and technology.

It is against this background that one has to consider the efforts of our own authorities to enable French to occupy an honourable place in the scientific and technical activities of government. We have already noted the serious under-representation of French-speaking specialists in almost all sectors of the federal scientific effort, with a statistical participation of Francophones that rarely passes 20% and in a number of cases dwindles to near zero. To this it must be added that the overwhelming majority of scientific and technical publications are first drafted and published in English, even when the author is Francophone. There is nothing new in this picture and although there are signs of a desire to do something about it, there is no real strategy that we can detect.

If we were to look to the Ministry of State for Science and Technology or to the National Research Council to play leading roles in this area, we would be disappointed, not least because they themselves have very few French-speaking scientists and technicians. It would appear that our senior scientific agencies have enough problems simply keeping up with the legal requirement to offer service to the public in English and French without involving themselves in any broader campaign to counteract an over-reliance on English.

The absence of any dynamic policy for change naturally permeates the entire federal scientific apparatus, showing up with devastating effect in departments as different as Energy, Mines and Resources, and Fisheries and Oceans, where anything like progress has become almost a forlorn hope. Once again, as in the language-of-work area as a whole, there is an apparent reluctance to recognize the scope and durability of the problem. The results are what might be expected from an uncoordinated bow-and-arrow attack on an armoured fortress. Treasury Board has initiated some useful activity on both the recruitment and publication fronts but we continue to think it will fall well short of success unless the scientists themselves are put to work on a long-term solution to the problem.

Summary of Observations and Recommendations

Language Use

Treasury Board should determine with greater precision the principal factors which inhibit a balanced use of the two official languages in the workplace. It should then introduce the structural and procedural changes that appear necessary and educate employees in the basic rules of language use in a bilingual environment.

**Equitable
Participation**

Departments and agencies need more specific central agency advice on what equitable participation means for their particular situation, and improved guidance on ways of achieving it.

Translation

The Treasury Board and the Translation Bureau should issue explicit guidelines covering the position and responsibilities of the departmental translation coordinator, the rules of access to the use of translation, and specific criteria governing what is acceptable material for translation.

**Language
and Science**

It should be made a priority of federal policy not only to promote recruitment of Francophone scientists and publication of specialist materials in English and French, but to join in an effort to have French used more frequently for the transmission of scientific information, particularly within the federal administration.

Information

Spreading the News

In order to separate fact from fiction—in the public's mind as well as in our own—our Office has long emphasized the need to keep in touch about language reform with all groups and regions of the country. The effort to supply information and act as a listening post has thus become an important complement to our responsibilities as linguistic ombudsman and auditor.

During the past year, a number of initiatives were taken to maintain contact with various components of the public, particularly young people, the universities and official language minority groups, and to spread the word about the intent of the Official Languages Act, and how it serves the community.

Reaching Out

One of our Office's major functions is to supply information to the public about official languages. We know that, even eleven years after the adoption of the Act, tenacious myths about the bogeyman of bilingualism can still intimidate otherwise unflappable citizens. Apart from urging the Federal Government to get out and explain its own language policies, we try to do our bit to shed some light on the subject. This we do in various ways: by giving better exposure to the broad significance of the Official Languages Act; by discussing and debating language issues as they present themselves in Canada and in other countries; by organizing contacts with groups from one end of the country to the other; by travelling to meet people on their home ground; and by providing the press, radio and television with up-to-date information on language questions.

Last year, Parliament afforded the Commissioner a special forum in which to discuss such issues by inviting him to testify on a number of occasions before three of its committees. As mentioned earlier in this Report, appearances before the Special Joint Committee on the Constitution and the Special Joint Committee on Official Languages provided welcome opportunities to present our views to those bodies, and through them to the public at large, and to gain a first hand impression of parliamentarians' concerns in the area of language reform. Several language-related issues were also raised during an appearance before the Commons Miscellaneous Estimates Committee analyzing our Office's spending estimates.

Language kits In 1980, the Office's information activities were dominated by the production, launching and distribution of two youth-oriented information kits about language. The *Explorations* and *Oh! Canada 2* kits are both designed to give young people a better feeling for the phenomenon of language and to suggest that learning another language need not be the kind of drudgery usually associated with a tough winter of shovelling the driveway.

Explorations is a package aimed at the 13-17 age group. It was created with the help of an advisory committee whose members were suggested by the Council of Ministers of Education. The kit, which has been produced in a first run of 200,000 copies, contains a language-geography game, linguistic maps of Canada and the world, and a booklet providing a variety of facts about language. Its primary aim is not to teach a second language but to increase the awareness of young people—and their parents—about language as a universal phenomenon. It seeks to present a world in which hundreds of languages are spoken, where many nations must come to grips with the co-existence of two or more languages and in which a country like Canada is fortunate to have English and French—both used internationally—as its official languages.

The kit was launched in Vancouver in September when a first copy was presented to the British Columbia Minister of Universities, Science and Communications, Dr. Patrick McGeer, the then Chairman of the Council of Ministers. It was simultaneously offered to provincial departments of education and to members of the public. By year's end, nine provinces had asked for an initial 100,000 copies for distribution to schools. We had also received some 24,000 requests from individuals and groups for an additional 50,000 copies. First reactions have generally been very favourable, with adults as well as teenagers responding positively to the language game. Plans are under way to conduct a thorough evaluation of its effectiveness.

The second kit, *Oh! Canada 2*, was also made available to the public last autumn. This package is designed for the 8-12 age group, and contains a board game and activities booklet which seek to show that living with more than one language can be fun. It is a revised version of the original *Oh! Canada* kit, of which two million copies were distributed.

Oh! Canada 2 was launched in Winnipeg in November at the annual meetings of Canadian Parents for French and the Canadian Association of Immersion Teachers. An initial run of 300,000 copies has been produced and it has also been offered to provincial ministries of education. In addition, widespread interest has been shown by teachers and children across Canada, many of whom have written, telephoned or dropped in to the Office to request copies. By year's end, six provinces had requested 95,000 copies for their elementary schools and a total of some 30,000 kits had been distributed to individuals and groups.

Other information material The two language kits were the big events of the year for us and are now a fixture of our information programme. They are not the only ones, however, since written and audio-visual materials designed for the adult segment of the public also continue to be produced and distributed. In addition, our

magazine, *Language and Society*, has been well received and is attracting more attention from readers and contributors alike. It is now solidly under way as a quarterly review of information and opinion, encouraging a reflective approach to language matters, while providing a forum for informed debate on the issues. An advisory committee with members from across Canada is helping to plan future issues, which will contain contributions from Canadian and foreign specialists and observers of the linguistic scene.

Getting There

Information materials cannot replace the human touch, and we have been anxious from the beginning to move beyond the confines of Ottawa to meet people on their home ground. The Commissioner's travels from coast to coast serve as occasions to provide information on language reform to interested groups and individuals, and even more important, to provide us with valuable feedback about the progress and problems of language reform throughout the country.

Visits and meetings

As in the past, 1980 saw the Commissioner journey to all ten provinces paying particular attention to official language minority groups and trying to measure their needs and help find solutions to their problems. Also on the agenda on these occasions have been frequent meetings with policy makers in government and in education. During the past year, special emphasis was placed on contacts with the university community, particularly senior administrators and those responsible for second-language instruction.

In 1980, the Commissioner also explored language systems in other countries and responded to invitations to talk about Canada's experiences in the language field. His itinerary included a trip to Washington and to the southern and south western United States to study issues related to bilingual education and to discuss Canadian achievements in the field; to France for a TV debate on the Quebec referendum; to Yugoslavia and briefly to Romania to have a closer look at their language situations at first hand; and to Jerusalem to attend the Second International Ombudsman Conference.

During his travels in Canada and abroad, the Commissioner continued to give speeches, to meet with the press and to appear on a variety of radio and television shows. These public appearances provide an excellent chance to learn about language problems as others perceive them and to discuss the issues with a wide variety of individuals and groups.

Being There

The need to be closer to people in the diverse regions of Canada has led our Office to establish a permanent presence in several different parts of the country. The first concrete steps to decentralize took place in 1977 and 1979 with the establishment of Regional Offices in Moncton and Winnipeg respectively, and plans are now in hand to open three new offices in Montreal, Sudbury and Edmonton.

Regional Offices The Regional Offices form the backbone of our Office's liaison activities with individuals, groups, governments and other institutions throughout Canada. Regional officers play an invaluable role in informing public servants and the public of their language rights and responsibilities. For this purpose, they regularly get involved in meetings and workshops with representatives of official languages associations and regional officers of federal institutions, as well as with schools and academic groups.

Their second major task is to act as a point of contact between federal departments and the public, to get them to work together on practical improvements to service. Official languages policies prepared in Ottawa sometimes become frayed around the edges when it comes to applying them in the field. Our Regional Offices work to bridge the gap between promises and delivery by monitoring the performance of federal institutions and acting as intermediaries between them and local minority-language associations.

When things go wrong linguistically, as they too often do, our Regional Offices are also the recipients and processors of complaints from members of the public who feel their language rights have not been respected by federal institutions. Their mandate is both to help solve problems and to ensure an effective follow-up on corrective action recommended by the Commissioner.

Here at Home

Our readers will hardly be surprised if we observe once again that opinions and feelings about language issues run high in this country. The Commissioner often gets an earful during his travels, but closer to home there are constant reminders that Canadians of all persuasions feel strongly about this most personal of subjects. One need look no further than the in-basket for daily reminders.

Letters from the public In addition to receiving thousands of letters each year requesting information or containing complaints about alleged infractions of the Act, our Office does not lack for correspondence from a public anxious to share its views on a variety of language issues. Leaving aside a few eccentric and usually anonymous outpourings, one is left with a mixture of negative and positive opinion which often makes for lively reading. What hits closest to home is that negative opinions this year outnumber the positive by three to one. A key concern—or misapprehension as we perceive the matter—is that language reform in Canada means that everyone will have to become bilingual. For some correspondents, this belief appears to flow from the chronic inability of the Government to explain its programmes. For others, it takes on the dimensions of a dastardly plot.

Although this part of our mail is sometimes depressing to read, it nevertheless contains opinions which cannot be ignored. It suggests a stream of negativism about language reform which, while not a majority view, surfaces in any number of places. The Commissioner encounters it in all corners of

the country, the Regional Offices record their quota, and headlines often reflect the same mood.

At the same time, our observations also lead us to believe that counterforces of objectivity and understanding are active in Canada as well. A frequent theme in our correspondence this year, for example, has been the need for improved language programmes in the area of education. People accept more readily than in the past that minority-language parents should have the right to educate their children in their own official language, and this is a profoundly important development. They also see the need for effective second-language learning in the schools if Canadians are to break down the language barriers that have traditionally separated us. These are perhaps no more than straws in the wind, but without wishing to play Pollyanna we think they may well foreshadow the major currents of the future.

Complaints

Force of Numbers

The number of complaints we received in 1980 was significantly greater than last year, some 1,673 as against 1,243 in 1979. We do not believe that this reflects a general deterioration in language performance by federal agencies, but rather an increased awareness by the Canadian public of their language rights. Whatever the explanation for the increase, the important fact is that the complaints we receive help us measure the extent to which the Government has been successful in implementing language reform on behalf of the average citizen. And here the message is depressingly familiar, for if the number of complaints has changed, their nature has not. We continue to receive letters and telephone calls from people with the same problems that have existed for the eleven years since the Official Languages Act was passed by Parliament. Most of the infractions are all the more irritating because they are so easily avoidable.

One complaint, or rather a number of them all about the same problem, is worthy of special mention. It all began when the Canadian Unity Information Office decided to mount a billboard advertising campaign across Canada in support of national unity. Incredible as it may seem, what the organizers of the campaign overlooked was the fact that there are a sizeable number of Canadians in Quebec who speak English and a comparable number outside Quebec who speak French. Billboards appeared in English in predominantly French-speaking regions, and the same message was proclaimed in French in areas where English-speakers were in the majority. During our investigation of the case, which started with complaints from the Edmunston area, we unearthed a dozen similar situations elsewhere. Apart from being startled that such things could happen in the first place, we were no less amazed by the apparent inability of the authorities responsible to understand the problem or find ways of correcting it immediately once it had been brought to their attention.

And now, on to other problems.

In the following four sections, we outline various difficulties of a generic nature which separately and collectively impede the progress of language reform. In none of these areas are the problems simple but neither are they beyond the wit of man to overcome. The first section deals with collective bargaining and how it can negatively influence the provision of service, especially to the travelling public; the second explores the distinction between the theoretical presence of bilingual capacity and actual performance; the third examines examples in which thoughtless attitudes on the part

of managers in government lead to frustrations for the minority population; and the last deals with several aspects of the ubiquitous and exasperating problem of language of work.

Collective Agreements: A Spanner in the Works

The troublesome and seemingly unending problem of union agreements, particularly as they bear upon the progress of language reform in Crown corporations, appears no closer to solution now than when the Act was first passed. Although we have written about these difficulties at some length in past Reports, they continue to be a contributing factor to a substantial number of complaints by persons who cannot understand why service does not improve as it should. There is indeed something particularly irritating about not receiving service in your own language from organizations whose main function is, precisely, to serve the public.

Air Canada and Via Rail (along with the Post Office Department) remain the most evident prisoners of their collective agreements. And even after years of discussion we, unfortunately, do not have much evidence of any determined and persistent effort on their part to come to satisfactory arrangements with the unions about clauses in the collective agreements affecting language matters.

The problem is undeniably difficult. How can a fair-minded employer reconcile employees' seniority rights and bidding privileges (for positions, routes, etc.), with the need to staff certain specific and strategic positions with people able to speak both French and English? At what point does the travelling public's right in law to be served in its own language take precedence, effectively and practically, over the employees' rights and privileges as spelled out in agreements with the unions?

To its credit, Air Canada has succeeded in arriving at arrangements with some unions governing the language designation of positions. But progress continues to be very slow, and the results still leave some locations badly served linguistically. One has only to travel to certain areas in Ontario (Toronto, Sudbury), or locations in the Maritime provinces, to realize that service in French is like the will-o'-the-wisp, here now, vanished later with the end of a shift or a change of staff. Worse than that, a traveller using Air Canada's facilities in Timmins, Ontario, a city with a French-speaking population of 38%, will search in vain for a single bilingual employee. We asked Air Canada to explore the possibility of obtaining part-time help to alleviate the problem, since we felt that the area could provide any number of willing, bilingual students, for example, who would be only too happy to accept temporary employment. But again union agreements appeared to be an insurmountable obstacle.

The situation with regard to Via Rail is even more complex and less satisfactory. In the relatively recent re-organization of passenger train service in Canada, Via Rail not only inherited employees from CN and CP, it

also inherited the language headaches inherent in the union agreements of both those companies. A large percentage of the train employees of both CN and CP were, and are, unilingual Anglophones with long years of service and the customary seniority rights. These employees have the right to bid for certain positions on certain runs, with disconcerting results as far as providing service in the language of the traveller is concerned.

Even on runs originating or terminating in Montreal, such as the Ocean Limited between Montreal and Halifax, service in French may be either non-existent or minimal since a train can be staffed by employees whose operating base is Halifax and who are in large part unilingual. One English-speaking Member of Parliament stated before the Special Joint Committee on Official Languages that he had gone by train from Montreal to New Brunswick last summer, crossing Quebec, and had been shocked to find that the bar car waiter was unilingual. "I could not believe it..." he added. "The only person on the train waiting on the public was unilingual English-speaking and was actually trying to wait on people who were all unilingual French-speaking. It was ridiculous".

In the West, Via's language services are even worse. A unilingual French-speaking couple encountered repeated difficulties on a trip from Winnipeg to Calgary on board The Canadian. On arrival at the Winnipeg station, announcements concerning train departures were in English only and they inadvertently tried to get on the wrong train. They were stopped at the stairs by a porter who kept telling them in English that their tickets were for a later train. Great confusion ensued. Later, once on board, they could not find assistance in French until the morning after their embarkation. To have service in French in the dining car required an extensive wait and service was in English only in the bar.

Via wrote a long letter, explaining the progress that had been made, and the difficulties encountered in providing service in French. The more salient points revealed, once again, hindrances resulting from union agreements:

All employees having contact with the public are unionized and the collective agreement governs their conditions of employment. The choice of position is based strictly on seniority....

We are aware that our efforts will improve the situation little by little, but that it will be a long time before the public perceives the benefits....

You will understand that when jobs are in question and seniority is in jeopardy, negotiations are very difficult. Nevertheless, discussions continue....

Even on the run between Montreal and Ottawa, where one expects that passengers would automatically receive service in either official language, there have been many complaints, including some from Members of Parliament. One irate individual even got up a petition among fellow travellers. These protests led Via to do a mini-study which resulted in some improve-

ment, but it remains the case too frequently that train personnel on this route are unable to cope effectively in both languages.

Indeed, the convoluted mixture of personnel from three organizations, each having its own union agreements, is so awkward and difficult to deal with that Via admits there are no short-term solutions. In the long run, management hopes that meetings and discussions with union representatives will bring about improvement, little by little. To Via Rail, time seems to be the only answer. This is meagre consolation to the train traveller who quite rightly cannot understand why union-management agreements should take precedence over, and be more binding than, the law and will of Parliament.

Surely it is high time that Via Rail made a much more concerted effort in its negotiations with the unions to achieve at least the same degree of progress that its fellow Crown corporation, Air Canada, has managed to accomplish over the past few years. We simply cannot go on telling frustrated travellers—this year, next year, sometime...never.

Bilingual Capability: It's Only a Paper Moon

It often happens that a person complains about not obtaining service in the language of his choice, only to be informed subsequently that there was ample bilingual capability at the place and time in question and that it must have been "an oversight" that the proper language was not used. This malady afflicts a good cross-section of institutions, from Air Canada to the Canadian Government Office of Tourism, to airport concessionaires, to the Post Office.

In one instance, on a flight from Montreal to Moncton, Air Canada referred to "all the activity surrounding the provision of service, including lunch...etc." as the reason for having forgotten to make the flight announcements in French as well as English. Are we to conclude that, on occasion, Air Canada can only serve French after it has served lunch? If so, some Francophones may just have to go hungry—both ways.

Even such a service-oriented organization as the Canadian Government Office of Tourism had incomprehensible difficulty in answering the telephone in both official languages, at three separate numbers. And the difficulty persisted for some time, despite assurances that "at each station referred to, fully adequate service in French exists". It may indeed exist, but it took three increasingly vigorous interventions on the part of our Office to get those responsible to do what they kept thinking they had been doing all along. Why such a simple operation as answering the telephone in both languages should pose difficulties of this magnitude is indeed a mystery.

At the cafeteria at Montreal International Airport (Mirabel) an attendant refused to serve a customer who spoke English to her, turning her back to the client, who then struggled through enough French words to obtain roast beef and French fries, but nothing else. The Ministry of Transport discussed the matter with the food service concessionaire and concluded it was an

isolated incident, impossible to pinpoint, since the concessionaire had always provided fully bilingual service. Once again, all concerned were at a loss to explain why the service had not been properly provided in the first place.

With the Post Office, absent-mindedness in planning turned a perfectly good scheme to improve efficiency and service to the public into a source of customer dissatisfaction and complaint. At Postal Station "A" in Sudbury, the Department emulated the banking community and set up a first-come, first-served system using a winding roped-off walkway to guide the customer to the counter. In terms of fairness to all, the idea seemed excellent.

Unfortunately, it produced regrettable linguistic fall-out. Since the wickets were not all staffed by bilingual clerks, the result was that a French-speaking person would arrive at the head of the line and go to the next wicket that was free—where there might be no service in French. He of course had a second choice as well. He could stand aside and let those behind pass by, until an identified bilingual wicket became available. Only half the wickets were so identified, thus placing the customer at a distinct disadvantage.

Among solutions envisaged by the Department is either 1) to place a bilingual employee between two unilingual employees in order that he may assist the others upon request, or 2) to staff an administrative position with a bilingual employee and make it mandatory for the employee to assist unilingual employees upon request. It remains to be seen what solution the Post Office will finally adopt. In the meantime, it is still catch-as-catch-can.

In brief, federal institutions frequently lapse into a state of confusion where appearance is mistaken for reality. They seem to believe that if everything appears all right on paper, it must be so in practice. If adequate bilingual capability exists according to the organization chart, this is viewed as tantamount to the actual provision of service in both official languages. The assumption, obviously, is that everyone always does exactly what he is supposed to do, linguistically speaking. The facts often reveal the opposite. Constant monitoring is the only way to ensure that the paper image and reality coincide.

Speaking the Other Language: Salt in the Wound

There are times when departments and agencies are so bent on pursuing the functional goals of the organization that language matters are viewed as inconsequential or irrelevant. The result is that services in the minority language are sometimes provided in a casual and unsatisfactory way, accompanied by a "what's wrong with that?" attitude.

The National Capital Commission, one of whose main roles is to nurture the natural beauty and recreational and sporting facilities of the National Capital Region, often has occasion to put out calls for tender. One such had to do with patrolling the Rideau Canal in winter. All documents concerning the tender call were in English only, to the surprise and confusion of a French-

speaking applicant who was unable to understand the legal and technical language of the document. When we brought this matter to the attention of the NCC, the Commission replied that of course it was able to produce documents in both official languages, but that one had to understand that it took a long time to have them translated and consequently it was sometimes necessary to produce them in one language only. Moreover, in the case in point, the deadlines had been too short to allow production of the documents in both official languages, and the Commission had indeed anticipated having to provide supplementary information in French...in the course of oral discussions. What was wrong with that?

The reply did not meet what we thought were reasonable standards of fair play, not to mention justice, and we reminded the Commission that one of the recommendations made by our Office in a recent audit of the organization had been very specific about the need to provide all contracts, studies, plans, specifications and similar documents to be consulted by clients of the NCC in both official languages.

Meanwhile, out on the West Coast, a French-speaking woman had run into difficulties with the Income Tax Branch of the Department of National Revenue. A departmental employee who phoned her concerning a payroll deduction in relation to a student summer project initiated by la Fédération jeunesse colombienne, was unilingual English. She for her part did not know English well enough to be able to discuss the technical aspects of the problem and asked to talk to a French-speaking person. The request apparently irritated the employee who became aggressive and informed the Francophone she could see no reason why she should be served in French.

Finally, the evident inability of the Francophone to transact business in English persuaded the employee to get the help of a French-speaking colleague. A bit late in the day.

The Department of Supply and Services promoted the services of 21 federal institutions this past summer by means of a trailer truck that went from city to city for certain periods of time. The exhibition was prepared by the Canadian Government Expositions Centre. While the trailer was in the Montreal area, an Anglophone complained that the recorded announcement inviting people to enter and visit was in French only, and that the documents on display were also in French only. When we caught up with the trailer in Quebec City, the situation was not as bad as had been reported, but we nevertheless found that several signs on the outside of the trailer were in French only, that with one exception, bilingual display publications showed only the French cover and that five pamphlets and brochures were in French only. For an exhibition touting the merits of federal services, this lapse could be perceived by some as near-deliberate provocation, especially in the present political climate.

As depicted in the above situations, the casual, off-hand way of rubbing salt in the wound by treating language requirements as nothing more than an afterthought is something that departments and agencies must avoid. The urge to get the job done is no excuse for ignoring language equality, an essential component of doing the job properly. Personnel need to be

prodded into heightened awareness of the language aspect of the services they offer.

Working in French: Month of Sundays

Complaints about language of work are often described as isolated incidents by managers who claim they would surely have heard of any serious problems that had arisen. They seem genuinely surprised that anyone would report that something has gone awry.

If being fired isn't bad enough, being fired in English when you are French-speaking and working in the province of Quebec can only be viewed as adding insult to injury. But just this happened when, due to "an internal error", a Francophone employee at Air Canada received the English version of a form letter of dismissal.

At the Department of Energy, Mines and Resources an employee who occupied a French-essential position found he was regularly working half the time in English, but the Department refused to re-identify his position as bilingual. It required two interventions by our Office for the Department to see the virtue of calling a spade a spade.

At the Department of National Defence, the employee's portion of the performance evaluation report was often filled out in English by French-speaking personnel. Indeed, the report form did not indicate that the employee could use the official language of his choice, and the general belief on the part of many Francophones seemed to be that they should prepare their part of the form in English since the supervisors and review committee members were almost all Anglophones.

The situation has been remedied at DND by the adoption of a new form on which it is clearly stated at the outset that the report will be filled out, by all concerned, in the language chosen by the employee. As a follow-up to the situation revealed by this complaint, we suggested to the Treasury Board Secretariat that it issue a directive or bulletin to all departments reminding them of Government policy in this area, and suggesting that departmental evaluation forms indicate clearly that the document should be prepared in the language of the employee's choice. The matter is still under consideration.

Sometimes a department, like a newspaper, is in such a rush to get out the news that it goes out in one language only. Thus for example, the Department of National Defence put out a lengthy telegraphic message regarding senior officer appointments, which was widely distributed in English only, with the laconic statement that the French text was to follow. It followed three weeks later, by which time it was no longer news. The Department's explanation was that there had been a delay in making many of the appointments. When they were finally made there was a need to rush out the news to dispel rumours as to who had been promoted and who was to

be posted where. In the rush, the Department rushed right past the French version of the message.

At the Secretary of State's Department, the support staff working in French and using the Micom word processors found themselves having to use English-language documents, including three reference books with regard to a new programme introduced in 1980, even though all preceding manuals and documentation had been provided by Micom in both official languages. Quite rightly, this step backward was not appreciated by the staff, and they let their displeasure be known. The Translation Bureau then had one of the reference works translated and was planning to do the same with the other two, with the intention of recovering the costs from the company. It appears that Micom may now produce its own French versions...after all.

It is hard to believe that it would take years to correct an inequitable language situation that could easily have been put right in five minutes. Yet this was the situation when the Queen Elizabeth Hotel in Montreal stoutly resisted the idea that the banquet head waiter should give instructions to part-time waiters in both official languages. The practice was to give instructions in English only, with an opening statement to the effect that if anyone wanted them in French, the head waiter would be pleased to oblige.

This procedure aroused the ire of a Francophone waiter who could not understand why he should have to ask that he receive instructions in his own language, in Quebec of all places. We could not understand it, either. Nor could we understand the reluctance of CN to alter the practice. It required much correspondence, meetings, discussions and a final direct appeal from the Commissioner to have this matter of elementary justice and common sense put right. And even now, we cannot be absolutely certain that it has been. According to the most recent information, the balance may have tipped in the opposite direction, with French the language in which the briefings will be conducted and English a language that "will also be used at meetings". Perhaps the best practical solution is to make sure that, in such situations, instructions are given in both languages, with of course, in Montreal, precedence accorded to French.

On the other hand, the Post Office Department in Montreal cannot seem to provide one of its Anglophone employees with forms, notices or personal communications in English; he always receives them in French. To the Department's credit, when the matter was brought to its attention, a valiant and determined effort was made to remedy the situation, with directives being sent not only to all managers but to all personnel concerning the services which everyone is entitled to receive in his own official language — forms, notices, bulletins, information pertaining to pay and benefits, staff relations, medical services, and so on.

Alas, when last contacted, the complainant was still receiving notices and documentation in French only, much to his annoyance and our chagrin.

All these cases reveal that departments and agencies have language-of-work problems that they sometimes ignore or of which they are simply unaware. Management is often insensitive to an employee's language rights,

believing that as long as the employee can get along well enough in his job, linguistically speaking, there is no need to “pamper” a desire to work in his own language. On the other hand, an employee may be so accustomed to prevailing conditions, or fearful of possible reprisals if he raises objections, that he may well remain silent.

This, we submit, will simply not do. We have argued over and over again, as we do in this Report, that management has a responsibility to establish conditions in which employees can work in their own language, and to encourage them to do so. Any shortfall on either of these requirements will only perpetuate language-of-work arrangements which are not worthy of a truly Canadian public service.

Federal Institutions: A Closer Look

Streamlining our linguistic audit methods over the past two years has produced some useful results. Above all, it has enabled us to step up considerably the number of audits we have been able to conduct throughout the federal apparatus. Even so, it is going to take an extra effort and additional resources if we are to meet our objective of scrutinizing the performance of every federal department and agency on a five-year schedule.

In 1980 we were able to audit 23 departments and agencies, as compared with 18 in 1979 and an average of seven or eight in earlier years. We were also able to re-examine the health of some 60 institutions that had been previously audited. We are therefore in a position to present our readers with an overview of the performance of the most important departments and agencies and a list of their linguistic virtues and vices, based on information gathered throughout the year and statistics collected in the fall of 1980.

Reactions to previous Annual Reports lead us to believe that some institutions would like to see a performance ranking in this chapter, like the students' honours list we used to get at the end of a school year. But even if parental pride sometimes got a boost when the family genius finished in twenty-second place, just ahead of the kid next door, it did not necessarily follow that this device encouraged the children to go on to university. In our view, it would be just as unproductive to attempt an overall classification of federal institutions. Given the great differences between them, such an exercise would inevitably be rather arbitrary. What is more, the only worthwhile barometer is compliance with the provisions of the Act, and one can hardly excuse the shortcomings of this or that institution by comparing them with the more serious failures of others.

Our more modest goal is therefore to prepare a report card on each agency's official languages situation. This report describes progress in the course of the year, weaknesses and problems we have noted, and any well-founded complaints that were lodged against the organization in question. We hope these short analyses will provide departmental managers with an opportunity to examine their official languages consciences.

The reader who wonders how we ensure the accuracy and relevance of our observations might wish to know more about the tools and techniques we have at our disposal. Listing them, moreover, provides a good idea of our underlying methodology:

- direct observation by our staff and contacts made by telephone;
- interviews with managers, employees and clients;
- sampling of employees through written questionnaires;
- examination of basic documents and circulars dealing with the implementation of the official languages policy;
- examination of central registry files, and especially correspondence with the public;
- analysis of relevant statistics already available or prepared at our request;
- detailed examination of relevant administrative procedures (the equivalent of the financial auditor's "audit trails");

- use of data and recommendations from previous studies conducted by our Office or by the organization itself;
- examination of what has been done as the result of investigation of complaints, especially those which have recurred several times.

We take special care to validate our observations by cross-checking the findings unearthed by these various techniques. To make sure we are not being unfair, we also make a point of reviewing our conclusions in the light of comments received from departments. Elsewhere in this Report, we sketch the grand designs of language reform and offer suggestions for putting the linguistic ship of state on a truer course. Those interested in the inner workings of the programme — the view from the engine room, as it were — should get a better feel for its challenges and difficulties by reading the following 84 evaluations. In any event, we hope they will give the members of the Parliamentary Committee on Official Languages a point of departure for further examination.

Agriculture

The Department has just completed an extensive reorganization which places strong emphasis on accountability, effective management techniques, and training. Somewhere in the middle of all this, however, the official languages programme seems to have fallen by the wayside; and it has taken top management quite a while to realize that an important aspect of its mandate has been overlooked.

Four years ago, we recommended that the Department revise its official languages policy. At last it has done so. What remains is to make language considerations an integral part of management and decision-making processes throughout its organization.

The Department has tended to regard service to its French-speaking public as mainly a matter for its Quebec region and the translators. This blinkered view is epitomized by a recent brochure entitled *Public Servants and the Public* put out by the Departmental Secretary's Office. It is available in both English and French, but neither version makes it plain to its readers that Canadians have a right to receive information and services from the Department in the official language of their choice.

Only about 20% of the Department's 9,300 employees occupy bilingual positions. The proportion who meet the language requirements has risen this year from 54% to 66%, which is encouraging. On the other hand, there is a hard core of 25% who are entitled to remain in their positions without meeting the requirements. The Department must increase its efforts to find innovative solutions to the problems which result from this situation.

The Department has 1,800 Francophone employees, just under 20% of its total strength. Approximately 1,150 of them are in the Quebec region and work in French, but few of the 600 in Ottawa work in their mother tongue. If durable linguistic reform is to be achieved, French must become a viable

language of work at Headquarters alongside English, and more Francophones must be attracted into policy-making and research positions.

Last fall, we did an audit of the language aspect of the Department's job-related training programmes. We found that, with very few exceptions, Francophone employees in the Quebec region were able to take the full range of training courses in French, and did so. On the other hand, Francophones at Headquarters took much of their training in English. Sometimes this was their preference, but quite often the dice were loaded. We found, for instance, that courses in French were frequently cancelled because the number of participants was small; when training was arranged in a hurry, it was likely to be provided in English without any attempt being made to determine which language was preferred. Moreover, there was a tendency to assume that English was suitable for group training unless someone happened to object.

Anglophones in Quebec and Francophones in the other provinces find themselves in much the same situation as the minority group at Headquarters. The Department must see that all its employees can take training in their own official language, no matter where they are stationed.

Seven of the nine founded complaints received in 1980 have been settled. Three referred to stamps in English only, one to a clerical error in an address, one to a veterinarian who was unable to provide information in French, and one to a directive which employees received in English only. The others, which were received at the end of the year, referred to errors in French memoranda, and position descriptions and eligibility lists provided only in English.

Air Canada

In 1980, Air Canada continued to climb toward a more satisfactory language performance. However, as evidenced by a considerable number of complaints, it still faces some periods of turbulence. This situation is likely to persist until the Corporation makes a concerted attempt to eliminate constraints (resulting in large part from collective agreements) which prevent it from locating bilingual staff in the right places at the right times. It should also pay more attention to the use of French in technical fields such as aircraft maintenance and flight operations where it is still extremely limited.

Our 1980 audit of services to the public and technical training programmes for Air Canada employees revealed a number of interesting initiatives: bilingual counter services have been introduced in approximately ten Canadian and foreign airports and the recruitment of bilingual passenger agents has been stepped up, particularly in the West and in the United States. Telephone information and reservation services are now available in both languages at most points served by Air Canada.

In spite of these measures, Air Canada is still unable to provide appropriate services to its Francophone clientele at a number of airports, in many city

offices and on various flights. Service is still unsatisfactory, for example, in Toronto, Fredericton, Saint John, Yarmouth, Timmins, Victoria and at New York's La Guardia Airport. On the other hand, Air Canada's performance at the Moncton, Quebec City, Montreal and Ottawa airports remains good, and is gradually improving in Halifax, Miami, in some Western cities such as Edmonton, and at New York's Kennedy Airport.

Although some progress has been made in providing bilingual in-flight announcements, all too often they are still given in English only. On many flights, this is the only detail marring an otherwise satisfactory linguistic performance. If Air Canada considers these announcements important, it should realize that they are equally so for both language groups. Failure to transmit this information in French necessarily leaves the impression that the airline does not give equal importance to its Francophone clientele.

The priority accorded to the seniority principle in the choice of positions is the key reason for many of these problems since it prevents the rational deployment of bilingual staff. The Corporation let a golden opportunity slip by in 1980 by not taking sufficient advantage of the collective agreement negotiations with its three major employee groups to acquire more control over the assignment of staff. For this reason the airline was not in a position to comply with our request to staff all crews serving points in Quebec with fully bilingual personnel.

Air Canada could also provide its employees with better information on the procedures to be followed in dealing with clients and insist that they be fully respected. Many employees still do not spontaneously offer service in both official languages, and others attempt to make members of the public use the employee's language. The official languages responsibilities of managers also remain too vague and more systematic controls should be established at the local level.

The language-of-work situation is improving, but very slowly. All flight attendant training courses are held in both languages and the first two levels of the mechanics' training programme will be offered in French and English from now on. French is now solidly established as a language of work in the Quebec portion of the Eastern Region, but it is still far from being in common use at Headquarters, particularly in technical fields. Readers of our past Reports will recall that the language-of-work question at the Dorval maintenance base came before the Quebec Superior Court several years ago. Although this is, of course, a difficult problem, Air Canada should not wait for the Court's decision before doing more for its Francophone mechanics, who are still in the unacceptable situation of having to work mainly in English.

On the bright side, we should note that French-speaking pilots have praised the Corporation for the quality of its translations of operations manuals. These efforts are still somewhat in vain, however, since according to Ministry of Transport regulations governing flight-deck operations, pilots must continue to work in English.

Overall Francophone representation increased slightly during the year from 20% to 21%, but remained low (16%) at the management level. Air Canada will have to redouble its efforts in order to attain its objective of 25% Francophone representation by 1986. In this connection, it is encouraging to note that the Corporation now seems prepared to hire unilingual Francophones in the Eastern Region.

Most of the 145 complaints filed against Air Canada in 1980 concerned the lack of services in French. This was an unfortunately familiar story, but Air Canada's cooperation in settling these complaints has been good. Of the 180 complaint files closed in 1980, 78 had been carried over from previous years. In 1980, a new advertising policy was adopted which, in spite of certain weaknesses, is an improvement over the former policy and has enabled Air Canada to settle several outstanding complaints.

Atomic Energy of Canada Limited

The official languages situation at Atomic Energy showed very little improvement in 1980. The Corporation is capable of providing for the very limited demand for services in French, but English is still the principal language of work. Francophone representation, which was already very weak, declined even further last year.

Of 7,200 employees, only 424 are Francophones, as compared with 448 last year. In the engineering, scientific and administrative categories, Francophone representation dropped from 4.4% to 2.9% in twelve months. Fortunately, Francophone representation in both Quebec and the National Capital Region remained stable. The situation regarding bilingual positions deteriorated as well, with the proportion falling from 7.0% to 6.6%. Even more disquieting is the fact that over a third of the incumbents do not have the required language skills.

The very poor representation of Francophones and bilingual employees has harmful consequences for French as a language of work. Although central and personnel services and some manuals are available in both languages, French is used only in certain Quebec offices and by two employee groups at Ottawa Headquarters. In other activities such as meetings, supervision and performance evaluation, English is the principal language of work. All the same, there is a glimmer of light at the end of the tunnel. A recently established official languages committee, composed mainly of Francophone senior managers, will periodically review official languages matters and will submit its recommendations to the Executive Committee.

Owing to these problems, AECL's various departments have great difficulty recruiting Francophones, especially in the professional categories. In 1980, however, the Corporation established a cooperative recruitment programme with the assistance of the University of Sherbrooke, and the research section expanded its recruitment programme at all French-language universities in Canada.

One of the three complaints filed against the AECL in 1980 pointed out the lack of Corporation advertising in northern Ontario's French-language newspapers. The Corporation intends to make the problem the subject of a cost-benefit study. We find this approach unsatisfactory since, aside from financial considerations, AECL has an obligation as a Crown corporation to ensure that its advertising reaches both linguistic communities.

A second complaint concerned lack of service in French in the personnel division of the Corporation and has not been resolved. The third was related to documents not available in French and is still being examined. AECL's cooperation in dealing with these complaints was fair.

Auditor General

This year's performance shows a marked improvement on the rather mixed results which the Auditor General's Office turned in for 1979. We are particularly pleased to note that the downward trend in the number of Francophones employed by the Office has been checked, and that special efforts have been made to increase opportunities for employees to work in French.

The Office distributed its official languages policy to employees towards the end of the year, providing in a handy form the essence of the various directives and memoranda which it had previously issued on the subject. The Director of Official Languages has also begun a round of meetings with individual managers to clarify details of the role they have to play in linguistic matters.

About 47% of the Office's 480 employees are now bilingual, thereby enabling it to provide service to its clients in the official language of their choice.

The proportion of Francophone employees has climbed back to 26%, after dipping to 23% last year. There are three Francophones on the executive committee, but only six in senior management as a whole, which numbers 48 employees. The Office has alleviated the situation to some extent, however, by obtaining eight Francophones on loan from the private sector through the Senior Executive Interchange Program. A drive to recruit more Francophones is about to get underway.

Both English and French are languages of work at Headquarters. A second unit working in French was created during the year, and it is becoming increasingly common for the two official languages to be used at meetings at all levels. French is the normal language of work in the Quebec region, and English is used in the other six regional offices.

The one complaint received this year concerned a Francophone who had been sent the English summary of the Auditor General's annual report. This was soon put right. A complaint remaining from last year which concerned the submission of a preliminary report on the House of Commons in English only was also settled to our satisfaction.

Bank of Canada

In 1980, the Bank of Canada tackled some of the problems we noted in our 1979 assessment. By and large, it continued to demonstrate a positive attitude toward bilingualism. The majority of its services are available in both official languages, the level of participation of the two language groups is generally acceptable and progress has been made in the language-of-work area. However, a few deficiencies still have to be remedied.

Since 36% of its employees are bilingual, the Bank is generally able to correspond with its clients in either French or English and all its publications are bilingual. It has upgraded the linguistic quality of its security services by hiring additional bilingual guards. However, service at agency wickets is still not always offered spontaneously in the client's preferred official language.

In the language-of-work area, the Bank has established a programme to help its employees master basic terminology in the other language.

Library and travel services, which posed problems last year, are now available in both languages, as are central and personnel services.

Employees at the Montreal regional office are able to work in the official language of their choice. However, English still predominates at Headquarters and at the Ottawa Agency. French speakers are all too frequently supervised in English and their assessment reports are often prepared in that language. Firm steps must be taken to correct these problems.

Francophones represent 36% of the Bank's 2,139 employees. The percentage of French speakers in the senior management category has dropped in the past year from 20% to 17% but Francophones are basically well represented in all other categories.

Five complaints were lodged against the Bank in 1980. One of them related to unilingual telephone reception. A second complaint concerned the Bank of Canada Agency in Winnipeg where knowledge of French business terminology was inadequate. The last three, which were received towards the end of the year and are still under study, related to the distribution in French only of publicity material in Quebec. The Bank offered excellent cooperation.

Canada Council

For the most part the Council was able to maintain its usual high standards in 1980.

Service to the public in both languages is good and the Council continues to recruit bilingual employees for positions requiring contact with both language groups. No fewer than 90% of its 214 employees occupy bilingual positions, and only 24 incumbents do not meet the requirements of their positions.

Almost all internal documents are available in both official languages and the Council states that employees are generally able to work in the language

of their choice. However, at least six supervisors are either unilingual English or do not have a sufficient knowledge of French to deal with Francophone employees in their own language; only 46 of the 134 Francophones were evaluated in French in 1980. We urge the Council to take the necessary steps to remedy this situation as soon as possible.

Three of the six employees in the senior executive category are Francophone. Francophones also represent 43% of the employees in the administrative and foreign service category and 86% of those in the administrative support category. Overall, the staff includes 134 Francophones (62.6%) and 80 Anglophones (37.4%). These figures cannot be considered satisfactory for a major federal cultural organization. The Council should in future make a much more concerted effort to attract a greater number of bilingual Anglophones.

While meetings of the full Council and its advisory panel are in both languages, with simultaneous interpretation available, the agendas and minutes of other meetings follow no set practice and in the case of the management committee are prepared in English only.

With the exception of Anglophone recruitment, the problems we have highlighted are perhaps no more than details which require a little fine-tuning. But such details are worth the effort, for the Council already has an enviable record and could set an example for all government institutions.

Only one complaint was lodged against the Council in 1980 and it proved to be unfounded.

Canada Labour Relations Board

During 1980, the Canada Labour Relations Board continued its efforts to improve its already satisfactory language situation. In its four regional offices in English-speaking areas—Vancouver, Winnipeg, Toronto and Halifax—signs are displayed indicating that service is available in both languages and, as we proposed in last year's Report, in those same regions telephone directories now list a number at which service may be obtained in French. Furthermore, all employees have received the Board's official languages policy statement; managers have been instructed to draft memoranda for general distribution in both languages; and an official languages audit group has been established.

The Board has no problems providing service in both languages. This results in large part from the fact that 56 of its 76 occupied positions are bilingual and that 52 of the incumbents of these positions are linguistically qualified.

Employees may generally work in the language of their choice. However, English tends to be the dominant language used in meetings because some employees have an insufficient knowledge of French. On the other hand, all internal documents are available in both languages as are all central services.

Francophone representation at the Board is very high; out of a total of 76 employees, 48 are Francophones. Oddly enough, despite this, four of the six complaints received this year concerned a lack of French at Headquarters. At the Chairman's invitation, we investigated the situation. It was found that a few memoranda distributed to staff were inadvertently issued in English only. It was also noted that, since some Anglophones in bilingual positions are unable to carry out investigations in French, they must be accompanied by someone more fluent in that language, usually a Francophone. To correct the situation, a number of the positions involved will be staffed by people with proven capability in both languages. The other two complaints referred to a lack of service in French and to the absence of signs indicating the number to call for bilingual service in the regional offices. These matters have now been resolved. The Board was very cooperative in handling complaints.

Canada Mortgage and Housing Corporation

Last year we reported that language reform within the Corporation had lost its momentum. We are therefore happy to note that in 1980 senior management successfully returned to its performance of previous years. In particular, the Corporation implemented most of the recommendations contained in our 1979 audit report and reminded all its managers and employees of their official languages responsibilities. Unfortunately, French continues to be used very little as a language of work at Head Office.

Staff cuts have left the Corporation with 2,962 permanent employees. About 100 of 852 bilingual positions are vacant, but it is worth noting that 85% of the incumbents of the remaining positions meet the language requirements. The Corporation now requires that candidates for bilingual administrative support positions should possess the necessary language knowledge before they are hired. It also intends to extend this requirement to other occupational categories gradually over the next two years.

Apart from staffing changes, the Corporation had several achievements to its credit in 1980. Major moves included delegation to a vice-president of the responsibility for preparing and implementing the official languages policy; the direct attribution to managers of the responsibility for carrying out this policy; and the inclusion of clauses requiring services in both languages in advertising, maintenance and building rental contracts.

As regards language of work, employees are provided with bilingual manuals, central and personnel services and supervision in both languages. Unfortunately, senior management is unduly slow in adopting the necessary steps to correct the problem of the infrequent use of French at Head Office. On the other hand, it has finally decided to come to grips with a problem we noted in the past—it has asked managers in Québec to report periodically on instances where Head Office branches communicate with them in English. This is a step in the right direction.

Anglophones represent 65% of the Corporation's staff, Francophones 35%. At the senior management level, these figures are 78% and 22% respectively (as compared with 85% and 15% last year); among professionals and middle-level managers, 73% and 27%; in technical services, 72% and 28%; and among administrative support staff, 56% and 44%.

In 1980, nine founded complaints were filed against the Corporation. Four related to correspondence and documentation which was not in the client's preferred language, another concerned the absence of Corporation notices in the French-language newspaper *L'Évangéline*, and a sixth drew attention to the poor quality of French used in certain letters issued by the Corporation. Two others criticised the absence of French versions of certain documents while another complained about a unilingual English speech given by a representative of the Corporation at an official ceremony in Toronto. Eight of the nine complaints have been settled, with excellent cooperation from the Corporation.

Canadian Broadcasting Corporation

The very nature of the CBC's mandate shows the extremely important role it has to play in encouraging the use of both official languages. Seen in this light, its performance has been very good in several respects. The two networks offer quality programming to both major linguistic communities and the Corporation has built up an enviable reputation through its contributions to the development of the English and French cultures in Canada.

On the other hand, examination of the language situation within the Corporation reveals that it has been rather slow in solving problems to which we have drawn attention many times in the past and which are by no means insoluble. Be it said, however, that the Corporation has recently instituted a number of control mechanisms which should enable it to overcome some of its difficulties.

Of the CBC's 12,250 employees, approximately 30% occupy bilingual positions, and 80% of the incumbents meet their language requirements. Since the Corporation employs bilingual staff in all its centres of operation, it is generally able to serve the public in both official languages. Unfortunately, it has still not solved the problem of ensuring that certain third parties under contract to the Corporation outside Quebec provide bilingual security, reception and parking services. We hope that it will take more effective measures to eliminate this problem in 1981, and that it will not crop up again in next year's Report.

The CBC staff represents a balanced mix of the two language groups, with Anglophones making up 55% and Francophones 45%.

French is naturally the language of work in the French Services Division, while English is the language of internal communication in the English Division. However, there is one important exception to this rule. French

network employees often experience difficulties obtaining administrative and technical services in their language when they share premises and support services with their English colleagues. This is hardly surprising in view of the fact that only 5% of English network employees are bilingual. The CBC is attempting to make gradual improvements in this situation through language training; however, problems persist, particularly in Windsor and in the West. In the meantime, the result is that English must be used in order to produce French programmes, a strange state of affairs to say the least.

Furthermore, English is still the predominant language of work at the Engineering Division in Montreal, where two-thirds of the employees are Anglophone and only 13% of some 390 positions are classified as bilingual. In the other components of the CBC (Head Office, Ottawa Area and Radio-Canada International), both languages are used on a regular basis.

During 1980 we received 21 founded complaints against the CBC. Five of them drew attention to the poor quality of reception, particularly in Kapuskasing, Ontario; three others referred to unilingual titles on the television screen; and the remainder concerned errors in the text of CBC advertisements and unilingual English communications between the CBC and its Francophone employees or between the Corporation and the public. Good cooperation on the part of the CBC enabled us to resolve 18 of these complaints, as well as ten others left over from 1979.

Canadian Film Development Corporation

Our 1980 evaluation of the Canadian Film Development Corporation revealed an excellent performance in the official languages field: client services are provided in both languages; English and French are both widely used at work; and the participation of both language groups is well-balanced.

The 12 employees at Head Office in Montreal are bilingual, as are two of the eight employees in the Toronto office. Request forms, press releases and the *Guide to Canadian Feature Film Production* are available in both languages. In addition, the Corporation's publicity campaigns give equal importance to the development of the film industry in each language community.

The Corporation employs nine Anglophones and 11 Francophones in almost equivalent positions. In Montreal, French is the language of work, while in Toronto, it is English. However, meetings attended by employees of both offices are conducted in English. Central and personnel services are provided in both languages by the Montreal office.

Only one complaint was filed against the Corporation in 1980. It concerned the fact that the Canadian Film Academy's televised Genie Awards presentation ceremony was conducted entirely in English. The Corporation, which provides the Academy with funding, notified the latter that in future, financial support would be conditional upon greater participation by Francophone film makers.

Canadian Human Rights Commission

The Canadian Human Rights Commission is a comparatively new organization. It has 100 employees, two-thirds of whom are at Headquarters in Ottawa, the rest in regional offices in Halifax, Montreal, Toronto, Winnipeg, and Vancouver.

The delicate nature of the Commission's work calls for exemplary standards in linguistic as in other matters. Its official languages arrangements were somewhat haphazard at first, but they have now been put on a sound administrative basis. The chief of personnel is responsible for official languages policy and planning, and for seeing to it that employees are aware of their linguistic rights and obligations. An official languages plan has been distributed to all employees. Managers have been told what is expected of each of them, and have been made accountable for achieving specific official languages objectives. The degree to which they discharge these responsibilities will be reflected in their annual performance appraisal.

The Commission has two main publics: those who lodge complaints or who are otherwise involved in cases under investigation, and professionals and concerned citizens with an interest in human rights. To serve them properly, it has identified about 70% of its positions as bilingual, and it has taken steps to ensure that it will have at least one bilingual director and administrative clerk in every regional office. However, less than one in five of the Commission's bilingual positions currently requires a high degree of fluency in the second language. In view of the Commission's responsibilities, we do not think this is sufficient.

The Commission makes its publications available in both official languages. When it advertises in newspapers, it now makes a point of using the local official language minority press as well as the newspapers in the language of the majority.

At Headquarters, supervision and personnel services are available in both official languages, and directives, reports and case résumés are bilingual. However, English is used almost exclusively at meetings and in day-to-day operations, and the Commission is looking into this situation to determine what it must do to bring the use of the two languages into better balance. In the regional offices, the language of work is French in Montreal, and English elsewhere.

Two-thirds of the Commission's employees are Anglophones and one-third Francophones. Each group provides approximately the same number of support staff, but Anglophone officers outnumber their Francophone colleagues by almost five to one. The Commission intends to mount a campaign to attract recruits from universities and colleges in Quebec and is looking for further means of improving Francophone participation at the officer level.

Three complaints were received during the year. One concerned lack of service in French at the Vancouver office at a time when the director was on

language training and the bilingual clerk was on leave. In the other case, the Commission had overlooked the newspaper, *Le Voyageur*, when advertising in the Sudbury area; it has taken steps to prevent such occurrences in the future. Finally, a Francophone who asked for a job description received it in English.

Canadian International Development Agency

When compared with many other federal departments and agencies, the Canadian International Development Agency is something of a star performer in the official languages field. An audit we conducted in 1980 revealed that both languages are used quite regularly in the Agency's operations and that CIDA generally provides services of equal quality in English and French. This favourable situation may be explained in large part by the presence of almost equal numbers of Francophones and Anglophones among the Agency's 1,000 or so employees. However, some weaknesses must be corrected before the Agency may lay claim to perfection.

CIDA has a good language policy and regularly conducts internal audits in order to monitor its implementation. In 1980, it conducted a detailed study of language of work. Analysis of the findings is still to be completed.

Nearly 75% of its positions are bilingual and 85% of the incumbents meet the language requirements. It should be noted that the number of incumbents of bilingual positions exercising their right to remain unilingual has decreased by half over the past year (from 130 to 68.) Unfortunately, telephone reception is not always bilingual in certain sections. The capacity to provide services in the official language chosen by countries receiving aid is a selection criterion for foreign aid workers and consulting firms retained for various CIDA projects. However, no formal audit mechanism exists for determining the extent to which these third parties meet their obligations. The Agency must also find a solution to the difficult problem of technical documentation provided to firms or individuals interested in tendering for Agency projects. At present, CIDA supplies this documentation only in the language in which the project is to be carried out.

French is the principal language of work in the Francophone Africa Division and is used regularly in the Latin America Region of the Americas Division. English predominates in the Asia and Commonwealth Africa Divisions. Programme officers submit projects in their own language and English and French are generally used in meetings. Although personnel and administrative services are available in both languages, the Comptroller's and Resources Branches are not always able to provide support services in the language of the project in progress.

The only complaint lodged in 1980, which dealt with unilingual telephone reception service, was still under study at year's end.

Canadian National

During 1980, we conducted a careful examination of the Corporation's operations in the Atlantic provinces and kept a watchful eye on the rest of the network. Unfortunately we must report that French-language services are still very poor in the Atlantic Region, and that outside of Quebec and northern New Brunswick the language of work is generally English. On the other hand, Francophone representation has increased somewhat in all CN components except CN Marine.

Canadian National and its subsidiaries almost always provide written documentation intended for the general public in both languages. The Corporation is also able to provide service in both official languages in Quebec, at its Moncton and Ottawa hotels and within its express network in northern New Brunswick. However, in person-to-person contacts, the Corporation experiences considerable difficulty serving its Francophone clients in their language at the CN Tower in Toronto, on its ferries and at some of its hotels. The same is true of telecommunications offices in several French-speaking areas where French-language service to the public at wickets is provided by means of a telephone link with a third party. Even more disturbing, as one dissatisfied client reported, is the fact that telegrams are sometimes written in incomprehensible French. This state of affairs appears to have three major causes. The Corporation still is not aware of the extent of demand for French-language services in several regions and cities. Moreover, it does not ensure that its policy stipulating that the client be served in his own language is strictly adhered to by its employees. Finally, most collective agreements require that certain positions, such as those of clerks at hotel reception desks and counter staff in telecommunications offices, be filled on a seniority basis; when filling these positions, the Corporation may consider only the employee's years of service and not his or her language skills.

On a more positive note, work manuals as well as directives on personnel matters sent out by Head Office are generally bilingual. This is also the case for the employees' newsletter. Furthermore, the training centre in Gimli, Manitoba, offers quite a number of courses in both languages. This year the Corporation continued to incorporate the two languages into the computerized information service used to determine the location of freight cars. In addition, the bilingual train orders which in past years were only used in the St. Lawrence Region, are now also used in northern New Brunswick. A simultaneous interpretation system has also been installed in the conference and labour relations room at Montreal Headquarters.

The language of work in the St. Lawrence Region is French, and both English and French are used in northern New Brunswick. Medical and labour relations services are also available in both languages. However, in all other matters (for example, written and oral communications, supervision, performance evaluations and meetings), English predominates.

Among the CN's 76,000 employees, participation rates vary considerably from one component to another. There has been a slight increase over last year in the Francophone ratio at the senior management level to 17.6% and at Headquarters in Montreal to 28%. Anglophone representation in the St.

Lawrence Region has remained stable at 23%, while Francophones hold 33% of the positions in the Atlantic Region. Of particular concern is the fact that they still constitute only a meagre 5% of the CN Marine staff. Unfortunately, the Corporation has no similar figures available for the Regions west of Quebec, an omission which should be corrected.

Owing to the nature of its operations, CN comes into contact with a great many Canadians, whether for freight transportation, communications or ferry services. As a Crown corporation, CN should by rights be a leader in language reform. Since it still has a long way to go before it achieves an acceptable level in this area, it is imperative that the Corporation draw up an inventory of the demand for French-language services, take the steps required to ensure that employees respect its policy regarding service to clients, and finally broach the question of language requirements for certain positions at the next round of collective agreement negotiations with the unions.

In 1980, the Office received 38 founded complaints concerning CN. Twenty-seven drew attention to the absence of French-language service at telecommunications counters, on ferries and at some hotels. Other complaints dealt with a variety of problems: unilingual signage, plaques and publicity, circulars in English only sent to employees in other federal departments, and a unilingual English presentation given by CN at a reception in Moncton. Since last year, CN has been slightly more cooperative in resolving complaints.

Canadian Radio-television and Telecommunications Commission

Over the years, very few complaints have been lodged against the CRTC by the public, and the Commission's internal official languages situation has appeared to be almost beyond reproach. Our recent audit of the Commission has enabled us to confirm that our previous commentaries—favourable on the whole—remain justified. Its clientele receives complete service in both official languages and its employees are free to work in the official language of their choice. The one problem that clouds the picture is the somewhat low Anglophone representation in certain occupational categories.

The Commission has bilingual forms and its publications are available in both languages. Most Commissioners are capable of holding public hearings in either language and these hearings are equipped with simultaneous interpretation facilities. Of the Commission's 365 positions, 70% require knowledge of both French and English, and more than 87% of the incumbents meet the required standards.

Employees already have access to bilingual manuals and to central services in both languages. In the three occupational categories where Francophone representation is high (administrative and foreign service, technical and administrative support), both languages are generally used. On the other hand, English is prevalent in the executive category and among scientists

and professionals. Francophones are sometimes supervised and have their performance evaluations conducted in English, but the Commission intends to consult these employees in future in order to determine their preferences.

Over half the Commission's employees are Francophones. However, in the scientific and professional category, they represent only 12.5% of the staff. On the other hand, Anglophone representation could be higher in the technical category (41%) and stands at only 31% in the administrative support category.

Eight founded complaints were received against the Commission in 1980. Six concerned the lack of CRTC advertising in Francophone weeklies. Another was related to unilingual English telephone reception service at Headquarters in Hull and the last one concerned the publication of a major study in English only. The Commission was very cooperative in settling all these complaints.

Canadian Transport Commission

The Canadian Transport Commission has taken a number of steps in the past year to improve the linguistic quality of the services it offers to the public. Francophone participation has also increased slightly, but serious weaknesses in both the language-of-work and language-of-service areas have yet to be corrected.

In 1980, the Commission adopted a new policy on the use of minority-language weeklies. These weeklies are now used for the publication of notices. A new policy governing the publication of non-legal documents was also approved during the year. Unfortunately, it still allows for delays in producing the French version of non-legal documents. However, controls have been adopted to tighten up this aspect of publication and it is to be hoped that these measures will lead rapidly to the compulsory and simultaneous publication of all legal and non-legal documents.

The percentage of the Commission's 730 employees meeting the language requirements of their bilingual positions has increased from 80% to roughly 85%. Francophone participation as a whole is also up a percentage point from last year's 24.6%. However, the percentage of Francophones in the executive category is a low 7.7% and they are also poorly represented in the technical and scientific and professional categories (9.8% and 12.6% respectively). These figures serve to explain why English continues to be the principal language of work at the Commission, except in Montreal where employees work predominantly in French. However, reports sent to Headquarters by the Montreal office were, until recently, still being translated into English before being mailed. Fortunately, the Commission has corrected this anachronistic practice.

A recent study of French as a language of communication and of work within the Commission indicated that 133 supervisors occupy bilingual positions in the National Capital Region. One hundred and two of these

(76.7%) meet the language requirements of their positions and another dozen are or will be taking language training. The 19 remaining supervisors are unilingual, but administrative arrangements have been made to ensure that their employees are supervised in the official language of their choice. To ensure continuing improvement in this important area, the Commission will carry out a systematic audit of the supervisory aspects of language of work in 1981-82.

Six complaints were lodged against the CTC in 1980. Three of these dealt with unilingual telephone reception in Regina and Moncton. Two others related to the failure of the Commission to make use of minority-language weeklies in Summerside and Sudbury, while the sixth complaint was about written communication in the wrong language. Another complaint, dating from 1976, relates to the practice of posting warnings at level crossings in English only outside Quebec, while requiring them to be bilingual in that province. This complaint is unresolved because the necessary change to the Railway Act has not yet been presented to Parliament.

Chief Electoral Officer

Given the short time at his disposal to enumerate electors and to make arrangements for several million persons to vote, the record of the Office of the Chief Electoral Officer is commendable. In this regard, it should be noted that the 1980 general election produced less than a third of the valid complaints generated by the previous election.

The Office is located in Ottawa, has a staff of 46 and has no regional offices. Even though it has little direct control over the 200,000 or so local returning officers and other personnel involved in a general election, it recognizes 92 bilingual areas throughout the country in which it endeavours to ensure that all services to the public are available in both official languages. In unilingual electoral districts, where less than 5% of the population speaks the minority language, its efforts to serve minority language electors in the proper manner are less successful.

A continuing problem is confusion between candidates' representatives and other persons present at the polling station and election personnel in the employ of the Office. So far, the Office has not agreed to implement our suggestions that posters be put up at polling stations indicating that the electorate can be served in either official language, and that official election personnel be identified by a distinctive badge.

Thirty-seven of the Office's 46 positions are bilingual and 97% of the incumbents meet the language requirements of their positions. The staff is 80% Francophone and 20% Anglophone, and the proportion of Francophones in senior management is even higher (83%). The Office is one of those federal institutions which obviously needs to face up to the problem of redressing Anglophone under-representation. It hopes to increase Anglophone participation, but is unlikely to achieve this in the near future given the small size of the staff and the low turnover.

Work documents, supervision and central and personnel services are all available in both languages. Meetings are held as a rule in French, the language of the majority; however, questions can be dealt with in English as well.

Eighteen founded complaints were lodged against the Office in 1980, but it disputed six which alleged insufficient bilingual personnel during the last general election. It maintained that the complainants had mistakenly addressed themselves to candidates' representatives or other persons, and not to members of the official election staff. The remaining complaints related to dissatisfaction with the quality of the French in an enumeration notice and an advertisement in German containing expressions in English, but not in French. As usual, the Office gave its full cooperation to finding solutions to the complaints brought to its attention.

Commissioner for Federal Judicial Affairs

The mandate of this agency, which was established following amendments made in 1977 to the Judges Act, is to administer Judges' pensions, allowances and salaries. In addition to handling administrative matters involving the Federal Court of Canada and the Canadian Judicial Council, it is responsible for the preparation and publication of Federal Court law reports and for language training for judges.

Our 1980 audit found that the equal status of the two official languages is respected in terms of service to the general public and to judges. However, French is rarely used in the agency's operations. This situation would certainly improve if senior management encouraged its use more directly.

Fifteen of the agency's 21 positions are occupied by bilingual employees. Participation of the two language groups is almost equal: 11 Anglophones and ten Francophones.

With regard to language of work, the agency's few circulars are bilingual but weekly meetings usually take place in English. Sometimes memoranda sent to certain units are in English only. The recommendations contained in our audit report, which are designed to correct these anomalies, should be implemented in 1981.

One complaint concerning the Office was reported in 1980. It concerned a telephone call answered in English only, and was resolved satisfactorily.

Communications

The Department of Communications plays a major role in the all important telecommunications field in Canada. Head Office has a staff of 1,294 employees (63% of all personnel), and the remaining 37% are divided among five regional offices. Some 49% of all positions require knowledge of

both French and English, and 80% of the incumbents meet the requirements. This large number of bilingual employees explains why the organization is generally able to offer services in both official languages.

The ratio of Anglophone to Francophone representation in the Department as a whole is 75% to 25%, but these figures tend to obscure the fact that there is very weak Francophone representation in the scientific and professional category (14%) and in the technical category (19%). This discrepancy is even more marked in the National Capital Region where representation in these categories is 12% and 11% respectively. And while Francophone representation is generally very weak in Ontario and the Prairie provinces, the Anglophone presence is not very strong in Quebec.

Over the past two years, the Department has launched a wide range of programmes aimed at increasing Francophone representation and at promoting French as a language of work. Among other things, it has established a French scientific research unit, hired Francophone university trainees and awarded research contracts to French-language universities. Praiseworthy as these measures are, their effects are limited since they involve only a small number of people. The Department would do well to develop a more comprehensive language strategy, one of the objectives of which would be to strengthen its scientific presence in Francophone regions.

Most of the 12 founded complaints received this year concerned the services of the Government Telecommunications Agency (GTA): in particular, unilingual operators, errors in telephone directories and unilingual tape recordings. It should be noted, however, that the GTA often depends on the good will and cooperation of many private or provincial telephone companies. The Official Languages Branch was very cooperative in settling the cases in question. With the assistance of the GTA, it also prepared a directive concerning bilingual telephone services for the use of all client organizations.

Comptroller General

Since last year, the Comptroller General's Office seems to have decided to settle down to the task of improving its official languages performance and has implemented a number of the recommendations made in our 1979 audit report. Management must nevertheless persist in this effort since several problems still need to be resolved, particularly in relation to language of work.

Corrective measures were directed primarily at improving Francophone representation at senior levels. In 1980, three out of 21 (14%) senior executives were Francophones, whereas in 1979, there was no Francophone representation at this level. Overall Francophone representation also increased from 20% to 26%, but remained unsatisfactory in the important financial management group (16.5%). Better planning of the official languages programme and more efficient control mechanisms were also instituted during the year. It is worth noting that 84% of the incumbents of

bilingual positions meet the language requirements, which, moreover, were raised during the year. However, since the Office maintains regular relations with other federal agencies, it should increase the number of bilingual positions, currently approximately 50% of the total. In other central agencies, such as the Treasury Board Secretariat, Privy Council Office and the Department of Finance, the proportion of bilingual positions is 70% or more.

The Office has corrected another weakness noted in our audit report; it now publishes in both languages all final versions of reports sent to departments.

Despite some improvement, the language-of-work sector is the one black mark on the Office's performance. Although work instruments are available in both languages and several managers have taken language training, French still plays a minor role in the drafting of documents and in meetings, and some Francophones are not supervised in their own language. It is to be hoped that increased Francophone representation at senior levels will provide the necessary thrust in this area.

The Office found a satisfactory solution to the only complaint made against it in 1980. It announced that henceforth it will ensure that the covering letter sent with its reports is in the preferred language of the recipient.

Consumer and Corporate Affairs

The Department of Consumer and Corporate Affairs continued to progress in 1980, particularly in terms of language of service. On the other hand, movement remains slow in regard to language of work in several sections of Head Office where French is too often consigned to oblivion.

To compensate for the inadequate bilingual capability of some regional offices, the Department is now completing the installation of a nation-wide telephone system which will help provide members of the public with service in their preferred language. In this way, it hopes to solve a persistent problem to which we have often drawn attention in the past. The Department has also taken various steps to inform the public that its services are available in both languages. A little over 40% of its positions require knowledge of both languages and 87% of the incumbents are bilingual. It must be added, however, that approximately 20% of these bilingual positions require only minimal knowledge of the second language.

Of the Department's 2,200 employees, 69% are Anglophone and 31% Francophone. These proportions have not changed since 1979. Although Francophone representation has increased from 17% to 22% in the executive category, it has not altered in the scientific and professional category (12%) and remains weak (21%) in the competition policy sector. The Department is re-examining its recruitment methods in order to achieve more balanced representation, particularly in the scientific and professional category.

At least in theory, employees have an increasing opportunity to work in their preferred language owing to the availability of work documents and administrative and personnel services in both languages. The Department has issued a directive reminding Head Office employees of their obligation to communicate with Quebec region staff in French. Despite these measures, English continues to dominate in surveys and research. The fact that 75 managers are unilingual Anglophones often adds to the difficulties encountered by Francophones wishing to work in their own language. We feel it is imperative that the Department make a concerted effort to correct this weakness in 1981.

Six complaints were lodged against the Department in 1980. Most of them concerned the lack of French services in regional offices. Four were settled during the year and two others are still under review. The Department was very cooperative in settling these complaints.

Correctional Service of Canada

The Correctional Service of Canada is a highly decentralized organization. It has 10,000 employees and approximately the same number of offenders in its charge. Linguistic reform in the Service is a slow and laborious business.

The Service issued a directive in 1979 concerning the provision of services to inmates in both languages and is now following up with a booklet on the rights and responsibilities of staff. It proposes to rate supervisors' performance in meeting official languages goals in the next round of appraisals. However, the Service has not yet made a thorough inventory of the linguistic situation in each of its 50 or more institutions, nor has it provided advice to individual wardens on implementing its directive. Unless it pays attention to such practical matters, its policy initiatives will not produce the results they should.

Just over 1,000 of its employees (10% of the total) occupy bilingual positions and have the necessary linguistic qualifications. About 850 of them are at Headquarters or in Quebec. Although the situation has improved slightly in other parts of the country during the year, the number of bilingual employees west of Ontario is not sufficient to provide French-speaking offenders with essential services (health, classification, parole supervision) in their own language. The Service has made little use of imperative staffing to fill the gaps.

Many of the correctional institutions produce their own signs and internal forms, and these are generally unilingual. Headquarters has begun work on standardizing them and we are assured that the new ones will be bilingual.

The Service does not seem to take the language-of-work problem very seriously. Its directive on this subject still exists only in draft form. At present, Headquarters sends 40% of its communications to the Quebec region in English only, and the Service's official languages plan allows three

whole years to cut this down to 5%. Francophone participation is 31%, evenly distributed between officers and other categories. There are few Francophones outside Headquarters and the Quebec region, and only 11 Anglophones in Quebec. More employees should be recruited from the official language minority groups in the various parts of the country.

The Service has been cooperative in dealing with complaints. Joint visits by our officers and the staff of its Official Languages Branch have usually had a salutary effect on the institutions concerned. About half of the 18 complaints received during the year dealt with services to inmates, and half with such matters as unilingual signs, telephone reception and various aspects of the staffing process.

Crown Assets Disposal Corporation

The Crown Assets Disposal Corporation, a small organization with only 79 employees, continues to maintain its excellent performance in all three major language programme areas—service to the public, language of work and equitable participation. Furthermore, to ensure that its official languages policies and efforts are known and understood, every employee was given and encouraged to read a copy of its annual official languages report.

The Corporation does not have bilingual positions as such; to ensure service in both languages, it simply hires bilingual people wherever they are needed. The method seems to have met with success and 47 of the 79 employees are bilingual. The Corporation's linguistic capability is particularly high at Headquarters, where 21 of the 28 employees are proficient in both languages, in the Ottawa Region (11 out of 12), and in Quebec, where all nine employees are bilingual.

The staff is divided almost evenly between Anglophones and Francophones, and employees may perform their work in the language of their choice. All documents are produced in both languages and either language may generally be used during meetings except at the senior level, where most meetings are still held in English because a few senior managers are not fluent in French.

Last year, we noted that the Corporation was faced with a major translation task because 85% of the departments submit their annual surplus reports in English only. The matter was taken up with Treasury Board, but no action has been forthcoming as yet.

No complaints were lodged against the Corporation in 1980.

Economic Council

As a centre of excellence in the field of economic research, the Economic Council of Canada should make it possible for specialists from both linguistic communities to make a worthwhile contribution to its work. Unfortunately,

this objective has proven very difficult to meet. Although the proportion of Francophone professionals has increased from approximately 10% last year to 18% in 1980, this figure is still unsatisfactory and the Council has contributed little towards developing economic analysis in French.

The Council has nevertheless taken some interesting initiatives during 1980 in order to implement the recommendations of our 1979 audit report. In particular, it has completely re-organized its structure and its official languages objectives, and produced a more substantial official languages plan. It is also about to issue a language policy for both managers and employees.

Generally, the Council has a sufficient bilingual capability to communicate with its clientele (universities, economists and representatives from other federal agencies) in the preferred language of the correspondent. Approximately 60% of its positions are bilingual, but none of these positions calls for a high level of second-language knowledge.

Although Francophones represent 39% of all staff, their presence in each occupational category is still somewhat lacking in balance. Francophone representation in the scientific and professional category is 18% (12 of 68), while in the administrative support category it is 56%. This disparity, coupled with the fact that half the managers occupying bilingual positions are unilingual, hardly serves to encourage the drafting of research reports in French. Unfortunately, it appears that the Council, at least at the moment, is not actively developing its project of forming mixed research groups with a view to providing an environment more conducive to the use of French. Although both languages are used in some Council committee meetings, English generally predominates in oral communications at the senior level. In short, the Council will have to concentrate its efforts in 1981 on increasing the role played by the French language in its research work.

One complaint concerning unilingual publications was lodged against the Council in 1980. The complaint was still under study at the end of the year.

Economic Development

This is our first linguistic audit of the Ministry of State for Economic Development, which was created in 1978. We have determined that it is able to communicate with clientele of both language groups in an adequate fashion; that representation of both groups does not vary appreciably from acceptable standards; and that its officers, like their counterparts in other economics-related agencies, tend to work in English. All in all, this newcomer has made a good start but the use of French in the workplace needs to be increased.

During 1980, the Ministry achieved two major official languages objectives. First, it established a dynamic language policy and made managers responsible for its implementation. Second, an assistant deputy minister was made chairman of a committee responsible for monitoring language reform within the Ministry.

The Ministry employs a large number of bilingual staff (61 of 85), and it intends to review the language requirements of positions, most of which at present call for an intermediate level of proficiency. Clients are served in their preferred language whether over the telephone, in person or by correspondence. Worthy of mention is the Ministry's success in making the synthesis of economic analyses presented to various interdepartmental committees available in both languages.

In terms of language of work, central and personnel services, as well as work manuals, are available in both languages. English is used for supervision, performance evaluations and meetings, except in the Operations and Personnel Branches where French is more prevalent. English also predominates in the drafting of reports and internal memoranda.

Over one-third of the Ministry's employees are Francophone (30 of 85). Approximately 20 of these are in the administrative support category. Representation of Francophones in other categories is relatively low at 21%.

No complaints have been received against the Department.

Employment and Immigration

Our recent audit of the Commission has confirmed our belief that it is one of the better institutions we have looked at in some detail. It has a well-developed official languages programme with effective reviews and controls. With certain exceptions, it is capable of providing service in both languages, particularly in bilingual areas. While procedures are in place to ensure that both languages may be used within the institution, problems still exist because a number of officially bilingual employees have an inadequate knowledge of their second language. Overall participation of both language groups is very good.

In 1979, it became clear that work on the policy, planning and information functions of the official languages programme was well underway and, as a result, emphasis has been shifted to the review and control aspect. One of the main achievements of the programme is undoubtedly the integration of language considerations into the policies and procedures of the various divisions. Because of this, language reform has become a natural part of the managerial planning and reporting processes.

Service to the public in both languages is good, particularly in the bilingual areas of Northern and Eastern Ontario, in and around Montreal, in the Hull area and other regions of Quebec, and in Northern New Brunswick. On the other hand, at Headquarters, in a number of regional offices and in local centres, some managers and counsellors in bilingual positions are unable to communicate adequately in their second language. Service is not always offered spontaneously in areas where demand is low. Indeed, in one or two extreme cases, receptionists were not encouraged to greet callers in both languages for fear that it would give the impression that service was available in the second language when in fact it was not.

On the Immigration side, it is obviously important to ensure that official language minority groups are contacted and briefed in their language when information sessions—dealing with the sponsoring of refugees, for instance—are being organized. This is not always done.

The Commission is generally well equipped to provide service in both languages, with some 23 % of the more than 32,500 occupied positions identified as bilingual and more than 90 % of the incumbents meeting their language requirements.

The necessary procedures are in place to allow for the use of both languages at work, particularly at Headquarters and in the bilingual areas. At Headquarters, for instance, virtually all supervisory positions are bilingual; internal documents are produced in both languages; a policy on the use of official languages at meetings was approved in 1979; simultaneous interpretation is used at top executive meetings; and training is generally available in both languages. Nevertheless, although procedures form an excellent backdrop, they cannot replace the play itself. At present, much of the dialogue in the Commission is in English because of a number of unilingual managers. Fortunately, an in-house language training programme has been introduced which will help them to play Molière as well as Shakespeare.

Overall participation of both language groups is good, with Francophones representing some 32 % of the total complement. Francophones are slightly under-represented in the Foreign Service Branch (15.3 %), among computer specialists (20 %), and in the Information and Personnel areas (18.6 % and 19.3 % respectively). There is also weak Anglophone representation in Quebec. The Commission has initiated action to remedy the situation in these areas. In Quebec, for instance, a four-year plan is in effect to bring Anglophone representation from its present 4.2 % level up to 13 %.

During 1980, we received ⁹63 complaints concerning the Commission, of which 62 have been resolved. Most dealt with a lack of bilingual reception or counselling services, and a few referred to documents which were not available in both languages. There were ten instances of complaints that material appearing in English newspapers did not appear in the French press. As usual, the Commission's cooperation in resolving complaints was excellent.

Energy, Mines and Resources

On the basis of a recent audit, it is no exaggeration to describe this Department's official languages situation as deplorable. The increase in complaints lodged by the public (twice last year's total) is in itself ample proof of the many weaknesses in services provided in French. In addition, employees generally use English at work and Francophone representation remains very poor in the executive and scientific and professional categories. Subsequent to detailed recommendations contained in our audit report, the Deputy Minister informed us of his firm intention to tackle the various problems impeding language reform. We are, of course, keeping a close eye

on this Department, which can no longer afford to drag its feet on official languages matters.

Steps taken by the Department during the past year have not yet produced conclusive results. Its policy on documents intended for distribution to the public, according to which French-language distribution needs were not to be determined until after publication, was in fact the opposite of what was required. The principles and objectives expressed in the departmental official languages plan are of a very general nature and do not establish a clear link between problems and suggested solutions. Committees formed in 1978 for the purpose of monitoring language policy implementation met very infrequently during the year, thus demonstrating a lack of the interest essential to success in this area.

The Department's greatest problem appears to be an insufficient number of employees capable of expressing themselves in French. Although the Department has identified 1,021 bilingual positions (29.4% of 3,476 occupied positions) more than 300 incumbents do not meet the language requirements and 300 others have only a rudimentary knowledge of French. This lack of bilingual staff can only have disastrous effects on the quality of the services provided. For example, telephone and office reception services are usually provided in English and, more often than not, departmental consulting services can only be obtained in English. The situation with respect to publications and advertising is equally bad. Ninety percent of the Department's technical publications are in English only, and there are no French or bilingual versions of a number of geological maps for districts in Quebec, New Brunswick and Ontario. Furthermore, advertising in several regions with a significant Francophone population is in English only.

In the language-of-work sector, English is the predominant language in every area. It is true that administrative manuals and memoranda signed by senior executives are bilingual, but manuals for scientific equipment, memoranda issued by middle management, job descriptions and employee performance evaluations are unilingual English, and meetings are always held in that language. Moreover, Francophone employees must often communicate in English with the Department's personnel, financial and administrative services and the data processing centre, even in the National Capital Region.

For the past two years, representation of the two language groups within the Department has remained unchanged: only 16.2% of employees are Francophone. Their representation in the various occupational categories is as follows: 10% in the executive; about 7% in the scientific and professional; 16% in the administrative and foreign service; and 18.5% in the administrative support category. Nevertheless, there is a spark of hope: the Director General of the Geological Survey of Canada recently visited a number of Quebec universities, and met with researchers in that province, with a view to recruiting Francophone specialists. The Survey also arranged to hire a greater number of Francophone students during the summer in the hope that they will apply for jobs once they have graduated.

In brief and from all points of view, the Department of Energy, Mines and Resources is far from being a star performer among federal government

departments in terms of respect for and application of the Official Languages Act.

The half-measures which it has implemented to date should therefore be replaced immediately by a firm determination to take immediate, concrete action.

In 1980, the Department was the object of 45 complaints, 33 of which have not yet been settled. Most concerned the poor quality or complete lack of French services or dealt with energy conservation programme advertising. Others concerned a lack of French services at the Data Processing Centre where several computer programmes are not available in French; some pointed out that departmental advertising had not appeared in French or English newspapers; some related to documents and correspondence sent in English to Francophone employees. The Department has been very slow in dealing with these complaints.

Environment

While it has still not earned the right to deliver the valedictory address, Environment Canada nevertheless deserves credit for achieving a pass grade for its official languages performance in 1980.

In particular, senior management has recognized that an insufficient number of Francophone employees within the organization has been one of the main impediments to language reform and has taken measures to improve the situation. In an effort to attract Francophones, the Department has decided to hire 75 students a year from French-speaking universities for a period of four months each, and an advertising campaign is being organized on the campuses concerned to make students aware of new job opportunities in the scientific and technical fields. Francophone professional associations will also be approached as part of the search for new employees. The Department estimates that these measures will increase by more than 400, or some 3%, the number of Francophone employees over the next five years. Nothing spectacular, but a step in the right direction. Needless to say, our Office will be following these developments with keen interest.

At present, however, the Department is still to a large extent incapable of providing adequate service in both languages. Less than 20% of its 11,400 employees are in bilingual positions, and there are too few bilingual personnel in the National Capital Region, the Maritimes and Ontario. At Headquarters, telephones are not always answered in both languages, and the Department still finds it difficult to produce its many scientific and technical documents in the two languages. The French versions are often issued much later than the English, even when the documents in question have wide public appeal. It is high time the Department took steps to correct the situation, which was noted as far back as our 1977 audit report.

Parks Canada has its own difficulties providing service in both languages, particularly in the Maritime and Western provinces. Furthermore, the French

versions of its pamphlets and brochures are not always readily available at information stands. While its signage is bilingual, a number of concessionaires also have signs and offer unilingual service, a situation which is unacceptable to Francophones in the provinces concerned and to French-speaking visitors from other parts of Canada.

English predominates as the language of work because there are so few Francophones in the Department. In the National Capital Region, French is, however, used to some extent for information and personnel purposes and for the financial aspects of Parks Canada. Subsequent to the distribution of directives from the Assistant Deputy Ministers concerned, communications in French between Headquarters and the Quebec Region have improved somewhat, particularly as regards Parks Canada and Interior Waterways.

Francophones represent just over 17% of the total complement of the Department, and this figure drops to 13% at the senior management level and to 12% among scientists and professionals. It is also low in the technical and operational categories, with 14% and 16% respectively. On the other hand, the administration and foreign service, and administrative support categories have higher proportions, 22% in the former and 27% in the latter.

Our Office received 49 complaints against the Department in 1980. Fourteen concerned a lack of service in French; 11 mentioned a lack of bilingual signage; 19 referred to unilingual documents; one noted the absence of an advertisement in the minority press; another drew our attention to the poor quality of a French text; and three referred to language-of-work problems. Our experience has been that the Department is very slow in handling complaints.

Export Development Corporation

We noted last year that the Corporation's main problem was the representation of the two language groups and its corollary, language of work. While there has been some improvement in these areas in 1980, a good deal more remains to be done.

One hundred and eighty-three of the Corporation's 485 employees are able to function in both official languages. The Toronto and Vancouver offices, however, have only a very limited bilingual capability. Nevertheless, the Corporation is generally able to provide bilingual service to Canadian exporters and foreign buyers; all its publications are in both official languages and it uses both French- and English-language media to promote its programmes.

English is still the principal language of work except at the Montreal office where both French and English are used. It follows that, as a general rule, supervision and meetings are rarely conducted in French. Moreover, a number of work documents have yet to be translated. The Corporation must take decisive steps to make French a working language in all its activities.

Overall Francophone participation has increased by one percentage point from last year's 20%. In the senior executive category, participation has risen to 23% compared to 13% in 1979, and the Corporation has taken steps to increase recruitment from French-language universities. These encouraging trends will help it attain a better balance between the two linguistic groups.

No complaints were lodged against this institution in 1980.

External Affairs

During 1980, External Affairs maintained a satisfactory performance in dealing with its official languages responsibilities. Some progress was made in terms of service to the public and language of work, and the participation of both language groups remained at a satisfactory level.

The Department recently re-organized its Official Languages Branch to allow for better planning and control procedures, and more direct contacts were established between the Branch and senior management. A more elaborate information system has also been set up to ensure that all employees, particularly those appointed to posts abroad, are kept aware of official languages matters. Finally, the Department has sent a circular to all managers reminding them that they are responsible for implementing the Act, particularly as it pertains to services to the public.

As we noted last year, although service is generally offered in both languages, problems still exist in some passport offices. To help correct this situation, the Department recently set up a telephone system which allows clients to reach someone who speaks their language when no bilingual employees are present in the office. In our view, it is still too early to determine how well this system works. Offices are also provided with bilingual recorded messages for service after regular hours.

At present, 82% of the 730 Canadian employees in posts abroad are bilingual. There are still difficulties in a few of the smaller posts where bilingual employees are in short supply.

A recent internal survey revealed that a majority of Francophones—and a fair number of bilingual Anglophones—work in French at Headquarters. Furthermore, French is the usual language of work in 21 of the Department's approximately 100 posts abroad. All departmental directives and manuals are bilingual, and personnel and other central services are generally available in both languages.

Some of the language-of-work weaknesses noted last year have not yet been completely eliminated. There are still too few candidates for training courses given in French, apparently because many Francophones prefer to attend English-language courses. This, of course, leads to fewer being scheduled in French and, as a result, other potential candidates opt for English courses because they are more readily available. Supervision and performance appraisals are not always offered in the language of the

employee. At present, 58% of secretaries are bilingual, but, because they are not well distributed throughout the Department, some units experience difficulties in handling correspondence and telephone enquiries in French. Competitions are now taking place to increase the number of bilingual secretaries.

Francophones represent roughly 30% of all employees, with 26% in the foreign service category. Anglophones and Francophones are generally well represented in all employment categories.

Seventeen complaints were received against the Department during the year. Four referred to the poor quality of service in French in passport offices. Three others mentioned problems in missions abroad, and three touched upon inadequate personnel services in French. The others dealt with such matters as unilingual telephone reception and documents which were produced either in English only or which contained errors in the French version. Five were still under study at year's end. The Department was very cooperative in the handling of complaints.

Farm Credit Corporation

The Farm Credit Corporation is fast becoming a very dynamic agency in terms of language reform. In 1980, it lost no time implementing several recommendations contained in the report of the audit we conducted last year. The well-balanced participation of Francophones and Anglophones was maintained and the number of bilingual staff increased; these trends will probably have favourable results on both service to the public and language of work.

Last year, we drew attention to a certain number of weaknesses in language of service: English correspondence was sometimes sent to Francophones, and telephone reception, press releases and advertising were often unilingual. To correct these problems, the Corporation's senior management reminded its regional directors of their official languages responsibilities and, in future, will hold them accountable for implementing the Act. Two bilingual employees appointed to supervisory positions in New Brunswick will ensure that French-language services and correspondence are improved. In Manitoba and elsewhere in the West, where demand for services in French is not very great, the Corporation has implemented our recommendations relating to advertising in a French-language newspaper and has published the names of its bilingual credit advisors in telephone directories. It also intends to establish a network of telephone services in French for the four western provinces. Francophones in these regions will then be able to communicate in French with bilingual representatives at the Corporation's regional office in Manitoba. In order to increase its bilingual capability in the West, the Corporation has also stepped up its language training programme in this region.

In terms of language of work, progress has been less spectacular but nevertheless substantial. First, the evaluation course which must be taken by

all credit advisors is now available in French. Furthermore, in order to implement our recommendation concerning communications between the central office and Francophone employees in the regions, the Corporation has sent a number of unilingual employees at Headquarters on language training courses.

Of the Corporation's 668 employees, 72% are Anglophone and 28% Francophone, and the participation of both groups continues to be relatively well-balanced. Francophones represent 37% of the senior management personnel, 23% of administration staff, 25% of the credit advisors and 34% of administrative support staff.

No complaints were lodged against the Corporation in 1980. Its cooperation in settling two complaints filed last year was excellent.

Federal Business Development Bank

In 1980, the Federal Business Development Bank continued its steady progress in the area of language reform. Last year, we noted that, although it had developed an official languages policy, the Bank had not yet provided its employees with information on the subject and had failed to establish a system for assessing and monitoring its programme. We also found that some signs identifying the Bank were still unilingual.

The Bank's official languages policy has now been included among the reference documents accessible to all personnel. The effectiveness of the programme will be assessed regularly, and management will be kept informed of progress. Since the Bank has adopted a new identifying symbol, all signs are being changed and at the same time are being made bilingual.

The Bank is able to serve the public in both official languages. It provides management training courses and documentation to help small and medium-size businesses improve their managerial capabilities; these services are provided in both English and French. As mentioned in last year's Report, the Bank does not identify individual positions as bilingual, but ensures that a proper number of bilingual employees are in place wherever service in both languages is required.

The Bank employs over 2,300 people, of whom 25% are Francophones. At Head Office in Montreal, 42% of the 414 employees are Francophones. All internal documents are bilingual and, at Head Office, either French or English may be used during meetings. Personnel and other internal services are available in both languages.

Three complaints were received against the Bank during the year, all of which concerned unilingual signs. As noted above, this matter is being resolved.

Federal Court of Canada

The administration of the Federal Court of Canada is handled by the Court's Registry and many of its activities are regulated by procedures laid down in the Court Rules. The Registry has a sound basic capacity to function in both official languages, but it could benefit from a well articulated policy governing official languages matters.

The Registry has a staff of 131, of whom 105 work in Ottawa, and the rest at local offices in Montreal, Toronto, Vancouver and Halifax. Sixty-six positions are bilingual, 73 require a knowledge of English only and two call for skills in either French or English. Ninety per cent of the incumbents of bilingual positions meet the language requirements.

Except for one employee of the Toronto office, all bilingual employees are located in the National Capital Region (50) and Montreal (8). They provide bilingual service as required across Canada. Simultaneous translation and interpretation are available during Court hearings.

Overall participation is 54% Anglophone and 46% Francophone. The percentage ratio of Anglophones to Francophones is 63:37 in the administrative and foreign service category, 51:49 in the administrative category and 33:67 among operational staff. There are no Anglophone employees in Montreal, and no Francophone staff in Halifax or Vancouver.

Employees can be supervised in their preferred official language. Administrative and personnel services as well as work-related documents are usually available in both official languages.

Four complaints lodged this year against the Federal Court concerned delays in providing the French version of an injunction forbidding a group of electricians to go on strike. This matter is still being examined. A fifth complaint proved groundless.

Federal-Provincial Relations Office

The emphasis placed on constitutional reform during 1980 has focussed the spotlight on the Federal-Provincial Relations Office. Important functions bring enhanced responsibilities and the Office should therefore set an example of official languages excellence. Unfortunately, this is far from being the case.

Although the Office's performance is generally satisfactory in terms of language of service, it is weak with respect to language of work and representation of the two language groups. French is now used less than in past years and Francophone representation in senior management has dropped from five out of 16 in 1979 to two out of 13 in 1980. The Office should deal with this problem immediately in order to prevent French from losing even further ground.

Of the Office's 64 positions, 90 % require knowledge of both languages and 88 % of the incumbents meet the language requirements. This high level of bilingualism enables the Office to serve federal departments and agencies and the public in both official languages. It is nevertheless surprising that the Office continues to have problems with telephone reception services which, in some cases, are still provided only in English.

Overall, Anglophones and Francophones represent 64 % and 36 % respectively of the total staff of 64. However, 14 of the Office's 23 Francophones are in the administrative support category. Low Francophone participation at the senior level and the presence of a few unilingual managers have made English internally predominant as the language of work in both meetings and written communications.

Recently the FPRO took a number of steps to consolidate the management of its official languages programme: in particular, it adopted a language policy in the Office; management took a more active role in preparing the official languages plan; and managers' performance in achieving the plan's objectives is to be one of the criteria in their performance evaluation. Other measures will be required, however, if the Office wishes to resolve its official languages problems permanently.

No complaints were lodged against the FPRO in 1980. The Office settled an unresolved complaint from 1979 concerning the publication in English only—with the French following a week afterward—of a report on relations between the federal and Quebec governments. The FPRO has promised that such an infraction will not be repeated.

Finance

The Department of Finance operates in a highly technical field and has little contact with the general public. Its main clients are federal and provincial departments, Crown corporations, and business and financial institutions. Over the years, it has developed the capacity to deal with them in French as well as in English. However, its efforts to establish French as a language of work within its own organization have met with much less success. Francophone participation is adequate in numerical terms, but few Francophones as yet occupy key positions. Overall, the Department's progress in official languages matters in 1980 was rather meagre.

On paper, 366 of the Department's 615 staff are bilingual, but most of their positions do not require a very high level of proficiency in the second language—we made this point both last year and the year before—and the main burden of bilingualism falls on the shoulders of Francophone employees. The Department has elaborate plans, and various control and evaluation systems, but their impact has been slight. It has thus far not been possible to ensure that telephone callers are consistently answered in both official languages.

Except in the Administration Branch, English predominates as the language of work to the virtual exclusion of French. Although manuals are generally

available in both languages, and the staff are exhorted to use more French, meetings habitually take place in English only. Some Francophones are supervised and receive their appraisals in English, and it is quite common for Francophones to draft reports in English rather than in their mother tongue. Strong leadership by senior management is needed to overcome the inertia which prevails in the middle ranks.

Francophones represent 33% of the Department's staff, but they are still very unevenly distributed: there are only three (11%) in the senior executive category, and 42 (20%) in the scientific and professional category. Francophones are twice as likely as Anglophones to be in support jobs, a situation which has improved little in the past three years. The Department is, however, trying to determine why it has been able to attract so few senior Francophone economists. This at least shows a new resolve to come to grips with the participation problem; we hope it leads to positive results in the near future.

Three complaints were received early in 1980. One concerned an advertisement which appeared in an English newspaper in Prince Edward Island but was not published in the local French newspaper. The others dealt with unilingual telephone reception services in Ottawa and the publication of an eligibility list in one language only. These complaints were all resolved, but three more on similar subjects arrived in December.

Fisheries and Oceans

Last year, we reported that the Department of Fisheries and Oceans exhibited major weaknesses in all three areas: language of service, language of work and equitable representation of both language communities among the staff. This year, the light at the end of the tunnel seems even dimmer. The percentage of Francophones on staff is slightly lower than last year; the number of complaints received has increased; and the Department's overall efforts to achieve a measure of linguistic reform are, for the most part, still no more than embryonic.

The Department has thus far failed to develop a coherent overall approach to its official languages responsibilities and has few precise objectives or control mechanisms. A policy relating to publications and communications is being developed, as well as one dealing with Francophone participation, but neither has yet been completed. Furthermore, the Department lacks a systematic approach to the translation of scientific and technical publications. As a result of numerous representations made by French-speaking fishermen in the Atlantic provinces, our Office carried out a study towards the end of the year and is now charting the course the Department should follow in order to improve the linguistic quality of the services it provides to this group.

There have been improvements with respect to communications with the public: press releases and technical publications are now generally available in both official languages. However, written and oral communications with

East Coast fishermen continue, for the most part, to be carried out only in English. Bilingual services at the Capilano (British Columbia) and Bedford (Nova Scotia) installations have improved, but a Francophone visitor to Head Office in Ottawa is not always greeted in French. In brief, it is next to impossible for the Department to provide French-language services of reasonable quality when only about 8% of its staff is effectively bilingual. The number of bilingual employees must therefore be greatly increased, both at Head Office and in the regions.

The percentage of employees who have French as their first language has slipped to 7.7% this year, and is low in all employment categories. Only in the Quebec region and in north-eastern New Brunswick is French used regularly as a language of work.

All supervisory positions at Head Office and in the Maritime and Quebec regions have now been identified as bilingual. However, in the National Capital Region, 33% of these positions are vacant and 20% of the employees in the remaining positions are unilingual. As a result, the right of employees to be supervised in the official language of their choice is not universally respected. However, bilingual central services are generally more available than in the past.

Twenty-seven founded complaints were lodged against the Department in 1980, 16 of which remain unresolved. They covered such matters as staffing problems, inadequate French-language service for New Brunswick fishermen, correspondence in the incorrect language, unilingual scientific and hydrographical publications, unilingual telephone reception, unilingual services at the Capilano piscicultural establishment and unilingual notices in New Brunswick. The Department's approach to settling complaints is somewhat ponderous and accurately reflects the lack of overall planning and control in its official languages programme.

House of Commons

The House of Commons has allowed a good reputation in the field of language reform to be weakened by an ineffectual performance in settling difficulties which could and should have been quickly resolved. Although a rash of new complaints was received towards the end of the year, there are signs that managers are at last coming to grips with the underlying problems. A number of unilingual notices have been replaced and a more systematic approach is being taken to employees' linguistic obligations, as we recommended in our 1979 audit report.

The House possesses few reliable statistics on such fundamental matters as the preferred official language and the linguistic capabilities of its 1,800 employees, or even the language requirements of the jobs to be performed. The task of rewriting job descriptions and determining appropriate language requirements has begun in earnest and should be finished by next summer, but a system has yet to be established for testing individuals' knowledge of their second official language.

Services to Members of Parliament are, on the whole, fairly satisfactory. The number of bilingual pages, which has been insufficient for years, is being gradually increased. On the other hand, there is considerable fence-mending to be done to regain favour with Francophone visitors who have complained on numerous occasions that the security staff and tour guides have not served them in their language. Many plaques and inscriptions are still only in English, a problem which has plagued the House since time immemorial and to which we drew special attention in our last Annual Report. As noted above, some unilingual notices were replaced with bilingual ones toward the end of 1980 but it is imperative that the whole job be completed without further delay.

Although management is composed of almost equal numbers of Anglophones and Francophones and two-thirds of the rest of the employees are Francophones, English predominates at meetings and is most frequently used in supervisory matters. French is the normal language of work only in areas where the nature of the job requires it (such as producing the French Hansard) and in units where virtually everyone is French-speaking. On the one hand, the House must aim for a better balance between Anglophone and Francophone employees and, on the other, it must increase the opportunities for Francophones to use their language at work.

At the beginning of 1980, there were 21 complaints outstanding from previous years. During the year, a further 21 were received. As we go to press, only 13 of the total have been settled. Most of the long-standing ones concern unilingual inscriptions. The others refer to staff failing to serve French-speaking visitors in their own language, unilingual English notices in public places, and manuals and supervision being provided to employees in English only.

Indian Affairs and Northern Development

Not only did the Department fail to make any substantial progress in 1980, but an audit by this Office indicated that, if anything, it regressed. It still has no control mechanisms to ensure proper implementation of its official languages programme; there are serious gaps in the provision of service in both languages; English is virtually the only language of work; and Francophone participation remains very low.

The departmental official languages programme has not yet got off the ground. As we noted last year, the Department formulated a policy on official languages in 1978 and in 1979 informed its employees about their linguistic rights and obligations through information sessions and written documentation. In 1980, it issued a directive about a proposed increase in Francophone participation. Such initiatives, commendable as they are, will not bring about the desired results unless they are supplemented by a concrete action programme and appropriate control and monitoring mechanisms.

Of the Department's 5,800 or so occupied positions, 18% are identified as bilingual and 77% of the incumbents of these positions meet the language requirements. These figures are rather low. On the other hand, the Department has limited contacts with the general public since its clientele is composed mainly of Canada's 320,000 native people, 96% of whom use English. It should, however, be noted that 37% of the 30,000 native people in Quebec use French. It is little short of incredible that despite this, the branch responsible for native employment has no French-speaking employees and virtually no bilingual capability. The Intergovernmental Relations Branch and the Communications Branch also have trouble providing services in French. Finally, telephone callers and visitors are not always spontaneously greeted in both languages. This is unacceptable, particularly in the National Capital Region.

With the exception of a few branches in the Administration Programme, English is by far the main language of internal communication. Meetings—even those involving the Quebec region—are held in English; memoranda are not always bilingual; and a number of internal documents are in English only. Documents are first distributed to all regions in English; offices in Quebec must therefore use these versions since the French usually arrives a month or two later. A number of training and development courses are not available in French, thereby causing problems for Francophones in Quebec and New Brunswick. Finally, the Department still has a few unilingual English publications (five in Northern Affairs).

Overall Francophone participation remains at a low 13.5%. There was a slight drop during the year in three employment categories—operational, scientific and professional, and technical—each of which has less than 10% Francophone representation. It is hoped that the directive on participation referred to above will lead to concrete results in 1981.

Of the 20 complaints received in 1980, 12 referred to unilingual English documents, the rest dealt with telephones answered in one language only and correspondence in English sent to Francophones. Eight complaints are still under study. In all cases, the Department's cooperation was excellent.

Industry, Trade and Commerce

The Department of Industry, Trade and Commerce has a staff of 2,500. It has 11 regional offices and is represented at 91 Canadian posts abroad. Our audit of the Department's operations in Canada in 1980 showed that progress was being made in official languages matters but that Francophone participation in the Department was still far from adequate and that this was the root cause of a number of persistent problems.

The Department's official languages group has done a great deal of planning, but little monitoring of actual performance. However, the nucleus of a linguistic audit section was formed at the beginning of the year, and this should help to fill the gap between blueprint and reality. Making managers

responsible for implementing the official languages policy in their sector of activity, and rewarding them if their performance is good, is probably the best way to ensure real progress.

The Department continues to be perceived as an Anglophone institution, despite its growing bilingual capability. It still does not guarantee visitors and callers a welcome in both languages at its Ottawa Headquarters, or make a point of providing service in French as a matter of course to those who prefer it.

In the traditional programme areas it is quite common for policies to be conceived, developed, researched and discussed exclusively in English. French does not enter into the picture until after the key decisions have been taken. Newer programmes are generally better attuned to the needs of Francophone clients and employees, but they represent only a small part of the Department's total activities.

Only 8% of the Department's bilingual positions require the highest level of second-language knowledge. Managers' reluctance to upgrade linguistic requirements seems to stem from the belief that Francophone businessmen are generally fluent in English and do not mind switching to that language if the person they are dealing with has difficulty with French. We must repeat once again that the onus is on the Department to serve clients in the official language of their choice, not the other way round.

The Department has not succeeded in significantly increasing the proportion of Francophones on its staff (approximately 20% all together, half of them in support jobs) or in strengthening their position in the officer categories. It must improve Francophone representation in the administrative and foreign service category (16%), the senior executive category (13%), and the scientific and professional category (10%). Its plans to do this will remain in the realm of wishful thinking unless it considerably steps up its efforts to contact potential recruits, and makes the administrative changes necessary to ensure that they have a real option to work in French when they join the Department.

Seven founded complaints were received this year. They concerned unilingual telephone reception, letters answered in the wrong language, eligibility lists posted in English only, and a subordinate who was continually called upon to help out the unilingual incumbent of a bilingual position. In our opinion, while the Department provided adequate treatment of the symptoms, it did not make a thorough examination of the root causes of these complaints.

Insurance

The Department of Insurance is responsible for protecting the public against financial loss resulting from problems associated with federally registered or licensed financial institutions and registered pension plans. It also provides actuarial services for the Government.

The audit carried out in 1980 by our Office indicates that by and large the Department is capable of dealing with Francophone institutions in French, but that Francophones are generally absent from the senior levels of the various occupational categories and that the language of work outside Quebec is predominantly English.

The Department does not have a formal official languages policy but has instituted alternative procedures and guidelines and created a committee for following up on and auditing its official languages performance. Its number of bilingual positions is adequate (31% of the total). Furthermore, they require an intermediate or advanced level of linguistic proficiency, and 86% of the incumbents meet the language requirements of their positions. All publications and official forms are issued in both languages.

The Department has made commendable efforts to increase the use of French in the work place. The most significant reform measure has been the creation at Headquarters of a French-language discussion group composed of both French- and English-speaking members, who meet once a week to discuss work-related topics. Central and personnel services are also available in both languages and work manuals are generally bilingual. Nevertheless, French is very seldom used at staff meetings, or even for communications with the Montreal office. Similarly French is used very infrequently for supervising or preparing the performance appraisals of Francophone employees.

The Department employs 34 Francophones and 149 Anglophones. However, there are no Francophones at the senior level, and while Francophone representation is high (35%) in the scientific and professional category, most are at the lowest level (Actuary 1).

No complaints were lodged against the Department in 1980.

International Development Research Centre

The International Development Research Centre, which was audited by our Office in 1980, employs 322 people. Its Head Office is in Ottawa and it has liaison offices in New York and Paris as well as regional offices in Bogota, Dakar, Nairobi, Cairo and Singapore. Established by Parliament in 1970 as an autonomous public corporation, its aim is to stimulate and support research for the benefit of developing countries.

The Centre's official languages programme is still at the developmental stage. A language policy exists, and has been made available to employees. The Personnel and Administration Policy Manual contains only a brief reference to official languages, but it is being revised to include more information on the subject. An employees' handbook is also being prepared which will contain a section on official languages. However, the Centre's directors are not involved in setting official languages objectives in their respective areas, and there are as yet no controls or monitoring systems to ensure proper implementation of the programme.

Of the Centre's 322 employees, 73 professionals and 59 support staff (41% of the total) are bilingual. Our audit revealed that, with a few exceptions, correspondence is handled in the language of the client. At Headquarters, telephones are answered in both languages in the central reception area, but callers referred to specific divisions are often greeted in English only.

Publications for the general public are produced in both languages. Scientific and technical publications are made available in the language spoken by the target population; however, when produced in both languages, the French versions are often published later than the English.

The language of work at Headquarters is principally English. In the regional offices, which employ a number of local residents, the language used is either that of the local population or the second language most prevalent in the area. At Headquarters, meetings are held in English, and supervision and performance evaluations are often carried out in that language. Most manuals and other work documents are in both official languages, but a number of forms are still produced in English only. Personnel and financial services are offered in English and French while office, legal, travel, and purchasing services are usually offered in English only.

The overall Anglophone-Francophone percentage ratio is 65:35. The high proportion of Francophones results from the fact that they represent 41% of the 140 employees in the support categories. Francophone representation is lower in the professional categories and falls to 10% at the executive level.

In short, the Centre still has quite a way to go to get its official languages show on the road. Although it is generally capable of providing service in both languages, the language-of-work situation, particularly at Headquarters, leaves much to be desired. A better distribution of Francophones throughout the various levels of the organization would undoubtedly help.

No complaints were received against the Centre in 1980.

Justice

The Department of Justice appears to have found the solution which could at last secure a better place for French in the field of legislative drafting. However, in other areas, such as language of service and language of work, the rapid progress made by the Department following our 1976 audit has lost some of its impetus.

Last year, certain bills were drafted in French simultaneously with the English version, whereas all bills had previously been prepared in English first and then translated. The Department also took steps to provide a firm base for this new method: a guide to French legislative drafting was prepared; departments were asked to provide necessary documentation and information in both languages; and discussions with the University of Ottawa have led to the creation of a course in French legislative drafting.

In other sectors little progress has been made. To date, internal committees established to find means of correcting weaknesses, particularly in language

of work, have accomplished very little. Apart from the Administration Branch, most managers have not yet set themselves any objectives and no mechanisms exist for evaluating the implementation of the official languages plan or for monitoring its effectiveness.

Generally speaking, the Department has quite a high level of bilingualism; nearly 50% of its 1,130 positions require knowledge of both languages and a little more than 80% of the incumbents are bilingual. However, the Department has not yet corrected a weakness in the legal advisory services provided by its central administration and regional offices in provinces with Anglophone majorities, despite the fact that the problem was noted in both our 1976 special study and last year's Annual Report. Slightly more than 25% of the legal advisors working in Ottawa do not have the necessary language skills and only two of the 150 advisor positions in regions with an English-speaking majority are occupied by bilingual employees.

Staff is composed of 68% Anglophone and 32% Francophone employees, well distributed throughout the occupational categories. The Administration Branch now pays more attention to the need to communicate with employees in the appropriate language. However, the unilingualism of a large number of managers (35%) hinders the use of French in many sectors. Since this situation has changed very little in recent years, it is time for management to take control before the matter gets completely out of hand.

Five complaints were lodged against the Department in 1980. Two related to unilingual telephone reception and the others to errors in the French version of bills. The last one referred to a public servant who considered that his position should be bilingual. Two of the complaints were still under study at year's end.

Twenty complaints were filed against the Canadian Unity Information Office, which came under the Department's authority last year. We deal at greater length with these problems on page 75 of this Report.

Labour

The Department of Labour is experiencing problems getting itself organized in the area of language reform. Its official languages administration has changed three times in the last three years and each new team tends to start from scratch. In April 1980, however, a senior officer was charged with preparing an official languages report and plan and designing a structure for the administration of the Department's official languages policy.

To further complicate matters, Labour Canada became responsible during 1980 for the Fitness and Amateur Sport programme, which finds itself in its third home in two years. Fitness and Amateur Sport has been a major problem area in terms of official languages policy for some time because a number of organizations which it supports financially are unable to provide service in French. We have commented on a number of occasions that it is simply not acceptable that taxpayers' money be used to support agencies

which cannot or will not provide adequate service to both linguistic groups. We would strongly urge that improvements in this area be given top priority in the Department's plans for 1981.

Elsewhere in the Department, the situation with respect to service to the public remained about the same in 1980 as in 1979. Service is generally provided in both languages in the National Capital Region, Quebec, New Brunswick and in northern and eastern Ontario. Outside of these areas, however, few bilingual positions have been identified, and enquiries in French are referred to Ottawa or Montreal.

Almost half of the Department's 655 occupied positions are identified as bilingual, and 80% of the incumbents of bilingual positions are linguistically qualified. However, as we noted last year, many bilingual positions have lower requirements in French than in English, a situation which is difficult to understand since employees should be providing essentially the same service to French- as to English-speaking clients. Most publications are in both languages, although both versions do not always appear simultaneously.

The language of work in the Department is generally English. Even in the St. Lawrence Region (Montreal), much of the work is done in that language, a situation which we find can hardly be considered acceptable. Outside Montreal, three factors inhibit the use of French as a language of work—an inadequate number of Francophones on staff, a very high percentage of English-speaking clients, and the presence of many unilingual Anglophone employees, particularly at supervisory levels.

Francophone participation stands at about 24%, mainly because of rather high representation in the administrative support category (a third of the 179 employees). The figure drops to 21% in the administrative and foreign service group, and falls below 10% in the scientific and professional and technical areas. Three of the 14 senior managers are Francophones.

Of the eight complaints received this year, six concerned Fitness and Amateur Sport: three mentioned problems with associations supported financially by the programme Branch while the rest referred to unilingual signage, the language requirements established for a regional representative in an area with both Anglophone and Francophone clientele, and a lack of bilingual service on the telephone. None of these six complaints was resolved, a situation which once more illustrates the difficulties encountered with Fitness and Amateur Sport.

Law Reform Commission

In terms of its official languages performance, the Law Reform Commission continues to be one of the best institutions this Office has audited to date and rates high in just about all of the aspects we examined.

The Commission has declared 91% of its 35 permanent positions bilingual, and all of the incumbents meet the language requirements of their positions.

Furthermore, an exceptionally high percentage of the Commission's 23 contract employees are bilingual. Overall, 55% of its employees, including those *under contract*, are Francophones. While it may seem like quibbling, we do wonder if the Commission is having difficulty attracting bilingual Anglophones.

In addition to having the necessary personnel to do the job, the Commission has always been sensitive, since its establishment in 1971, to the linguistic duality of its mandate. Any request for service in either official language is considered to represent a significant demand.

In the area of language of work, supervision in the language chosen by the employee is the rule rather than the exception. The Commission continues to encourage the drafting of research papers in both languages, basic work documents are available in French and English, and bilingual personnel services are the norm.

The Commission was the object of only one complaint this year. It related to unilingual documents and proved to be unfounded.

Library of Parliament

We are happy to report that the Library of Parliament's official languages situation, which we found good during our 1979 audit, continued to improve in 1980.

The proportion of bilingual employees has increased to 70% from 65% last year. Consequently, the Library's clients (MPs and Senators, their staff and members of the Press Gallery) can almost invariably obtain services in the official language of their choice. Some unilingual signage remains in the Center Block reading room, but Library officials are in the process of correcting this deficiency.

Employees may work in their preferred official language in most parts of the Library. In the Research Branch, where some supervisors were found to be unilingual last year, the situation has improved. The number of French-speaking employees has almost doubled and previously unilingual supervisors have acquired some knowledge of French. At present, Francophones represent close to 50% of the Library's 209 employees. This percentage is rather high, and steps should be taken to increase Anglophone participation.

Most documents are available in both languages and supervision is generally carried out in the language of the employee. In cases where the supervisor is unilingual, alternative administrative arrangements are made to ensure that the employee is supervised in the appropriate official language.

English continues to be the dominant language at senior management meetings, but the use of French is encouraged and questions are answered in the language of the questioner.

Three valid complaints were lodged against the Library in 1980. One of them related to unilingual telephone reception, one concerned a unilingual English

greeting at the circulation desk, while the third concerned the language used in supervision. The Library has been cooperative in settling these complaints.

Medical Research Council

The Medical Research Council, which is located in Ottawa, provides financial support for health science research projects. Our 1980 audit of the Council leads us to believe that it is aware of its responsibilities under the Act and that management is attempting to inform its various branches of their official languages obligations. Twenty-five of the 39 positions require knowledge of both official languages and apart from telephone greetings which are not always given in both languages, the Council has few difficulties providing bilingual service.

Francophone participation among Council staff is high (38%). Two of the five senior managers are Francophones, as are three of the eight employees in the administrative and foreign service category and 12 of the 20 in the administrative support category. There is a balanced representation on the evaluation committees and, as a general rule, the appointment of referees reflects Canada's linguistic duality.

The use of French as a language of work also presents few problems. Internal documentation is generally available in both official languages and supervision is usually carried out in the employee's preferred language. Central and personnel services are also provided in French and English.

Simultaneous interpretation is used in Council meetings. Meetings of the Executive Committee are, however, usually held in English because certain Council members do not have a knowledge of French.

No complaints were received against the Council in 1980.

National Arts Centre

The National Arts Centre is one of the top winners of our linguistic Oscars. In 1980, it continued its progress toward a more complete institutional bilingualism by implementing several recommendations from the audit we completed last year. However, the Centre should not take our praise as a reason for resting on its laurels—it still has a number of weaknesses to correct, particularly in the language-of-work field.

During the year, the Centre made a special effort to establish more systematic control mechanisms, especially in terms of determining the language requirements of its positions and evaluating the language knowledge of its staff. It also reacted positively to one of the recommendations put forward in our Annual Report last year by appreciably increasing the bilingual capability of its restaurant staff. The approximately 50 employees hired for this service since the beginning of the year were all bilingual. In other respects, the Centre maintains a high level of bilingualism among its entire permanent

and part-time staff. Eighty per cent of permanent positions requiring knowledge of both languages are occupied by bilingual employees and 95% of the 250 part-time employees are bilingual. The NAC has also recognized the need to provide better publicity about certain activities such as concerts to its French-speaking public.

The Centre's staff is composed of an almost equal number of Francophones and Anglophones, a rather well-balanced representation given the key role the NAC must play in promoting the two cultures in the National Capital Region. Staff members of each language group are distributed evenly among the various activity sectors, with the exception of the music and variety departments where there are few Francophones.

Certain steps have been taken to promote the use of French in internal communications. These include the distribution of the minutes of meetings of various committees in both languages and regular encouragement to Francophones to use their language. Moreover, the French theatre company now receives the technical support services it needs in French. However, English is still the language of daily communications in several sectors, mainly because of the unilingualism of some 15 middle-level managers.

In 1980, 16 complaints were lodged against the Centre. They included criticisms of unilingual telephone reception services, various announcements and invoices. Ten complaints were resolved during the year and the remaining ones, which were lodged toward the end of 1980, were still under study. The Centre's cooperation in settling the complaints was excellent.

National Capital Commission

The National Capital Commission's official languages performance has changed very little in the past year, and most of the recommendations made following our 1979 audit have yet to be implemented. However, among the few achievements to date, we should note the appointment of a Director of Official Languages who reports directly to the management committee, and the relatively recent hiring of a consultant whose mandate is to review the entire language question within the Commission. In addition, a revised policy statement will be distributed to staff very shortly.

Some 52% of the NCC's 781 positions require knowledge of both official languages. Unfortunately, approximately 30% of the incumbents do not meet the language requirements of their positions. Furthermore, there is a tendency to require a more thorough knowledge of English than of French.

As a rule, the Commission is able to provide the public with services in both official languages, but communications with its specialized clientele are still unsatisfactory. For example, English is used in most negotiations with contractors, consultants, suppliers and leaseholders in the Ontario portion of the National Capital Region. Although standard contracts are drawn up in both languages, accompanying instructions are almost always in English.

In terms of language of work, the equal status of both official languages is respected in advisory committee meetings. However, branch meetings

almost always take place in English, and internal communications, reports, studies and other documents are often in English only. Furthermore, the fact that many supervisors have a limited knowledge of French obliges them to communicate with Francophone employees in English and prevents them from evaluating work prepared in French.

Almost 45% of the NCC staff is Francophone. However, Francophones are found mainly in the operational category and are not well-represented among senior management (14%).

Four of the ten complaints received this year were unfounded. Most of the valid complaints concerned signage and reception. One complaint of a more serious nature related to English technical specifications which were sent to a Francophone contractor.

National Defence

While the Department of National Defence has a number of major official languages achievements to its credit, particularly in terms of Francophone recruitment and training, it also exhibits a considerable number of shortcomings. To the layman, the modest results of its language planning appear incompatible with the scope and diversity of the administration created to promote the reform. There is much planning but little or no control. The major problems persist: services in French are not always provided where there is significant demand; English is still the only language of work at decision-making levels at Headquarters and in operational communications; and services provided to military families are very often inadequate. In short, the Department has no apparent will to exercise a leadership role in the matter of language reform.

Although more than 9,000 of 80,000 military positions have been designated bilingual, only 44% of the incumbents meet the requirements of their positions. On the civilian side, only 64% of the incumbents of some 4,000 bilingual positions (out of a total of 37,000) meet the required standards. It is therefore not surprising to discover problems in the provision of bilingual services and infrequent use of French in the workplace. As a result, the Department often has to resort to translation to handle written communications with the French-speaking public and with Francophone employees.

The Department has appointed 29 language advisors to various military bases. Their mandate is to encourage and promote the provision of bilingual services. In the past, our Office has made a considerable number of recommendations and suggestions designed to rectify weaknesses in such areas as recreational and cultural activities, CANEX outlets and sponsored newspapers. It is hoped that these problems will now be resolved by other than makeshift means.

Francophones represent one quarter of all military personnel: 20% of officers and 26% of enlisted personnel. Although Francophone participation is low in the senior officer group, this is not surprising since promotion is conditional upon a minimum length of service. In the lower ranks, the proportion of resignations is considerably higher among Francophones than

among Anglophones, partly as a result of the limited opportunities for training and work in French and partly as a result of cultural and linguistic alienation. There is also a considerable imbalance in Francophone representation in the various military occupational categories. There are many Francophones in the army, but fewer in the navy (they are not a seagoing group one would have us believe) and in the air force, where training is provided almost exclusively in English.

Francophones represent 18.6% of civilian staff. Their representation is very poor in senior management (10%) and in the scientific and professional (24) (7%) and technical categories (8%). The Department must take vigorous measures to correct this situation. 20/

French is the principal language of work for about 9,000 military personnel and 4,000 civilians working in Quebec and in French-language units in Lahr (West Germany), Halifax and Petawawa. However, French is used very little at Headquarters or on bases outside Quebec (except for training purposes). The lack of documents and technical manuals available in French (barely 3%) has an adverse effect on the use of French at work. Although the Department long ago established a committee responsible for setting priorities for translation, that committee has not yet produced concrete results. For a number of years, the Department has talked about establishing new French-language units but has yet to take a final decision on the matter.

Two-thirds of the 64 complaints lodged against the Department in 1980 were still being studied at the end of the year, not to mention a number of unresolved problems left over from 1979. Several complaints related to the use of French as a language of work and to unilingual English internal communications at Headquarters, but again this year most concerned inadequate French services in oral and written communications with the general public and with dependents. It should be noted, in particular, that the Department did not show proper respect for minority language groups in its use of bilingual billboards for its recruitment program, and our Office was obliged to criticize the absence of bilingual signs in several regions with sizeable official language minority populations.

Another sour note to our ears was struck by the information office in Lahr which had the lamentable idea of sending a unilingual English officer to meet a group of Francophone journalists who were coming to learn about Canadian military exercises within NATO. Other complaints indicated that the military police does not have sufficient bilingual personnel to guarantee proper service even in the National Capital Region. This situation is completely unacceptable and warrants particular attention. We would like the Department to be more prompt in settling these complaints since in the past it has shown little inclination to correct its weaknesses and has rarely established the controls required to prevent recurrences.

National Energy Board

While it is generally capable of serving its clientele in both official languages, the National Energy Board has had trouble establishing French as a viable

language of work mainly because of a lack of Francophone employees in the scientific and technical fields. Responsibility for implementing its official languages plan now rests with line managers, who will be held accountable through the performance appraisal process. This should be supplemented by central audits and controls adequate to ensure its effective implementation.

In 1980, the Board attempted to come to grips with the problem of Francophone participation. A person was appointed to coordinate the recruitment of Francophones by establishing and maintaining contacts with Francophone professional associations and academic institutions. Long-term targets will be produced for each occupational group, and internal procedures will be established for the attainment of these targets.

The Board has relatively few contacts with the general public. When hearings are announced, all interested parties are asked to indicate the language in which they wish to testify. Simultaneous interpretation is provided and documentary material is made available in both languages.

Of the Board's 366 employees, 131 occupy bilingual positions, and 119 of these are linguistically qualified.

Because of the small number of Francophone employees, the language of work is English. Overall Francophone representation remains at 12%. The figure for the scientific and professional category (5% of 150 employees) is also the same as last year. The Board's efforts to achieve a more balanced representation should produce better results in 1981. It should be noted, however, that an increase in Francophone participation will not in itself bring about more frequent use of French within the organization unless bilingual supervision is provided, internal documents are made available in both languages, and the use of French is encouraged during meetings. In short, as the Board strives to bring in Francophones, it must also guarantee that they may work in their language.

One complaint was received against the Board in 1980, concerning a statement of qualifications which was unavailable in French. The complaint was still under study at year's end. Two received in 1979 were resolved during the year.

National Film Board

The National Film Board has traditionally taken its official languages obligations seriously and has made them a fundamental part of all its activities. It has given millions of Canadians a deeper feeling of identity and a better appreciation of the cultures of their compatriots. Its English and French film production units enjoy the same status; themes are either treated in the two languages in parallel productions, or translations are made which are invariably of excellent quality.

The NFB's staff of 1,000 employees is composed of almost equal numbers of Anglophones and Francophones. Its Headquarters is in Montreal, the

main production centre. It has twin production units operating in each language in Montreal, Toronto and Winnipeg; English units in Edmonton, Halifax and Vancouver; and a French unit in Moncton. Its 30 distribution centres across the country provide bilingual service wherever there is an official language minority. The NFB has made a special effort to contact these minority groups in the past year to make sure they know that its services are available to them in their language.

At Headquarters in Montreal, employees may choose their language of work (44% are Anglophone and 56% are Francophone). French predominates, and is the language generally used at senior management meetings. In fact, opportunities to work in English appear to be diminishing, and a close watch needs to be kept on the situation. Both official languages are in common use in the NFB's Ottawa offices. In locations other than Montreal and Ottawa, the practice is to use French in Quebec, and English in the other provinces. Manuals, except for some technical works obtained from outside sources, are available in both languages.

In 1980, we received five complaints involving the NFB. Due to poor scheduling, only the English version of a descriptive leaflet was ready for the presentation of NFB Oscar entries at the National Arts Centre in Ottawa. Francophone employees at the Photo Centre in Ottawa complained of discrimination; suitable action has been taken to correct this problem. Two complaints referred to poor service in French in the Vancouver office; one was resolved almost immediately, but the other is still outstanding. A complaint that the Moncton receptionist answers telephone callers only in French was received at the year's end.

National Harbours Board

Last year we drew attention to the enviable official languages record of the National Harbours Board: service to the public in both languages, regular use of English and French at Headquarters and at Quebec ports, as well as an equitable representation of the two official languages groups. Our comments this year are in the same vein.

In order to maintain and even improve its performance with respect to bilingualism during 1980, the Board's executive has implemented all the recommendations contained in our 1979 study. Its official languages policy is comprehensive and well thought out. Very appropriately, its implementation has been made the responsibility of the Director of Personnel and Administration and of the directors of each port. Two problems cast a shadow, however, on this otherwise bright picture: Francophones are under-represented in New Brunswick as are Anglophones in Quebec.

A concentration of bilingual employees in Quebec ports and at Headquarters guarantees the availability of services in both languages: French nevertheless tends to predominate in transactions with suppliers, contractors and municipal and provincial representatives, whereas English is used extensively with most representatives of shipping companies as well as with foreign delegations.

The Board has strengthened its policy relating to tender and competition notices by encouraging its managers to use minority-language television, radio and newspapers for this purpose. Information brochures are published in both languages everywhere but at the port of Vancouver.

The Board's staff numbers 1,680, 1,000 of whom work in Quebec. The fact that 905 Francophones and 775 Anglophones are well distributed among all employment categories greatly facilitates the use of both languages at work. At Quebec ports, work is performed mainly in French. At other ports, English is the predominant language. Nonetheless it is generally possible for employees to use their preferred language at meetings or when communicating with their superiors. Bilingual procedures manuals are also available to employees.

Four complaints about the Board were received in 1980. One concerned a lack of telephone reception services in French at Headquarters, an incident which proved to be a temporary slip. Another complaint concerned a unilingual English parking ticket issued at Yarmouth, Nova Scotia. In order to settle this matter and to ensure that the problem would not be repeated, the Board is developing a bilingual parking ticket form for use at all ports. A third complaint pointed out the poor quality of French on signs on the Jacques Cartier bridge and the last one referred to unilingual signage along the St. Lawrence Seaway. The last three complaints are still unresolved, but the cooperation of the board in dealing with complaints has generally been good.

National Health and Welfare

The Department of National Health and Welfare employs over 8,000 people, 40% of whom work in the National Capital Region, with the other 60% in the 900 offices and facilities located in all regions of the country and abroad.

Although the Department has a dynamic Official Languages Directorate, it has not managed to make some branches and regional offices fully aware of their basic official languages obligations, be it in terms of services offered taxpayers, equitable representation of the two official language groups or language of work. To alleviate these problems, the Official Languages Directorate has organized information sessions for its employees in nine major cities of the country.

In order to improve the services it offers, the Department has undertaken an extensive survey to determine the linguistic preferences of its clientele across the country. As a result, some 48,000 changes were made towards French as a preferred language and 42,000 towards English.

In addition, some regional offices have established regular contacts with minority communities in order to identify their needs more precisely. This action should lead to fewer linguistic difficulties in the future.

Of 8,140 occupied positions, 29.3% require knowledge of both official languages and slightly less than three-quarters of the incumbents meet the necessary requirements. However, of the remainder, 61.2% require knowledge of English only, whereas only 4.1% require knowledge of French only, and approximately 5.4% call for knowledge of either language.

Progress must still be made before the Department performs well in the language-of-work sector. French is used very little by Francophones in written communications in the National Capital Region and elsewhere, other than in Quebec, and very few concrete steps have been taken to correct the situation. On the other hand, this chronic problem is explained in part by the fact that Francophones are not well represented in many fields. Although the Department has been aware of this situation for some time, it has not yet made a firm commitment to take effective remedial action.

In the fall of 1980, only 19.6% of all departmental employees were Francophone. They were distributed by category as follows: executive—21.7%; scientific and professional—12.5%; administrative and foreign service—21.5%; technical—17.8%; administrative—26.8%; administrative support and operational—7.8%. The representation of Francophones is weak in all specialized professional groups such as nurses (7%), dentists (5%) and data processors (8%). Significantly, almost a third of the Department's employees are in either the scientific and professional or the technical category. Consequently, it is to be hoped that the Department will make a special effort to improve its performance in this critical area.

Thirty-three founded complaints against the Department were received during the year. Four concerned language of service in Manitoba and New Brunswick. Most of the remainder involved English communications addressed to Francophones, the quality of the French in printed matter and failure to achieve an equitable balance between English and French billboard advertising. The cooperation of the Department in dealing with these complaints was very good.

National Library

Linguistic reform discretely makes its way among the well-ordered stacks at the National Library. Since our audit last year there has been a considerable improvement in the second-language capability of the staff. The Library has also helped to concentrate managers' attention on their language responsibilities by including a special section on the subject in their annual appraisal and by involving them in the preparation of its official languages plan.

The proportion of employees who meet the requirements of their bilingual positions has risen to 85%, and the deficiencies in telephone reception and after-hours service which we reported last year have now been remedied. On the other hand, the Library has not yet followed through on its intention to set up a system for checking the linguistic quality of its service to the public. It should do so without further delay.

Progress on the language-of-work front has been uneven. At executive committee meetings French is spoken more frequently, but is still used less than a quarter of the time. Although Francophones have been encouraged in a general way to do more of their work in French, little has been done so far to remove bottlenecks in translation, and the unilingualism of a number of supervisors continues to be a major obstacle. These problems must be tackled with more vigour.

Almost one third of the Library's 510 employees are Francophones, but they are unevenly distributed among the various job classifications. However, efforts to increase the number of French-speaking librarians have got off to a promising start: nine of the 23 hired this year were Francophones.

The one founded complaint we received in 1980 referred to an attendance sheet with headings in English only. This has been corrected.

National Museums

The National Museums of Canada provide relatively good bilingual service to the general public. This is largely due to the fact that some 70% of the Corporation's 1,012 occupied positions require a knowledge of both official languages and that almost 80% of the incumbents possess the necessary skills. However, its performance in terms of equitable participation and the use of French as a language of work is still poor.

Francophones account for just over 30% of the Corporation's staff, but they are poorly represented in the scientific and professional (13%) and in the technical categories (18%). However, they are concentrated in large number in the operational (47%) and administrative support categories (39%). Little has been done as yet to implement our recommendation aimed at improving the balance among these categories.

English remains the principal language of work. Meetings are often conducted solely in English to accommodate unilingual employees; in some cases, work references and job descriptions are available in English only; a number of supervisors are unilingual English speakers; and technical services and publications are not always available in French.

The Corporation has, however, implemented the most important recommendation made in our 1979 audit report by issuing a comprehensive policy on official languages matters in which the responsibilities of managers and employees are clearly spelled out. It has also charged its Internal Audit Division with responsibility for checking up on language-related matters. The main challenge in the coming year will be to make sure that these new initiatives produce concrete results, particularly in the area of equitable representation and in promoting French as a language of work.

Ten founded complaints were received this year. They concerned such matters as correspondence or documents in English or in poor French addressed to Francophones; and telephone calls answered in English only. The Corporation resolved these cases speedily and to our satisfaction.

National Parole Board

Our audit of the National Parole Board last year established that its official languages situation was rather better than average, but that two areas gave cause for concern. The Board did not have a comprehensive policy and monitoring system to guarantee a consistent approach to official languages matters by both Board members and staff. Secondly, the procedures for parole hearings needed to be tightened up so as to ensure that applicants were always heard in the official language of their choice.

The Board should have been able to correct these deficiencies in a few months. However, it reorganized its staff early in 1980 and its official languages programme did not really get under way again until late fall. As a result, the policy has only just been completed, and not much monitoring has been done. Procedures manuals and parole application forms have been amended to emphasize that the client has the right to receive service in the official language of his or her choice. However, the Board has not finished determining which of its members are sufficiently fluent in their second official language to conduct hearings in it.

Half of the Board's staff of 230 are bilingual. Its Headquarters has little difficulty serving inmates and the general public in English or French, and the Montreal, Moncton and Kingston offices can also provide their services readily in both languages. In Saskatoon and Burnaby, where the demand for French is infrequent, ad hoc arrangements have to be made.

Simultaneous interpretation is now provided at general meetings of the Board, and the agendas, supporting documents and minutes are available in English and French. Both languages are used by the executive committee and at middle management meetings. The high proportion of Francophone staff at Headquarters and at the Montreal office ensures that a considerable amount of work is done in French. The tendency nevertheless persists for important documents to be drafted in English, even when the authors are Francophones. We were also disappointed to note that a new course designed for Anglophones who have to read inmate files in French has not yet been given even though it has been ready since the beginning of 1980.

Both official languages groups are well represented among Board members (68% Anglophones and 32% Francophones), and staff (57% Anglophones and 43% Francophones). At Headquarters, the two groups are equally represented. There are now two Anglophones at the Montreal office, where previously there were none. One-third of the staff in Moncton is Francophone, but Francophone representation continues to be inadequate in Ontario and the West.

The one complaint received in 1980 concerned unilingual circulars at Headquarters and a course in security that was available only in English; the Board has taken steps to correct the situation.

National Research Council

As the employer of approximately 1,800 scientists and technicians, the National Research Council should lead the way in developing a tradition of

English- and French-language scientific research in Canada. Unfortunately, such is not the case. We need only mention that merely 60 of the Council's 985 researchers are Francophones to realize how marginal a role French plays in the Council's activities.

There is, however, a glimmer of hope on the horizon. Senior management has made a firm commitment to change the situation and has implemented the major recommendations of our 1980 audit report, which called for the creation of a special committee to oversee the development of a strategy to increase the recruitment of Francophone scientists. Needless to say, we will follow the results of the committee's work with great interest. The Council has also continued to tighten up its control measures by incorporating its official languages audit into its internal operational audit and by making its middle managers more accountable for ensuring that the Act is respected in their operations.

The Council still encounters difficulties in offering services of equal quality to its Francophone clientele (industry, universities and research centres) in some specialized fields. This is not at all surprising since 60% of the bilingual positions in the scientific and professional category require only a minimal knowledge of the second language. In order to correct this weakness as quickly as possible, the Council, when recruiting, should make knowledge of both languages an essential requirement for a greater number of positions.

With respect to other matters relating to service to the public, the Council intends, in light of our recommendations, to include a clause requiring the provision of bilingual services in agreements it signs with provincial organizations supplying technical information services on its behalf. It will also strengthen its contacts with the Francophone industrial world.

The Council has increased its bilingual capability in its administrative services (personnel, administration, finance, etc.) and is providing its staff with more bilingual work documents. Despite all these efforts, English continues to predominate in all research divisions except the Industrial Materials Research Institute in Quebec and in all too widely scattered bilingual research units. In addition, Francophone scientists and technicians find that technical support and supply services are not always available in French. However, senior management is now attempting to set an example by using French more regularly at its management committee and executive committee meetings.

The overall representation of Francophone staff has grown from 13.8% to 15.5%, but only 6% of scientists, 13.5% of technicians, and 14% of senior executives are Francophones. As 1980 participation objectives for scientists and technicians have not been achieved, a substantially greater effort will evidently be needed during 1981. We should, however, mention the excellent initiative taken by the Council in creating a major research institute in the province of Quebec. This Institute, which is beginning to produce results, will employ 120 people in 1983 and currently has a staff of approximately 30, 75% of whom are Francophones.

Ten complaints were lodged against the Council in 1980. Most concerned unilingual English publications and forms, and advertisements which did not appear in official language minority newspapers. Eight of these complaints were still under study at year's end.

National Revenue (Customs and Excise)

In 1980 National Revenue (Customs and Excise) maintained its steady progress through the sometimes calm, sometimes choppy, waters of language reform. In the area of service to the public, the Department can claim two major achievements this year: an increase in the number of bilingual employees in some areas as well as a televised bilingual publicity campaign in Ontario to inform the travelling public of the availability of services in English and French. However, our expectations regarding a broader use of French as a language of work and an increase in Francophone representation in the senior management category remained unfulfilled.

The Department's in-depth study to determine demand for French services in Ontario and Manitoba was completed in 1980. Its results have finally led to adequate bilingual services at Ottawa International Airport and to an increase in the number of bilingual customs officers at four border crossings. The total number of bilingual positions is almost the same as last year, but we are pleased to report a significant increase—from 77% to 86%—in the percentage of incumbents who meet the language requirements.

The programme launched in 1979 to inform the public of services available in English and French is being continued this year. In addition, to broaden employees' knowledge about official languages matters, the Department has re-issued the Employee's Guide on Official Languages, created an orientation programme for new employees and a new audio-visual presentation on services available to the public, and provided for the regular publication of articles relating to official languages in the employees' magazine *Contact*.

Total Francophone representation has been maintained at 26%, but is weak in the executive category (8%) and in the administrative category (16%). A study to determine problems relating to Francophone representation and infrequent use of French as a language of work, which was to have begun in 1979, was postponed until the end of this year. Considering the importance of the participation problem, and the many difficulties in the area of language of work, it is imperative that the Department proceed with the study without further delay.

Twenty-five justified complaints against Customs and Excise were received in 1980. Fourteen concerned the absence of French-language services at various customs posts and at some departmental offices; five others involved language of work, unilingual English competition notices, personnel services and memoranda; three drew attention to unilingual signs; one concerned a letter which had not been written in the preferred language of

the client; one was on the bilingualism bonus and the final one pointed out an error in an English text. Ten of these complaints are still unresolved but the Department was very cooperative in dealing with the others.

National Revenue (Taxation)

The Department of National Revenue (Taxation) has an exceedingly high number of contacts with the public: apparently over 45 million a year. Viewed in this light, the Department must be given high marks for its performance in the area of service to the public. However, weaknesses persist in other areas.

Last year we emphasized the fact that too many supervisors were unable to communicate in French with French-speaking employees. In order to increase Francophone participation in the management categories, the Department is planning to open four new district offices in the Quebec Region, along with a number of satellite offices. This will result in the creation of 30 new positions in the middle and upper levels of the management category. A decision has also been taken to proceed with the proposed new Taxation Centre in Jonquière, Quebec. The latter, it appears, will be fully operational by April 1982, and will then play an important role in providing a professional training base for French speakers, a number of whom will no doubt eventually compete for senior positions in the Department.

Francophone participation in the Department as a whole has increased to over 27% this year, and French speakers are adequately represented in all employment categories. The Department is also concerned with the character of Francophone participation: the recent re-organization has resulted in the creation of a new branch which will be responsible for the training and participation of Francophones. On the other side of the coin, it appears that fewer than 4% of employees in the Quebec Region are Anglophones. An effort will obviously have to be made by the Department to improve this situation.

Publications are offered and publicity is carried out in both official languages, and in regions with large concentrations of both Anglophones and Francophones, counter and telephone services are available in French and English. However, the Department continues to experience occasional difficulties serving the smaller official language minorities in their preferred language.

At present, of the 14,700 employees, 2,600 are in bilingual positions; the proportion of those who meet the language requirements of their positions increased from 79% in 1979 to 85% in 1980. However, supervision is still not always carried out in the preferred language of the employee in some of the bilingual regions.

Work documents are generally available in both languages. In one instance, where it seemed that certain commercially-produced computer manuals were produced in one language only, the Department, to its credit, transla-

ted them for the benefit of its employees. Personnel and central services are generally available in English and French, although employees in the Quebec Region complain that they do not always obtain these services in French. Except in Quebec, where French is used, English continues to be the dominant language at meetings in bilingual regions and in the National Capital Region. The Department should take steps to correct these remaining deficiencies.

The 29 founded complaints lodged against the Department in 1980 dealt with matters such as staffing, written communications in the wrong official language, unilingual telephone, commissionaire and counter services, forms not completely bilingual and unilingual stamps. As in the past, the Department took care to resolve the complaints in a completely satisfactory manner.

Natural Sciences and Engineering Research Council

Originally part of the National Research Council, the Natural Sciences and Engineering Research Council was formally established on May 1, 1978, and has already established an enviable official languages record.

The Council's services are available in both official languages. Eighty-six per cent of its positions are identified as bilingual and 96% of incumbents meet the language requirements of their positions. Oral and written communications are carried out in the language of the client and all grant application forms were made bilingual in 1980. Publications are available in bilingual format or in separate English and French versions.

Both English and French are used in internal operations and the Council Secretariat provides an editing service to encourage employees to write in their second official language. Supervision is generally carried out in the language of the employee. However, all except one of the review committees operate almost exclusively in English, ostensibly with the agreement of all members. Since bad habits, once established, are difficult to break, it is our hope that the Council will take measures to encourage committee members to use their preferred official language at this type of meeting.

Francophones represent 53% of the Council's 64 employees. Two of the four executives are Francophones, as are seven of the 26 employees in the administrative and foreign service category. On the other hand, Francophone participation in the administrative support category is excessively high (25 out of 33 or 76%). The Council should review this situation and aim in future to achieve a more equitable balance between the two language groups.

No complaints were received against the Council in 1980.

Post Office

The Post Office Department has almost 61,000 employees and is in regular contact with taxpayers all across the country. It should therefore be one of the standard bearers of language reform. Unfortunately, despite some

progress, the Department has all too often limited itself to a minimal interpretation of the Official Languages Act and has attempted to provide services in both languages only where minority groups are large and service expressly requested. Even in terms of these regions, again this year we have had to draw attention to language problems which we have criticized for many years.

On a more positive note, it does appear that the Department has recently taken a greater interest in language reform. For example, it now places more emphasis on each manager's official languages responsibilities and has, albeit with some timidity, initiated better contacts with French language minority communities (particularly in Vancouver and St. Catharines), with a view to defining with them the steps to be taken to provide linguistically satisfactory services. It has also made an effort to find specific solutions for a number of locations where services are provided only sporadically in French. These measures are promising and we trust that when the Department becomes a Crown corporation it will not lose its interest in this field. At all events, the managers involved must settle down to dealing even more resolutely with the task at hand.

Very few departmental positions require extensive second-language knowledge. Bilingual capability is ridiculously low in certain regions. In British Columbia, for example, there is only one occupied bilingual position out of a total of 6,958. In Manitoba, only 30 out of 2,148 are bilingual and in Nova Scotia only 36 out of 1,955. In Newfoundland, none of the 1,036 positions requires knowledge of both official languages. There are three bilingual positions in Toronto and 1,260 in Montreal. In short, one wonders if the criteria used in classifying these positions take any account at all of needs.

Although both language groups are equitably represented in overall terms, participation on a regional basis leaves much to be desired. There are few Francophone employees outside Quebec and the bilingual regions of Ontario. On the other hand, Anglophone representation in Quebec has dropped drastically, particularly in Montreal where it stands at only 2%. And although Francophones are not adequately represented in the executive and scientific and professional categories, they are over-represented in the technical and administrative support categories. The Department should do everything in its power to improve this situation.

French is used as the language of work in Quebec but very rarely elsewhere, although forms, memoranda and documents in current use are available in both languages. English is the predominant language used in meetings and supervision is not always carried out in the employee's preferred language. However, central and personnel services appear to be provided satisfactorily in French and English.

Some 131 founded complaints were received during the year concerning the language used on signs, in correspondence and at wickets. Many revealed organizational weaknesses such as lack of bilingual personnel and poor staff deployment. The Department cooperated well in settling individual cases but was hesitant to go beyond the particular to an examination of systemic problems, whether obvious or latent.

Prime Minister's Office

Because of its important position within the federal structure, the Prime Minister's Office should be exemplary in its respect for the requirements of the Official Languages Act. Although the PMO is generally equal to the task in terms of service to the public and representation of the two official language groups, it cannot be considered a leader where language of work is concerned.

In earlier reports we recommended that the Office issue guidelines and establish control mechanisms to ensure that the Act is respected. The PMO has taken a first step in this direction by delegating responsibility for official languages matters to one of its managers. It also intends to prepare a language policy in the near future.

Of the Office's 65 employees, approximately three-quarters are bilingual. Telephone reception services are usually provided in both languages, and each section has an adequate bilingual capability to communicate with the public in the appropriate language. Management attaches great importance to the linguistic quality of its correspondence and press releases, which are systematically reviewed by qualified personnel. It also ensures that positions involving regular contact with the public are staffed by bilingual employees. Its long-term objective is to have a completely bilingual staff.

Anglophones represent 52% of all staff and Francophones 48%. Nevertheless, although 15 of the 39 executives and professionals are Francophones, English predominates as the language of work, particularly for the drafting of important documents and at meetings. This is attributable, at least in part, to the fact that a substantial proportion of the office's senior executives have an insufficient knowledge of French. Firmer leadership and a little encouragement would go a long way toward improving this situation. Action, after all, speaks louder than words.

The only founded complaint lodged against the PMO last year concerned unilingual telephone reception service. This complaint was still under review at the end of 1980.

Privy Council Office

The Privy Council Office, located, as it is, at the peak of the Government mountain, should be a model of excellence in implementing the Official Languages Act. However, according to the early findings of our audit which began at the end of 1980, it cannot yet claim to be among the Government's star performers. Although its standing in terms of service to the public is good, it is unfortunately one of the too numerous agencies that have failed to encourage the use of French as a language of work or to increase the proportion of Francophones on staff.

Although the PCO has not always paid enough attention to the official languages question, certain changes began to take place in 1980. In particular, the Office produced an internal official languages policy and

formally made its middle managers responsible for implementing the Act. It is also taking more careful steps to ensure that documents presented to Cabinet are bilingual. And it is reviewing current practices with a view to broadening its recruitment base, particularly as it relates to Francophones.

The Office has a high bilingual capability, with some 80% of its positions bilingual and some 80% of the incumbents meeting the language requirements. But the good news ends there. The required level of knowledge of French is still too low in a number of positions and, despite some improvements, telephone reception services are still too often provided in English only. This is unacceptable in an organization as important as the PCO.

Although the Office has a large proportion of Francophones on staff (119 of 275 employees), many of them are in the administrative support and operational categories (93 out of 119). Only two of the Office's 23 senior executives are Francophones. Francophone representation in this category has dwindled constantly over the past few years. In these circumstances, it is hardly surprising that texts prepared by PCO staff (summaries, information memos and reports) are mostly written in English and that internal meetings are usually held in that language. On the other hand, employees are generally provided with administrative and personnel services in the language of their choice.

The PCO must take positive steps to establish a firmer base for the use of French in its operations. The key to the solution is clearly an increased Francophone representation among officers and at the executive level.

Two founded complaints were lodged against the PCO in 1980. One was related to a unilingual internal poster and the other, which is still under study, concerned the publication of a competition notice in English only.

Public Archives

Public Archives continues to provide service to the public in both official languages. It has also increased its total bilingual staff. However, in terms of French as a language of work, there have been no noticeable improvements.

The audit conducted by our Office in 1980 revealed that there had been a considerable increase in the number of bilingual positions. These now constitute 60% of the total, and 82% of the incumbents meet the requirements of their positions. However, most positions do not require more than a basic or intermediate knowledge of the second language, and we consider that the language requirements of all positions involving contact with the public should be raised.

As we have noted in past Reports, the language of work at the Archives—in meetings, and with respect to the supervision and evaluation of employees—is predominantly English. In addition, the archival holdings available in English are more substantial than those available in French, and most catalogues and reference manuals are unilingual English. The launching of a pilot project, the major objective of which is to produce bilingual

catalogues, appears to be a step in the right direction, but senior management still needs to make a more concerted effort to resolve as quickly as possible the problem of infrequent use of French in the workplace.

Francophone representation among Archives staff is approximately the same as last year (about 36 %) and is still 27 % in managerial positions.

Nine complaints were lodged against the Archives in 1980. Three concerned the language used for captions at an exhibition. Four others mentioned a variety of minor difficulties: a memo, an eligibility list and a job description prepared in English only. Another referred to the very limited use of French in a speech delivered at an exhibition by an official representative of the Archives. The last concerned difficulties involved in communicating in French with staff responsible for position classification. Five complaints are still unresolved; however, Public Archives' cooperation was good in settling the others.

Public Service Commission

The Public Service Commission plays a crucial role in the implementation of the Government's official languages policy. Its responsibilities include setting language standards and seeing that they are properly applied; providing language training and testing individuals' linguistic competence; making sure that candidates' language rights are respected in competitions; and co-ordinating efforts to recruit Francophones and Anglophones for areas of the Public Service where they are under-represented. Overall, the Commission's performance of the linguistic part of its mandate was somewhat disappointing this year. In short, it seemed at times as if it were more concerned with accumulating statistics than with exercising its authority.

The Commission intends to cover more language-related matters in its audit of departments' staffing actions next year. This should enable it to zero in on problems such as the tendency of departments to set language knowledge requirements too low, an issue which has hitherto been treated rather academically. The Commission must pay particular attention to the linguistic capability of selection boards, making sure that they not only can but actually do interview candidates in the official language of their choice, even when technical matters are discussed.

The Commission pioneered job-related training in French in the Public Service. In recent years, financial restrictions have unfortunately made it necessary to cancel classes when enrolment was low. However, new techniques for teaching small classes economically have now been introduced and Treasury Board's rules for cost recovery relaxed. These developments should enable the Commission to provide its French-speaking clients with better service in 1981. We will be following this matter closely because training has such an important bearing on the language used in the workplace and the career prospects of Francophones.

The polarisation of the two official language groups in the regions outside the National Capital continues. As we have pointed out many times in our

Annual Reports, the Anglophone minority is seriously under-represented in the Public Service in Quebec, and Francophones are scarce in the other regions. The Commission reported that the use of the minority-language press for advertising public service competitions had increased dramatically during the year, which is good news. However, other initiatives are clearly needed to improve the situation. The Commission must also provide leadership in finding ways to reduce inequities in the distribution of the two groups in the various occupational categories.

Within its own organization, the Commission achieved useful progress in several areas. The number of its senior executives who meet the language requirements of their bilingual positions has increased to 14 out of 19, and the rest have some knowledge of the other language. Language factors are now incorporated in the Commission's audit of its operations. It has also made a determined effort to induce its receptionists to greet callers in both official languages, a perennial problem.

Just over 1,200 of the Commission's 2,600 employees are in bilingual positions and meet the requirements. Almost 66% of its employees are Francophones (if language teachers are excluded, the proportion is 55%): it is time the Commission grasped the nettle and took positive steps to achieve a more representative balance between the two groups.

The number of complaints increased by one-third this year to 44. Three of them concerned the unavailability of various courses and training materials in French; one described a meeting of managers which was held in English although 85% of the participants were Francophones; and the rest covered a wide range of subjects, from grammatical errors, to delays in providing job descriptions in French to Francophone candidates in competitions, and the inability of staffing officers in Toronto and Regina to answer inquiries in French. Twelve of these complaints were still under investigation at the end of the year.

Public Service Staff Relations Board

On the whole, the official languages performance of the Public Service Staff Relations Board is good. The Board is able to provide services in both languages; its publications and forms are bilingual; and it provides simultaneous interpretation at its hearings. It has also published an official languages policy, and has prepared a detailed guide on telephone reception as well as a glossary of useful phrases for employees providing telephone and reception services. Managers are responsible for the establishment of official languages objectives and the attainment of these objectives is an integral part of their performance evaluation.

The Board has managed to acquire a staff whose bilingual capability is extremely high: 89.4% of the Board's 187 positions are bilingual and only 15 incumbents do not meet the language requirements of their positions. Most of these positions require an intermediate or superior level of second-language knowledge.

The Board's staff is composed of 81 Francophones and 76 Anglophones. Respectively, Francophones and Anglophones are distributed throughout the various occupational categories as follows: executive, 1:5; professional, 3:6; administration, 29:33; administrative support, 45:31 and technical, 3:1. The Board should increase Anglophone participation in the three categories where it is low.

During the past two years, the Board has conducted two studies to define the problem of insufficient use of French in certain sectors. Following the first, which related to work documentation, unilingual manuals were translated and it is planned to do likewise for computer reports and the Registrar's record book. The second study revealed that French is used in 30% of oral communications and 22% of written communications; that only 10% of meetings were held in French and only 18% in both languages; and that in the Pay Research Bureau, the language of work was traditionally English. To correct these weaknesses, the Board has hired two translators, informed its managers of the need to increase the use of French in meetings and formed an Official Languages Committee which will study the problems of the Research Bureau.

Two complaints were lodged against the Board in 1980, one of which concerned the lack of service in French at the Pay Research Bureau. The other pointed out that the Board's representatives at a convention held in Montreal were unilingual Anglophones. These complaints are still under study. However, the Board has resolved a minor problem revealed by a complaint received last year concerning delays in publication of reports prepared by the Research Bureau. Overly slow translation services were at the root of the problem and the reports are now published simultaneously in both official languages.

Public Works

The Department of Public Works has taken a very long time to get going, but it finally seems to be moving in a concerted fashion to resolve outstanding language problems. Its performance in terms of language of service is reasonably good. However, even here it has yet to develop a satisfactory policy concerning the advertising of tenders and the availability of relevant documents in both official languages in bilingual areas. Its performance in terms of the representation of Anglophone and Francophone employees has shown significant improvement, but it has yet to achieve any substantial gains in respect of the use of French on the job. Also, it is essential that its policy manual on these matters, still at the drafting stage, be published soon and that reliable performance indicators in all official languages areas be developed to achieve effective control. Moreover, these are matters which were brought to the Department's attention some time ago.

Although 1,550 (18.5%) of the 8,358 occupied positions in the Department require a knowledge of both official languages, less than three-quarters of the incumbents meet the requirements. There are very few bilingual positions in Western Canada and the North (5 out of 1,484) and in the Atlantic

provinces (39 out of 1,305). We have serious doubts that the Department is able to provide adequate service with this capability.

French is the first official language of 27% of all employees and Franco-phone representation in the various occupational categories has improved. In the senior executive category, for example, their participation has risen by 3% over the past two years and now stands at 22.5%. In the scientific and professional category, it has risen from 15.1% in 1978 to 16.4% in 1980 and in the technical category it stands at nearly 23%. However, Francophones are not adequately represented in New Brunswick and Manitoba, and Anglophones make up only 4.8% of the Department's staff in Montreal. Salary figures indicate that both language groups are equitably represented at all levels of occupational categories, except in the scientific and professional category where Francophones, who were recruited more recently, lag behind.

Oral communications between Headquarters and Quebec are often in English only, documentation and memoranda are usually sent out in English with the French text to follow and supervision is not always available in French in bilingual areas. This is partly attributable to the fact that at least a quarter of the people in bilingual supervisory positions do not meet the necessary language requirements. More often than not, meetings are conducted only in English. Translation is used heavily to compensate for the inadequate language skills of unilingual staff in bilingual positions. The Department has not conducted any systematic examination of these problems, much less proposed any remedial action and would do well to pay closer attention to them in the coming year.

Most of the 47 founded complaints received this year concerned signage, either unilingual or faulty. A few cases related to the posting of messages in English only in public buildings and there were also complaints about the failure of the Department to publish tenders in the minority official language press. Several persons complained about the inability of commissionaires in buildings controlled by the Department to provide service in French. Although the Department showed a spirit of cooperation, it was nevertheless slow in actually resolving these complaints.

Regional Economic Expansion

The Department's official languages record in recent years has been good, but a few loose ends remain to be tied up. It put its official languages policy in final form in the spring, and it has a well-constructed plan. In particular, responsibility for achieving the Department's linguistic goals has been placed where it should be, squarely on the shoulders of its managers.

The Official Languages Division has divested itself of administrative and statistical chores and is now concentrating on coordination and monitoring. During the year, two audits in the personnel area touched on various aspects of the official languages programme, and a questionnaire was sent to employees at Headquarters. The results indicated that employees were

generally aware of their rights and responsibilities. The audits also turned up a number of anomalies, which were promptly investigated. This is a good start, but a more sophisticated audit system is required to meet the needs of this highly decentralized department with over 1,000 employees.

Almost 85% of the incumbents of bilingual positions are now recorded as meeting the linguistic requirements, a substantial increase over last year. This is partly due to language training, and partly to a technicality: some employees who had previously exercised their right to remain in their jobs when the language levels were raised were in fact able to meet the new standards.

The Department produces its publications in both official languages. As a rule, it communicates with its clients in the official language of their choice, but sometimes has difficulty in providing service in French in its Western Region. It hopes to staff some positions there with bilingual employees.

Just over 32% of the Department's employees have French as their first official language. They are fairly evenly distributed among the different occupational categories. On closer examination, however, it becomes apparent that Francophones are poorly represented in a number of crucial areas, such as at the senior levels of the commerce officer and financial officer groups, especially outside Quebec. The Department is making an effort to recruit and retain highly qualified Francophones, but competition from other employers is stiff.

Supervision is generally provided in the language of the subordinate employee. Except for the *Departmental Incentives Development System Manual* which is being translated, manuals are available in both languages. The use of French is becoming more common at meetings of senior staff at Headquarters. There are, however, still problems at Headquarters with central and personnel services, which are not always offered in the language of the employee's choice.

Nine complaints were made against the Department during the year. Two referred to newspapers serving the minority group in Prince Edward Island and Quebec City being overlooked when the Department placed its advertisements. Four concerned correspondence sent by the Saskatoon office to Francophones in English or poor French. The others dealt with shortcomings at Headquarters. The Department took corrective action promptly.

Royal Canadian Mint

Our recent linguistic audit of the Royal Canadian Mint revealed that it is *nearing excellence in providing services in both languages*; that *Franco-phone participation is unduly high*; and, strangely enough, that in spite of this situation, English is still the predominant language of work in several sectors.

The Mint is very conscious of its responsibility to serve the public in both languages and over the years has developed a sound language policy and

ensured that all its publicity is bilingual. Of its 644 positions, 169 (26%) require a good knowledge of both languages but only 60% of the incumbents meet the language requirements. On the other hand, all its security guards, all its tour guides and nearly all its commissionaires are linguistically qualified.

In recent years, the Corporation's senior management has emphasized the need for bilingual managers and has staffed those positions with personnel who were bilingual upon appointment. Consequently, it has a high proportion of bilingual senior managers and English and French are used on a regular basis at senior levels. In both its Hull and Winnipeg plants, manuals, central and personnel services are available in both languages. However, many internal forms still exist in English only, and supervision and performance appraisals of employees are frequently carried out in English because a number of supervisors are unilingual.

The Corporation employs an equal number of Francophones and Anglophones and both groups are relatively evenly distributed among the various occupational categories. Anglophone participation rates range from 42% in the operational category to 66% in the technical category. A greater effort could and should be made to enhance Anglophone participation.

One complaint was filed against the Mint in 1980. It concerned advertising by the Corporation which was not published in *The Spec*. The matter is still under study.

Royal Canadian Mounted Police

For some time now, the Royal Canadian Mounted Police has put out a considerable effort to meet the requirements of the Official Languages Act. Among its achievements in 1980, we think it worth noting that all branches have been made more aware of the official languages dimensions of the Force's activities, and that a brochure has been published which sets out the duties of members of the Force in this respect. In addition, an increased capability to meet requests for services in French and English has been developed in bilingual regions of the country and an audit programme has been established. However, the RCMP still has much to accomplish, both at Headquarters and in the regions, for the errors brought to our attention in 1980 were caused more by the negligence of the persons involved than by a lack of directives on what measures should be taken.

The RCMP comprises 16,800 officers and men, and nearly 3,500 public servants in 17 administrative units. Only 15% of regular member positions require knowledge of both languages but 24% of the civilian positions are designated bilingual. Barely half the regular members meet the language requirements whereas nearly three-quarters of the civilians do. Although limited, this bilingual capability usually enables the RCMP to communicate with the public in both languages in the National Capital Region, in eastern and northern Ontario and in New Brunswick. However, the situation leaves a good deal to be desired in the other Atlantic provinces and in the West.

Francophone participation stands at 13.3% for regular members of the Force and 19.2% for civilians. These low figures which are explained in part by the fact that the RCMP acts as the provincial police force in a number of majority Anglophone provinces, where Francophone recruitment is limited, but does not play this role in Quebec. The proportion of Francophones in the senior ranks is 12%, a slight decline from last year. Francophones represent 10.4% of all non-commissioned officers, also slightly lower than last year. In civilian positions, Francophone representation stands at 19% in the administrative support category and in the Administration Branch, and at 13.8% in the technical category. All seven scientific and professional employees are Anglophones.

It is virtually impossible to use French as a language of work outside Quebec, certain limited areas in the National Capital Region and eastern and northern New Brunswick. This situation results from the larger number of unilingual supervisors and the rather limited use made of French as a language of work by Francophone regulars of long standing. It should be noted, however, that forms, memoranda, studies and guides of all kinds used at work are available in both English and French, even though central services are not always provided in both languages.

Most of the 25 founded complaints our Office studied last year related to unilingual members of the Force and receptionists, and to forms and posters in one language only. The RCMP was very forthright about these matters and showed a sincere desire to resolve the problems and even to go beyond their solution to detect any systemic problems implied by the complaints.

In sum, the RCMP has laid most of the foundations for its language reform programme. However, low Francophone representation continues to spoil its performance. Some of the reasons for this state of affairs have been outlined above, but it must be recognized that without a better-balanced participation by both language groups, the RCMP will never be fully compliant with the Official Languages Act. It is in this area that the RCMP must take decisive action.

St. Lawrence Seaway Authority

The St. Lawrence Seaway Authority, which operates the St. Lawrence Seaway system, engages in a wide variety of activities such as maritime traffic control, bridge operations and research and development projects. Its overall performance in relation to the use of both official languages is satisfactory.

The services that the Authority offers to the public are usually available in both official languages and concessionaires who run souvenir stands, snack bars, picnic and camping grounds and parking lots are also generally able to provide bilingual service as required. Almost 24% of the Authority's 1,189 employees occupy bilingual positions and some 85% of these are suitably bilingual.

Francophones make up 39% of the staff. Representation in various categories of employment is satisfactory, save for the engineering group where they account for only 15% of the total complement. The Authority would do well to seek a better balance in this category. The language of work in the Eastern Region is largely French while English predominates in the Western Region. Management positions in the Eastern Region are identified as bilingual and staffed with bilingual people while most management positions and most incumbents in the Western Region are unilingual English-speaking. Meetings at Headquarters in Ottawa and Cornwall are usually conducted in English because some participants do not speak French.

One founded complaint, concerning the ability of a concessionaire to provide service in French, was lodged against the Authority this year. It was resolved satisfactorily.

Science and Technology

The Ministry of State for Science and Technology has 150 employees, all located in Ottawa. It is working diligently to consolidate and improve its services in French, and to increase Francophone participation, but cannot afford to be complacent about its present situation.

The Ministry has incorporated specific official languages objectives in the duties of its senior executives. It has developed its own monitoring and evaluation procedures, and has also asked the Audit Services Bureau of the Department of Supply and Services to audit the linguistic aspects of its operations next year.

Its bilingual capability is very good. Although only a quarter of its clientele is French-speaking, two-thirds of its employees are bilingual. Indeed, no less than 35 of them are exempt from language testing because they exceed the highest level normally required of public servants.

The language of internal communications at the Ministry is predominantly English. A survey conducted during the year showed that Anglophone employees used English 90% of their time, whereas Francophones performed only 40% of their work in their mother tongue. A large part of the difference is undoubtedly due to the demands of its clientele, but this does not excuse supervisors from doing more to encourage greater use of French in the preparation of reports and at meetings. The fact that 60% of the Ministry's Francophone employees have received their performance appraisals in English shows that something is seriously amiss.

Francophone participation increased from 28% to 33% in the year. Perhaps more significant than this overall increase is the hiring of another Francophone senior executive and a Francophone senior policy advisor. Francophones now hold 22% of the officer positions, but they are still not represented among the 12 officers in the crucial scientific and professional category.

The one complaint received in 1980 concerned a Francophone who asked for a list of publications and was sent the English version by mistake.

Secretary of State

An audit carried out in 1980 has confirmed past observations that the language situation in the Department of the Secretary of State is generally good. Service in both languages is available in most areas, and employees may generally work in the language of their choice. Although there is a very high overall ratio of Francophone participation, each language group is under-represented in some programme areas.

By and large, the Department has an adequate bilingual capability since, excluding the Translation Bureau, 58% of its 1,200 employees are in bilingual positions, and 88% of these are themselves bilingual. Service to the public is good, particularly in Moncton, Montreal and Ottawa, where demand is high. Elsewhere, officers sometimes have problems providing service in the second language and are assisted either by employees of the translation service or by bilingual colleagues.

There are still serious problems in regional Citizenship Registration offices, particularly in the Toronto area and in the West, a situation which is particularly unfortunate given the symbolic importance of the ceremonies for which they are responsible. Given the number of times this matter has been raised with the powers that be, one can only wonder whether they really intend to do anything about it, especially where Order-in-Council appointments are concerned.

Our audit once again drew attention to the language problems associated with the Department's assistance programmes to service groups, minority organizations, voluntary associations and individuals, in the form of grants and subsidies for projects aimed mainly at the social and cultural development of citizens across the country. Difficulties in this area stem from the fact that, although the Department's official languages plan states that organizations receiving financial assistance should assume the same official languages responsibilities as the Department itself, no action has yet been taken to ensure that this is done.

Although employees may generally use the language of their choice when dealing with their supervisors, a number of issues are still outstanding in the area of language of work. Most middle management meetings are held in English. French tends, however, to be used more often at the senior management level and in the section dealing with official language minority groups. With a few exceptions, directives intended for all staff are bilingual. Most internal policy and research documents are drafted in English and are rarely translated for the staff. Administrative and central services are generally available in both languages.

Excluding the Translation Bureau, Francophones account for 42% of the employees. Francophone participation is very high at the senior management level (10 out of 22, or 45%), in the administration and foreign service category (208 out of 580, or 36%) and in administrative support (299 out of 583, or 50%). On the other hand, Anglophones occupy 24 out of 26 positions in the scientific and professional category and all seven in the technical category. There are also imbalances in certain programmes.

Francophone participation is low in the Native Citizens Programme and in the Women's Programme, and Anglophones are under-represented in the Official Language Minority Groups Programme.

The Translation Bureau, which accounts for some two-thirds of the Department's employees, was not included in our audit since it had been studied a few years ago. Because of the nature of the services it provides, the Bureau has none of the usual language problems of other institutions. It does, however, have a high proportion of Francophones; this is due in large part to the fact that roughly 80% of the translation is from English to French. This year, we examined how a number of departments and agencies used the Bureau's services, and our findings and observations are presented elsewhere in this Report.

This Office received 18 complaints against the Department in 1980, and three are still under study. Ten referred to documents which were either unilingual or contained errors in the French version. One referred to the fact that no French was used during a citizenship swearing-in ceremony. The rest concerned a lack of service in French on the telephone, an advertisement not published in a French newspaper, the priority given to the English version of a bilingual advertisement in a French newspaper, and a lack of courses in French. The Department was generally cooperative in handling these complaints.

Senate

We can only suppose that those in charge of administering the Senate have swept the official languages question under the rug. Virtually nothing has been done to follow up on the recommendations contained in the audit we conducted in 1977. Major weaknesses still exist in terms of language of service to the public and language of work. The fact that Senators are currently scrutinizing the language performance of federal institutions at the hearings of the Joint Committee on Official Languages should encourage that institution to improve its own performance. Failure to do so could result in criticism of the Senate for pointing an accusing finger at others but failing to keep its own house in order.

Although the number of Senate committee rooms equipped for simultaneous interpretation has grown, certain documents are still distributed to committee members in English only. The bilingual capability of the office of the Law Clerk still leaves something to be desired and communications between that office and the French-speaking public are quite often carried out in English. Most portrait captions are still unilingual English even though certain steps were taken in 1980 to add French captions.

Francophones represent 55% of Senate staff (198 out of 340), but are not as well represented at the management level (two out of nine). For the moment, English is the predominant language of work, owing to the limited bilingual capability of several managers. Although employees are generally provided with bilingual work documents, Francophone employees—unlike

their Anglophone colleagues—do not always have access to administrative services in their own language.

The Senate still has a long way to go and should immediately take the first steps along the road to language reform by preparing an official languages plan and policy, by establishing control mechanisms and by more clearly defining managers' responsibilities in this regard. Again we note that all the above-mentioned weaknesses were reported in our *1977 Annual Report*. We hope that our admonitions will not fall on deaf ears again.

Two complaints were filed in 1980. The first related to the appointment of an apparently unilingual person to the position of Assistant Clerk and to the fact that all the Francophone candidates in the competition were interviewed in English. The second referred to an advertisement which *did not appear in a Quebec French-language weekly*. Both complaints are still under examination.

Social Development

The Ministry of State for Social Development, which was recently created to coordinate the activities of federal agencies working in the social or cultural field, had an excellent opportunity to incorporate official languages considerations into the planning stage of its activities. However, our recent audit of the Ministry showed that although the agency managed to attract a large number of bilingual staff, from the beginning, it must still strive to encourage a broader use of French as a language of work, particularly by achieving a better balanced representation of both language groups.

Approximately 85% of the Ministry's 55 positions require a knowledge of both languages—in most cases at the intermediate or superior level—and 95% of incumbents meet the requirements. The Ministry is therefore in a good position to provide service in both languages to its clientele, which is composed for the most part of federal agencies. Furthermore, it has developed its own language policy and intends in the near future to create an internal committee on official languages to be made up of senior officers. It might thus serve as a model for other agencies which, although created much earlier, have not yet established a language policy or created any mechanisms to monitor its implementation.

Unfortunately, there are imbalances in the representation of both language groups among its staff. Francophones comprise one-third of the total staff of 55, with a representation of 25% among officers. However, only two of the 12 members of the senior management category are Francophone. This situation has repercussions on French as a language of work. Memoranda from the personnel and administrative branches, as well as those providing general information, are available in both languages. However, English predominates in the drafting of documents and reports as well as at meetings. Moreover, Francophones do not always receive supervision in their language.

No complaints were received against the Ministry in 1980.

Social Sciences and Humanities Research Council

The Social Sciences and Humanities Research Council is a comparatively new organization which has taken over the responsibility for encouraging research in these areas from the Canada Council. The Council has a 22-member board headed by a president, a 19-member advisory academic panel and 99 employees. It is located in Ottawa and has no regional offices.

With a little fine-tuning in some weak areas, the Council could well become one of the better federal institutions in terms of bilingualism. However, because it currently has no policy on official languages, we suggested in our recent audit report that a comprehensive policy be adopted and distributed to employees.

The public served by the Council consists essentially of applicants for research grants and leave fellowships in the various programmes it administers. Between 16% and 20% of the applications received are in French. Since 95% of the Council's 99 employees are bilingual, it follows that applicants can readily be served in the official language of their choice. The selection committees which evaluate the applications are made up of members from outside the Council drawn from both official language groups: 30% Francophones and 70% Anglophones. Each committee is thus able to appraise applications in either French or English. Publications, brochures, press releases and client application forms are all bilingual, as are telephone reception services.

All memoranda for general distribution, internal circulars and the Council's Financial Administration Manual are bilingual. Central and personnel services are available in both languages, but the Management Systems Division is apparently not able to provide bilingual services at all times. Meetings of the Advisory Academic Panel are conducted in both languages with the aid, if required, of simultaneous interpretation. The same is true for meetings of the Council itself. However, supervision is frequently carried out in the language of the manager, and performance evaluations are not always provided in the employee's preferred official language.

Overall participation tends to favour Francophones, who account for 64 of the Council's 99 employees. This is probably the result of the Council's requirement that employees be bilingual when hired. Nevertheless, the proportion is out of balance for an agency of this sort and we have therefore recommended that the Council make a greater effort to recruit an adequate number of Anglophones.

Two complaints were lodged against the Council in 1980. In the first case, an Anglophone who telephoned the Council was unable to obtain service in English, while the other complaint related to unilingual English job descriptions and other language-of-work matters. Both complaints are still under study.

Solicitor General

The Ministry of the Solicitor General consists of a Secretariat and three agencies: the RCMP, the Correctional Service of Canada and the National Parole Board. Each of the agencies manages its own official languages programme and is dealt with separately in this Report.

The Secretariat, which has 180 employees, is responsible for the development and coordination of Ministry policy. It consistently produces its publications, press releases and copies of speeches in both official languages, and replies to communications from the public in the language of the correspondent. Unfortunately, that is about all we can say in its favour at the present.

Indeed, our audit this year found that its official languages programme had virtually come to a standstill as the result of a staff re-organization. Its official languages committee seldom met during the year, and the coordinator's position was vacant. The plan it submitted to Treasury Board contains very little to fire the imagination, and its policy still awaits the executive committee's authorisation.

Although three-quarters of the Secretariat's employees are able to deal with straightforward matters in either language, few of them can carry on technical discussions in French. Only 11 positions require a high level of competence in both languages. The Secretariat clearly needs a greater number of fluently bilingual people on its staff, but paradoxically the levels of 30 positions were lowered during the year while the levels of only three were raised. The result is that committees and meetings involving French-speaking organizations or individuals usually have to conduct their business in English, unless simultaneous interpretation happens to be available.

The Secretariat's employee turnover is high, and it has difficulty replacing Francophones who leave. In the past three years, Francophone participation has dropped from 32% to 24%. A greater effort must be made to retain the Francophones it has on staff and to seek new recruits. This means encouraging the use of French alongside English in all aspects of its work, making central services more readily available in French, and adjusting reporting patterns so that Francophones can be supervised and have their performance assessed in their own language. These measures, incidentally, would also stimulate Anglophones to improve their skills in French.

The one complaint we received in 1980 stated that the job descriptions for bilingual positions and the accompanying organization chart were provided in English only. This complaint was still under study at the time of going to press.

Statistics Canada

Despite certain difficulties, Statistics Canada is quite well organized in terms of the services it offers to the public. Almost 44% of its 4,226 positions are classified bilingual and 81% of the incumbents meet the language require-

ments. Nevertheless, weaknesses are still evident in surveys carried out on a face-to-face basis because the language preferences of the survey staff take precedence instead of those of the public. Moreover, the agency has not yet implemented the changes recommended in our 1978 audit report with respect to Francophone representation and the use of French as a language of work.

Although most manuals and documents used by employees are available in both official languages, major difficulties still exist with respect to the use of French in internal communications and for supervision. This is explained in part by the fact that many supervisors are unilingual and in part by the absence of monitoring by more senior levels of management.

Francophone under-representation in the scientific and professional category (14.8%) and in the executive category (15.4%) is offset by an overall representation of 31.7%. Although the staff of regional Statistics Canada offices is small, Francophone participation is low in all regions outside Quebec with the Anglophone community under-represented in Quebec. The agency must attack this problem directly and take concrete corrective measures.

In 1981, Statistics Canada will conduct the decennial Census and it is possible that bad planning could give rise to infractions of the Act. The agency does not intend to use bilingual questionnaires and census personnel will be bilingual only in enumeration sectors where there is an official language minority representing 10% or more of the total population. (An enumeration sector is the territory covered by a single enumerator and contains between 150 and 400 dwellings.) In unilingual enumeration sectors, even in bilingual cities and regions, enumerators will provide French or English questionnaires depending on the information they obtain about which language is used by the majority of residents in each sector. This means that in certain cases the heads of official language minority families will not receive questionnaires in the language of their choice and will have to obtain one from local Statistics Canada offices. The agency would do well to develop a procedure which is more respectful of taxpayers' rights.

The complaints we received this year (67 as compared with 13 in 1979) reflect some of the above-mentioned problems. Some were minor (unilingual rubber stamps and posters, English forms sent to Francophones) and some were more serious (unilingual commissionaires and telephone reception, and unilingual communications addressed to groups of employees). All were given careful attention. However, the Department does not appear to have effective control mechanisms for memoranda and signage and the problem of unilingual security personnel has not been permanently settled. Thirty-seven complaints were still under review at the end of the year.

Supply and Services

The Department of Supply and Services is, so to speak, the Government's major-domo. It purchases and supplies goods and services, pays the bills, keep records and provides administrative counsel as required. Seventy per

cent of its 9,721 employees work in the National Capital Region and the rest are located in regional offices in all provinces as well as in the North and abroad. Its overall performance in relation to language reform is good but there is still room for improvement in terms of the equitable representation of Anglophones and Francophones and the use made of French in the workplace.

The Department provides generally satisfactory bilingual services to the public at large and to public servants. Slightly more than 34% of all positions require a knowledge of both official languages and 85% of the incumbents meet the requirements of their positions. However, a surprising 40% of these positions require only the lowest level of knowledge in French, which is hardly conducive to carrying an effective workload in that language.

Although Francophone participation is quite high in overall terms (37%), it is weak in the executive category (20.3%) and in certain services such as Supply Administration, notably in the scientific and professional category (0%), at senior levels in the financial administration (10%) and purchasing and supply (12%) groups and at senior levels in the technical category (0%). Anglophone representation is low in the administrative support and operational categories. Plans are afoot to correct these shortcomings, notably by means of special recruitment efforts at junior levels in supply administration.

Manuals and other work-related documents are available in both official languages, except for some data-processing manuals furnished by equipment suppliers and some job descriptions. Central and personnel services are available in the preferred official language of employees. French nevertheless is not used as widely as it might be as a language of work at Headquarters because of the limited language skills of many supervisors.

The emphasis of the Department in the coming months will be to provide better information to employees on language matters, to integrate more fully official languages considerations in the normal programme planning process and to refine monitoring mechanisms. These are commendable efforts which are in keeping with the recommendations of our 1977 audit report. However, there is a need for additional steps to foster the use of French as a language of work, particularly in the National Capital Region.

Twenty-one founded complaints were lodged against the Department this year. They covered such matters as telephone reception, language precedence on stationery and errors in forms and in the choice of language in correspondence. The Department's cooperation in resolving these problems was very good.

Supreme Court of Canada

Both symbolically and in terms of the ramifications of its decisions, the Supreme Court is one of the most important of our national institutions. It ought therefore to be in the forefront of the effort to achieve lasting

language reform. With respect to language of service, the Court's performance is quite good, but there are weaknesses in the area of language of work and in participation.

Of the Court's 63 positions, 42 are bilingual, and 92% of the incumbents meet their language requirements. Consequently, services to the public, such as telephone reception and guided tours, are provided in both French and English. Formal judgments are brought down in both languages, but reasons for judgments are usually in the author's tongue and are subsequently translated for the reports.

The Court is having difficulty establishing French as a language of work. It admits to being weak with respect to the provision of internal bilingual services by its Personnel and Finance Administration Branches. Meetings are still held predominantly in English, and there are problems in the area of supervision. As a rule, performance evaluation reports are prepared in English. Concrete steps should be taken to correct these anomalies.

Overall participation of the two language groups is 51% Anglophone and 49% Francophone. In the administrative and foreign service category, Francophone participation is 63%, while among professional personnel the proportion is 50%. These figures tend to be a little out of balance and suggest that the Court should make a more concerted effort in future to recruit an adequate number of bilingual Anglophones.

Two complaints were received last year against the Supreme Court; one concerned telephone reception in English and the other referred to a unilingual English date stamp on an envelope. Prompt corrective action was taken in each case.

Teleglobe

Teleglobe Canada has improved an already strong official languages performance by taking measures to correct the few deficiencies we pointed out in last year's Report.

Over half of the Corporation's approximately 1,400 positions require a knowledge of the two official languages and 90% of the incumbents are able to function in both French and English. Teleglobe is therefore well equipped to deal with its rather specialized clientele, which consists largely of business concerns and governments as well as suppliers of goods, services and equipment. The Corporation has few contacts with the general public, but these too are ably dealt with in both official languages. All of Teleglobe's publications are bilingual.

Francophone representation increased by two percentage points to 47% in 1980, and French speakers are well represented in all employment categories. In the language-of-work area, the Corporation's performance is quite impressive.

Employee appraisal reports are usually prepared in the employee's preferred language, and steps have been taken to ensure that this practice continues. All work documents, including new computer print-outs, are available in both languages. A number of the older print-outs have been phased out, but the translation of the remainder will be completed by 1983. Last year we noted that French was not used as much as it might be in the engineering and scientific sectors. The Corporation has taken a number of steps to correct this deficiency.

Teleglobe was the object of two complaints in 1980, one of which proved to be unfounded. The other, concerning a unilingual French Teleglobe logo, is being investigated. An earlier complaint on the same subject has not yet been resolved.

Transport Canada

Although some improvements were made to the concessionaire services at major airports, 1980 was generally lacking in positive developments for the Ministry of Transport. Most of the weak areas cited last year in both the service and language-of-work sectors still persist, and the Ministry failed to reach its target increase of 1% for overall Francophone representation.

Over 87% of the Ministry's approximately 4,500 bilingual positions are filled by employees who meet the necessary language requirements. In spite of this, bilingual telephone-answering services in the National Capital Region, while improved, are not always adequate. It is our understanding that henceforth the Ministry will conduct periodic surveys to ensure that all units are kept on their toes in this regard.

The Ministry has, however, attempted to improve the bilingual services offered to the public by concessionaires at airports (lunch counters, restaurants, tobacco stores, etc.). At present, 75% of its contracts with concessionaires contain an official languages clause relating to staff and printed matter. This particular clause is automatically incorporated into new contracts. Last year, the Ministry reviewed concessionaire services at Toronto International Airport and has been agonizing over ways to improve their effectiveness. Its study revealed that many of the Toronto concessionaires were either ignoring their responsibilities or were unaware of the need to offer bilingual services to the travelling public. It also demonstrated that an official languages clause in a concessionaire's contract amounts to very little unless the Ministry takes steps to ensure that it is respected. The study provided for a detailed implementation plan which the Ministry is still working on.

Some progress was also made with respect to services provided at airports by commercial air carriers. Negotiations with the latter are continuing and have so far resulted in a commitment by most of the commercial carriers to supply the Ministry with plans relating to the provision of bilingual services.

Notwithstanding the Ministry's plans to increase the percentage of its French-speaking employees, the figure remained identical to last year's—22.5%. Improvements in the technical and scientific and professional categories would result in a satisfactory overall percentage since Franco-phone representation in the other categories is adequate.

As a general rule, supervision at Head Office and in bilingual regions is provided in the language chosen by the employee and a monitoring system is being put in place to ensure that supervisors carry out the Ministry's policy to this effect. Employees in the Quebec region generally work in French, but have to communicate with Headquarters mainly in English. This is a problem we highlighted in last year's Report and which the Ministry does not appear to be willing to tackle.

Ninety-five percent of the Ministry's working documents have now been translated and administrative and personnel services are increasingly available in both official languages. All courses at the Coast Guard College are now available in French, but some of those offered at the Transport Canada Training Institute at Cornwall will not be available in that language until the summer of 1982.

Transport Canada was the subject of 57 valid complaints in 1980. Several concerned the lack of bilingual safety announcements in French on commercial flights. These particular complaints were brought to the Ministry's attention because air safety, by virtue of the Aeronautics Act, is the responsibility of the Minister of Transport. In its reply, Transport Canada stated that "the requirement for bilingual safety announcements on every flight could not be justified on grounds of safety alone because in order to provide complete passenger understanding, such announcements would have to be multilingual". We find it hard to understand why the Ministry would argue that, since safety announcements cannot be provided in many languages, there is no need to make them in Canada's two official languages.

The other complaints dealt with signage, written communications in the wrong official language, poor quality French-language texts, unilingual telephone reception, and unilingual inscriptions and service provided by concessionaires and commercial air carriers at airports. About half of these were resolved in a satisfactory way by the end of the year.

Treasury Board

In spite of its role in the management of official languages matters for the whole public service, the Treasury Board Secretariat is far from being a trail-blazer in its own internal operations. The major weaknesses described in last year's Report have yet to be corrected. The accountability of managers has not yet been clearly established, and no adequate control mechanisms are in place to ensure that the official languages programme is efficiently implemented. While the Secretariat is generally capable of providing service in both languages, English is clearly the predominant language of

work. Finally, although the overall ratio of Francophone participation is rather high, most Francophones are employed in the administrative support area.

In order to answer the need to provide service in both languages, 76% of the Secretariat's employees occupy bilingual positions, and 87% of the incumbents are bilingual. Aside from dealings with unions and insurance companies, the Secretariat has practically no direct contact with the public. Other federal institutions make up the bulk of its clientele.

There are as yet no clear guidelines concerning communications with other departments and agencies. This unacceptable situation, which was brought to the Secretariat's attention in both our 1973 and 1980 audits, has caused it to be traditionally viewed—and quite correctly so—as a predominantly Anglophone institution. Such obvious and correctable weaknesses as unilingual telephone reception services persist and should be corrected without further delay.

French is used infrequently as a language of work except in the Official Languages Branch and in some sectors of Personnel. A recent language use survey conducted within the Board revealed that approximately 35% of both English- and French-speaking employees would welcome more frequent use of French at meetings. Such being the case and considering the high proportion of bilingual employees, one wonders why French does not play a greater role. In some branches, supervision and performance evaluations are carried out in English regardless of the employee's preferred language. A major stumbling block for those wishing to work in French is the fact that much of the documentation received from other departments is available only in English. The Board should definitely encourage departments to submit material in both languages.

The high proportion of Francophones within the organization (35%) is explained by the fact that they account for 55% of all clerks and secretaries. There are also imbalances in representation throughout the various branches. At the time of our more recent audit, for instance, there were no Francophone officers in five sub-units of the Programme Branch. On the other hand, in the Official Languages Branch, Francophones have pride of place and Anglophones account for only 39% of the total complement.

We cannot emphasize too often that the central agencies must set the example if the rest of the Public Service is to improve its performance. The Treasury Board Secretariat has a long way to go in this regard.

Six complaints were brought against the Secretariat this year. One concerned a lack of service in French at the reception area while the other five referred to unilingual job descriptions and eligibility lists.

Veterans Affairs

The Department of Veterans Affairs is currently located in Ottawa, but a move to Charlottetown is to be completed in 1983. The Department also has

five regional and 31 district offices and a total complement of close to 4,000 employees. In addition, it handles official languages matters for the Canadian Pension Commission, the Bureau of Pensions Advocates, the War Veterans Allowance Board and the Pension Review Board.

We noted last year that the move to Charlottetown would very likely create difficulties of a linguistic nature. As the date draws nearer, the problems are coming more and more into focus. Almost 83% of the present headquarters staff will not be moving to Charlottetown, and that number includes most of the Department's bilingual employees. To minimize the impact of the move, the Department is determined to staff as many positions as possible on an imperative basis and has developed information and recruitment plans to that end. Only time will tell, however, whether these efforts prove successful.

Some 26% of the Department's employees are in bilingual positions, with 72% of the incumbents bilingual. As we noted last year, the Department is not as well equipped as it should be to provide service in both languages, particularly in Veterans Services, the Bureau of Pensions Advocates and the Pension Review Board. On the other hand, departmental surveys indicate that the demand for service in French is low. It will be important to ascertain, however, whether the low demand is not the result of a lack of spontaneous offering of service in that language. In Saint John, New Brunswick, for example, the Department cannot always guarantee bilingual services, and the Canadian Pension Commission has problems with reception service and correspondence in French. This situation is particularly critical since Saint John services all of New Brunswick, including the Francophone areas in the north.

Much still has to be done in the area of language of work. Outside Quebec, French is seldom used, and meetings at Headquarters and in the regions are generally held in English. A number of Francophone employees work in English because their supervisors are unilingual Anglophones. Over 25% of supervisors in bilingual positions are unilingual. On the other hand, most work documents are bilingual, except for some computer reports and directives.

Francophones represent 37% of the total staff. This rather high figure is due to the fact that they make up 61% of the operational category. The figure drops considerably at the senior management level (8%) and in the administrative and foreign service category (18%). Distribution on a regional basis is generally good except in New Brunswick where Francophones represent only 9% of the staff. The move to Charlottetown will probably make it easier to increase the number of English-speaking employees in the operational category. On the other hand, the Department will have to work hard to increase Francophone representation among senior managers and in the administrative and foreign service category.

Our Office received 13 complaints concerning the Department in 1980, and ten were resolved. Most dealt with unilingual correspondence and documents. Five concerned the Canadian Pension Commission, four of which

dealt with medical services provided to Francophones through its office in Saint John. The Department showed cooperation in its handling of all complaints.

Via Rail

Language reform at Via Rail continues to progress very slowly. In spite of several positive steps taken last year, the quality of service in French on trains is unsatisfactory all across the country, even on runs crossing Quebec, New Brunswick and Eastern Ontario. This thorny problem will probably persist as long as Via Rail gives priority to the seniority principle when allowing staff to choose their runs. All too frequently, unilingual crews are the inevitable result.

Rigorous application of the seniority principle and recent staff layoffs have even brought about a reduction in bilingual staff in Quebec. This is a completely unacceptable situation and it is essential that Via Rail staff its trains, within a reasonable period of time, with sufficient bilingual personnel to meet the demand for services in both languages on all runs. On a positive note, it is worth observing that the Corporation has now created an internal committee responsible for the preparation of proposals for submission to the unions.

Fortunately, Via Rail's language situation is not all gloom and doom. The Corporation has taken several steps along the lines suggested in the recommendations of our 1980 audit report. It has consolidated the role of the committee responsible for implementing language policy and has more precisely defined the official languages objectives of middle management. The use of new hiring procedures has facilitated the recruitment of bilingual employees, and as a result the proportion of bilingual persons hired during the first half of 1980 was 78% in the Maritimes, 82% in Quebec and 20% in the West and in Ontario.

Via Rail's performance in terms of publications and correspondence has also been satisfactory. Theoretically at least, reservation and information services have now been made available in both languages through the introduction of the *Reservia* computer system. It appears, however, that the system has not yet been perfected since we continue to receive complaints about services offered at train station wickets.

Employees are generally provided with administrative and personnel services in both languages, and documentation distributed by Headquarters is bilingual. French is used regularly at Via Quebec, but English predominates at Headquarters and in the other regions. Anglophones represent 78% of Via's entire staff and Francophones, 22%. The latter represent 30% of managerial and support staff, but only 20% of unionized employees and only 16% of on-board personnel. It is clear that in these circumstances the level of bilingual services provided to passengers is likely to leave something to be desired.

Forty-six complaints were received against Via Rail in 1980. Many of them concerned the lack of French services on trains and the absence of advertisements in French-language weeklies. Via Rail's cooperation was generally good, although the Corporation was somewhat slow in settling certain complaints.

Appendices

**PRESENTATION BY THE COMMISSIONER
OF OFFICIAL LANGUAGES TO
THE SPECIAL JOINT COMMITTEE
ON THE CONSTITUTION OF CANADA**

I thank you for this opportunity to appear before you, and to join with you in these most important discussions. I shall try to be brief, and I shall of course confine myself to those sections of the Resolution which deal with language rights.

With your permission, however, I should like to begin with one or two more general comments.

As one who is responsible to Parliament for the administration of a law relating to language, I have been struck by the extent to which legislation has meant real progress in this area of fundamental rights. There are those who question the capacity of any parliament or legislature to "legislate morality" as the saying has it. Be that as it may, I think our own experience here in Canada these last eleven years, since the adoption of the Official Languages Act, has shown that it is possible to make substantial advances by means of legislation. However imperfect the instrument we have come up with—and my office is the first to draw attention to its imperfections—Parliament can take pride in the Act and in the essential reforms which it has brought about.

But if this is so, why not leave it to Parliament on this occasion—or rather to the eleven legislatures? In other words, why entrench constitutional language rights, why cut off the legislative power to change a situation for the better? I think all members of this Committee are well aware of the answer. It is because the legislative record has simply not been good enough. Who is there around this table who can really say that in the soon-to-be 115 years since Confederation, either the federal parliament or the provincial legislatures have acted consistently to protect the official-language minorities?

The fact is that neither federal nor provincial actions over the last decade or so should blind us to the historical record of neglect and suppression which has brought those communities to the precarious condition in which they find themselves. Moreover, it takes nothing away from the more recent efforts of governments to correct past wrongs to suggest that those efforts would only be reinforced by entrenching guarantees without which official-language minorities are too much at the mercy of shifting political and administrative winds.

Beyond these very practical considerations in favour of entrenchment there are, I believe, symbolic reasons which go to the heart of our situation as a Canadian nation. For better or for worse, language has always been a matter of concern in this country. For worse, because it has too often been the cause of deep and painful divisions; for better, because at times it shows itself a source of richness in diversity that is the envy of other nations. It is precisely because of this symbolic dimension, which will profoundly affect our national cohesiveness in the future as it has in the past, that we need to keep what Premier Blakeney has called the "Confederation Bargain", by seeing to it that language rights are clearly and unequivocally recognized in our fundamental, constitutional law.

These are the reasons—or the main ones—why I favour entrenchment, why I very much favour it. If therefore I am here today to discuss the merits of the proposed Resolution, it is not because I disagree with the basic principles underlying the Government's proposals. It is rather to ask you to look at the wording as carefully as you can to see whether the text is acceptable as it stands.

Let us consider the major clauses in turn, first of all sections 16 to 22, which, as you know, deal with the status of English and French as the Official Languages of Canada.

To the extent that they confirm and enshrine certain basic tenets of the Official Languages Act, I naturally endorse these sections. However, I believe they contain a number of weaknesses, some technical, some more substantive, and I want to look at them with you in the hope that you may see fit to recommend changes when you report to Parliament.

The Resolution before us is no doubt the fruit of compromise and hence is as remarkable for what it leaves out as for what it includes. So far as official bilingualism at the provincial level is concerned, it simply perpetuates the status quo.

Continued

The rights pertaining to language use in the courts and legislatures in Quebec and Manitoba provided by Section 133 of the B.N.A. Act and by Section 23 of the Manitoba Act are maintained. But what of Ontario and New Brunswick? The Resolution as drafted extends no such constitutional protection to them. Yet more than 90% of the Francophones outside Quebec live in these provinces and there is little difference between their combined minority populations and the official-language minority population of Quebec. Why then perpetuate this obvious imbalance? If the Resolution as a whole attempts to avoid a checkerboard Canada, why carry forward this particular inequity?

New Brunswick, we know, is ready to accept constitutional provisions relating to the courts and the legislature, in accordance with the basic principles of its own Official Languages Act. This leaves Ontario as odd man out. Can we really accept, especially when we know that such arrangements would not impose an intolerable burden on anyone, that the province with the largest Francophone minority of all should simply be omitted from a constitutional requirement to respect the French language in the legislature and the courts? What kind of constitutional rights are we talking about that apply to one official-language minority but not to another, to one province but not to its neighbour?

A further and major omission in the matter of the courts is the right to a criminal trial in the official language of one's choice. Section 19 entrenches the right to one's choice. Section 19 entrenches the right to use either language in courts established by Parliament, and Section 21 confirms the existing constitutional right to use them in the courts of Quebec and Manitoba. But beyond this, it ought to be a basic principle of justice in Canada that an accused person in a criminal case has the right to a trial in his own official language.

I am of course aware that Parliament amended the Criminal Code in this direction some two years ago and that the new provisions have been implemented by provinces like Ontario and New Brunswick. Is this not all the more reason, however, for them to be clearly enshrined in the constitution, at least with respect to those provinces in which by far the largest proportion of the minority resides?

On a more technical plane, I should also like to take issue with what I feel are deficiencies in Section 20 which, while it is inspired by the wording of the Official Languages Act, changes it without improving on it. In fact, it introduces a certain vagueness that to my mind can only hamper the objective of making government services as widely available as possible in both official languages.

The Official Languages Act gives the public the right to communicate with and receive services from federal institutions in English or French:

- a) in the National Capital Region;
- b) at any head or central office anywhere in Canada;
- c) at each principal office within a federal bilingual district;
- d) in other locations where there is significant demand; and
- e) anywhere in Canada and abroad where the travelling public is concerned.

The Resolution grants the public that same right with respect to services from:

- a) any head or central office; and
- b) any other office "where that office is located within an area of Canada in which it is determined, in such manner as may be prescribed or authorized by Parliament, that a substantial number of persons within the population use that language".

I will not take up the Committee's time trying to explain how it has come about that there are no bilingual districts established under the Official Languages Act. I would only observe that, whatever the political acceptability of bilingual districts may be, their absence has, in my view, hampered rather than expedited fulfilment of Parliament's wishes as reflected in the Act, and that the considerably vaguer nature of the wording proposed in the Resolution is not likely to improve the situation.

Continued

Turning to the vital area of education, we can, I think, take heart that Canadians are increasingly accepting in every part of the country the principle that minority-language children have the right to be educated in their own official language. Even some opponents of entrenchment are apparently prepared to make an exception for minority-language education rights. It is therefore natural that any constitutional document should reflect this widespread consensus.

The present Resolution does so, of course, and I am glad to see the principle recognized, even though I have serious reservations about Section 23 as it is now drafted. The problems I see with the present formulation are essentially the qualification of citizenship and the criterion of sufficient number. To these may be added the further observation that Section 23 offers no guarantee to the minorities regarding the administrative control of their own educational institutions.

I am already on record as favouring the widest possible parental freedom with respect to schooling in English or French.

What is more, I expect that most of those engaged in the language debate would be prepared, in an ideal world, to endorse freedom of choice. But unfortunately we do not live in an ideal world. And in Canada as we know it—not just in Quebec I might add—the realities of linguistic use and the way in which the relative positions of our two official languages are perceived are such that full freedom of choice is probably not practicable in the immediate future.

But having accepted this, I believe we should also accept that the less we circumscribe parental freedom the better. The mother tongue criterion already represents one such limitation; the question is whether we need another in the form of a citizenship qualification which would deprive the landed immigrant of an important individual freedom.

If for a moment we can shut out rhetoric and statistical half-truths and ask ourselves what would be the likely effect of offering immigrants as well as citizens a choice of official language in education based on the mother-tongue qualification, the result, in my opinion, will be a great deal less alarming than we are sometimes led to believe. In other words, I am not convinced that a system of minority-language education based on this criterion would be either a significant threat to the future of French in Quebec or overly difficult of application. And to the extent that this is so, I submit, the further requirement of citizenship is neither necessary nor desirable and can only cast grave doubt on the status of any "fundamental right" as either fundamental or a right.

Finally, I might add that the citizenship qualification, particularly when taken in conjunction with the mobility provisions set out in Subsection 2 could give rise to a number of practical difficulties. There could, for example, be families in which one child would have no right of access to an official-language minority school (because his parents were not citizens when the time came for him to go to school) whereas a younger brother or sister would have that right. There could also be immigrant families going directly to settle in a province where their children would not have access to such schools, whereas their relatives or former neighbours would have the right because they had had their children in school in another province. These may look like minor concerns which are unlikely to arise very often, but I suggest they could bring about some very severe human problems which constitutional draftsmen would do well not to ignore.

On the subject of sufficient number, I have been struck not only by the inclusion of this provision as by the way it has been formulated. Citizens "have the right to have their children receive their primary and secondary school instruction in that minority language if they reside in an area of the province in which the number of children of such citizens is sufficient to warrant the provision out of public funds of minority language educational facilities in that area".

As I have suggested, the purpose of a constitution is to enshrine in broad but unambiguous terms those fundamental and generally applicable principles which we hold to be important.

Continued

The provision I have just read seems to me to miss the mark on several counts:

- 1) it clearly sets out to distinguish between those who can and those who cannot enjoy this right;
- 2) the more words are added for greater precision (e.g. "warrant the provision out of public funds of minority-language educational facilities in that area"), the more they suggest new problems of interpretation; and finally,
- 3) it suggests that minority-language education may sometimes cost more than our society can or wishes to pay.

The first objection has to do with limiting what is ostensibly a basic individual right; the second is based on a suspicion of too much fine print; but it is the third which touches the heart of the matter. Given modern technologies, given our experience in providing special education, given a modicum of ingenuity and administrative will-power, how many situations are there in Canada where the cost of minority-language education would prove prohibitive, however small the numbers?

I am not sure I know whether providing "educational facilities in that area" would cover bussing or TV or correspondence courses, or whether an area may be as small as a school district or as large as a province. My point is simply this. If it is possible in this day and age, as I believe it is, to give these terms a generous interpretation in any particular case, why then include them at all as a general statement? Why put them in a constitution? If, on the other hand, someone is out to protect the state from outrageous demands by otherwise responsible parents, then we should in my view be asking ourselves very seriously whether that is what constitutions are for.

In conclusion, Mr. Chairman, I should like to observe very simply that language rights are similar to other fundamental rights in that they limit the power of the state to encroach on the liberty of the individual. Indeed, other such rights often do not mean much unless one is allowed to live in one's own language. In this sense, of course, they have another dimension as well, for they also create the conditions in which languages and the cultures they express can flourish in dignity and without fear of assimilation.

Are the language provisions in the Resolution before us likely to bring about such conditions, while at the same time protecting English and French-speakers from possible encroachments by the state? The answer, I believe, is yes and no. I am glad they are there, but I wish they were better. I wish they were more generous and open, and less mindful of political considerations and social apprehensions.

It is in this sense that I believe that significant improvements can be made to the present text without risking undue trauma to the body politic, and I urge you in your work over the next few weeks and in your report to Parliament to try to bring those changes about.

Ottawa, November 17, 1980

AMENDMENTS PROPOSED TO THE OFFICIAL LANGUAGES ACT BY THE COMMISSIONER

The Official Languages Act was proclaimed in force on September 7, 1969. In the ensuing decade the Act has served well, on balance, as a legal instrument to assist in the promotion of language reform in Canada. However, certain provisions have proven to be ambiguous, and ten years of experience have served to indicate that it might be more effective if it contained a small number of additional provisions.

The Government of the day indicated in the Throne Speech of October 1977 that it recognized the need for certain amendments to the Act, and that it intended to introduce an amending bill into Parliament at an early date. However, this was not done.

Following is a brief list of amendments¹ which the Commissioner of Official Languages believes should be made to the Act. For the most part, they have been proposed to Parliament in past Annual Reports.

Priority of the Official Languages Act

The few judicial decisions in which the Act has been at issue over the past decade have served to indicate that some confusion exists as to the status to be afforded it vis-à-vis other federal statutes. This confusion could be dispelled if it were amended to contain a clause, such as that in the Canadian Bill of Rights, which would assign priority to the provisions of the Official Languages Act—unless it were expressly declared by Parliament that a particular statute should operate notwithstanding the Official Languages Act.

Status of Section 2 of the Act

The declaration of the equal status of French and English as the official languages of Canada contained in Section 2 of the Act is the cornerstone on which the whole statute and the policies of language reform are built. However, in two separate actions before the courts, some of Canada's most eminent judges appear to have disagreed as to the exact status of the section in question.

Chief Justice Deschênes of the Quebec Superior Court, in the 1976 decision of *Serge Joyal v. Air Canada*, was emphatic that Section 2 was more than a declaration. That decision is currently under appeal, in part because a subsequent decision in the Federal Court of Canada, in the case of *Les Gens de l'Air v. The Honourable Otto Lang and the Attorney General of Canada* seems to be based on the view that the declaration of rights in Section 2 of the Act is merely an introductory declaration and is not enforceable *per se*.

The confusion surrounding the status to be afforded Section 2 of the Act might be dispelled by the addition of wording which would make it clear that Section 2 is meant to be more than a declaration of linguistic policy. If, on the other hand, it is Parliament's intention that Section 2 should be regarded strictly as an introductory declaration, then an additional section should in our view be added elsewhere in the Act which would give rise to enforceable rights pertaining to the issue of language of work, as is already the case with respect to the language of service to the public. Following careful consideration of this question, the latter option appears to us to be preferable.

Language of Work

As noted above the Act is quite precise as it relates to the subject of the language in which federal institutions must serve the public, but it is less clear on the related issue of language of work for federal employees. Section 2 of the Act states in part that "The English and French languages... possess and enjoy equality of status and equal rights and privileges as to their use in all the institutions of the Parliament

¹ This is an abridged version of a text submitted to the Special Joint Committee on Official Languages.

Continued

and Government of Canada” (emphasis added). However, the sections of the Act which follow, while involving specific and detailed provisions on the language of service issue, are silent on the subject of language of work.

Partly in recognition of the inadequacy of the Act on the subject of language of work, Parliament adopted the 1973 Resolution on Official Languages in the Public Service of Canada. We believe that the Official Languages Act should be amended to reflect in statutory language the fundamental concept approved by Parliament at that time, which was:

...that public servants should, as a general proposition and subject to the requirements of the Official Languages Act respecting the provision of services to the public, be able to carry out their duties in the Public Service of Canada in the Official Language of their choice.

We believe that general proposition should be extended to all federal employees, including employees of Crown corporations, as well as public servants employed pursuant to the Public Service Employment Act.

Scope of Jurisdiction— Crown Corporations and Mixed Enterprises

It is clear that the Act applies to all institutions of the Parliament and Government of Canada, including Crown corporations. However, it is less clear whether it covers their subsidiaries. The status of the latter should be clarified by an amendment to the interpretation section of the Act (Section 36) which would add the words “...and its subsidiary corporations” following the words “Crown corporation”.

It has also been the subject of some debate over the past decade as to whether the Act applies to so-called mixed enterprises, such as Telesat and the Canada Development Corporation, which are not Crown corporations, but which are controlled by the Federal Government through share or debt ownership—usually for a particular reason of public policy.

We believe the Act should be amended to make it clear that mixed enterprises that are controlled by the Federal Government are subject to its provisions.

Conduct of Investigations— Public Hearings

The Commissioner of Official Languages performs the dual role of linguistic ombudsman and linguistic auditor. In performing the function of linguistic ombudsman, he responds for the most part to complaints from members of the public concerning federal institutions. The sections in the Act empowering him to perform this role were adapted from the Act of the New Zealand Parliament which established the Office of the first Parliamentary ombudsman in the Commonwealth. Most provincial ombudsmen in Canada enjoy a very similar legislative base, and for the most part those statutory provisions have worked quite well.

We believe, however, that Parliament should review the injunction in subsection 28(1) of the Act which reads:

Every investigation by the Commissioner under this Act shall be conducted in private.

Continued

The requirement to conduct investigations in private is intended primarily to protect the complainant and this protection should of course be retained. However, in many instances the complainant does not feel the need of such protection, and would gladly consent to the conduct of an investigation through a public hearing process should this be considered to be a more efficient method of conducting an investigation.

The enabling legislation for certain of the provincial ombudsmen in Canada has been amended to allow them to conduct public hearings to aid in their investigation of particular complaints. We believe it would be useful if the Commissioner were given similar discretionary powers to allow him to more efficiently perform his role of linguistic ombudsman.

Linguistic Auditor— Special Studies and Reports

Special studies are designed to go beyond the investigation of complaints and to evaluate the efforts of various federal institutions in implementing official languages policies in their day to day operations. The Commissioner's Office is also called upon from time to time to make an independent assessment of particular contentious situations involving linguistic rights within a federal institution, and to prepare a specific report on its findings.

Under reporting procedures provided for in the Act there is no clear statutory authority to publish such studies and reports in a timely fashion. We believe that it would better reflect the practice developed since 1970 if the Act were amended by the addition of a section which would clearly reflect the Commissioner's role as an auditor of the linguistic performance of federal institutions.

Statutory Immunity from Legal Proceedings

Although Parliament has granted the Commissioner of Official Languages a high degree of independence and considerable investigative authority, the Commissioner and his staff do not enjoy statutory protection from legal proceedings. We believe it would be appropriate, and in keeping with similar provincial statutes, if the Act were amended to provide the Commissioner and his staff with immunity from suit in legal proceedings arising from the performance of their statutory responsibilities, and non-compellability as a witness in other legal proceedings with respect to matters that have come to their knowledge in the course of pursuing their duties under the Act.

The Commissioner of Official Languages and the Auditor General

The Auditor General and the Commissioner of Official Languages are servants of Parliament and, as such, are independent of the Government of the day.

Since the adoption of the Official Languages Act, the independent status of the Auditor General has been reaffirmed by the 1977 Auditor General Act which, among other things, establishes him as a "separate employer" who can manage the personnel and financial affairs of his Office, and who can contract for professional services, with considerable freedom vis-à-vis the Treasury Board.

Continued

It is not our intention to suggest that our Office has had anything other than fair treatment at the hands of the Treasury Board over the years. Nevertheless, in principle, it is anomalous that the Commissioner and his staff should be called upon to evaluate and criticize the performance of Government agencies (including the Board) and at the same time be subject to the Government's approval of his budget, staff and so forth.

We believe as a result that consideration should be given to amendments to the Official Languages Act which would ensure more clearly and explicitly the independence of the Commissioner and make him more directly responsible to Parliament with respect to financial and personnel affairs.

When the Official Languages Act was adopted, the Commissioner of Official Languages' salary was fixed at an amount which at that time was equivalent to the salary of the Auditor General. This situation was also altered by the 1977 Auditor General Act, and we believe that the original parity of the two salaries should be re-established by similar amendment to the Official Languages Act.

OFFICIAL LANGUAGES PROGRAMMES

Spending Estimates and Person-Years Allocated to Official Languages Programmes Outside and Inside the Public Service, 1979-80 and 1980-81.

	1979-80		1980-81	
	Revised estimates (\$ 000)	Person-years	Revised estimates (\$ 000)	Person-years
EXTERNAL PROGRAMMES: PROVINCES AND ORGANIZATIONS				
Secretary of State				
• Formula payments to provinces for minority- and second-language education	145,000 ^a		148,000 ^a	
• Grants for youth-oriented language education programmes	30,598		30,598	
• Grants to official-language minority groups	11,750		15,000	
• Grants for bilingualism development programmes	1,899		1,899	
• Operating expenditures	2,267	54	2,161	54
National Capital Commission				
• Contributions to external bilingualism programmes	250 ^b		250	
Commissioner of Official Languages	4,523 ^c	98	5,035	118
Sub-total	196,287	152	202,943	172
INTERNAL PROGRAMMES: PUBLIC SERVICE AND ARMED FORCES				
Treasury Board				
• Official Languages Branch	2,931	70	3,061	66
Public Service Commission				
• Language training	22,923	799	23,822	783
• Administration and other programmes	8,861	364 ^d	7,388	271 ^d
Secretary of State				
• Translation Bureau	51,564	1,834	60,085	1,860
Other departments and agencies	73,763	1,190	71,020	1,140
Armed Forces	34,093	1,288 ^e	47,301	1,572
Sub-total	194,135	5,545	212,677	4,552
TOTAL	390,422	5,697	415,620	4,724

^a Represents a budget of \$140 million, plus \$5 million in 1979-80 and \$8 million in 1980-81 for adjustments.

^b Incorrectly reported as \$395,000 in the 1979 *Annual Report*.

^c Includes a supplementary budget for a special information programme.

^d Includes former language teachers reassigned through the Career Orientation Programme.

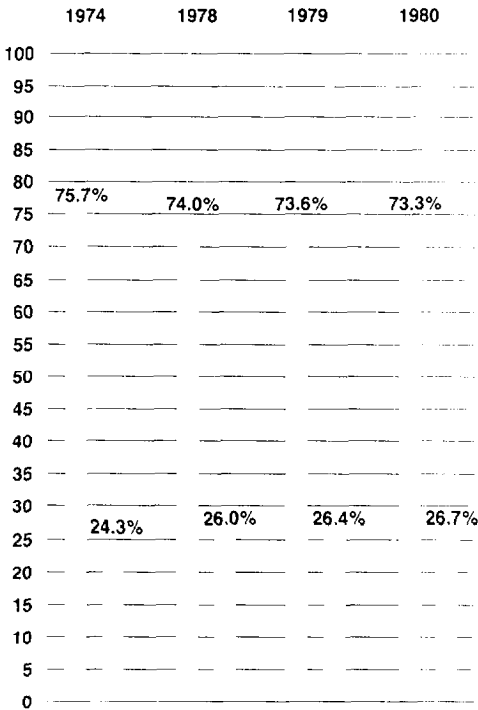
^e Includes person-years to replace employees on language training; figures not fully reported in previous years.

Sources: Main Estimates and Supplementary Estimates, 1979-80 and 1980-81, as well as reports from relevant departments and agencies.

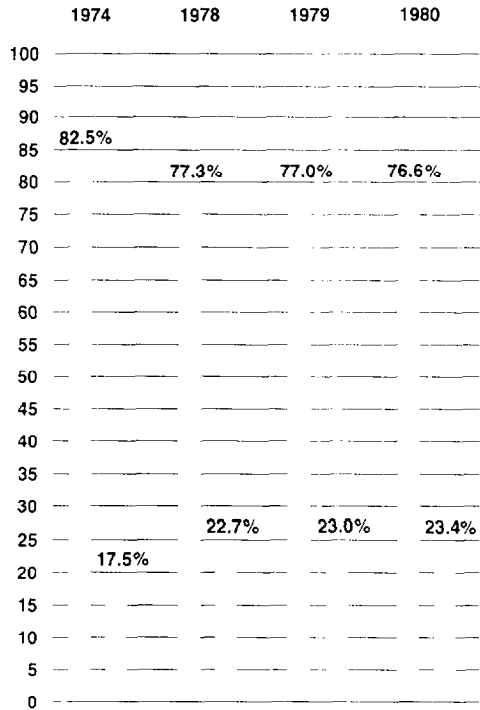
THE TWO OFFICIAL LANGUAGE COMMUNITIES IN THE PUBLIC SERVICE

**Percentage Distribution of Public Servants by First Official Language^a, all
Employment Categories and Officer Categories^b, 1974, 1978, 1979 and 1980.**

All Categories



Officers



Anglophones
Francophones

Note:

It is interesting to compare the figures in this table with 1965 statistics published by the Royal Commission on Bilingualism and Biculturalism, even though the latter refer to the mother tongue of employees in the public service as a whole. The representation of Anglophones and Francophones in all categories at that time was 78.5% and 21.5% respectively.

^a The Public Service Commission defines "first official language" as the official language an employee prefers to use at work. The Treasury Board defines it as the official language in which an employee is now most at home.

^b Includes the following categories: Executive, Scientific and Professional, Administrative and Foreign Service, and Technical.

Sources: Public Service Commission Annual Reports (officer categories) and Treasury Board's Official Languages Information System (all categories).

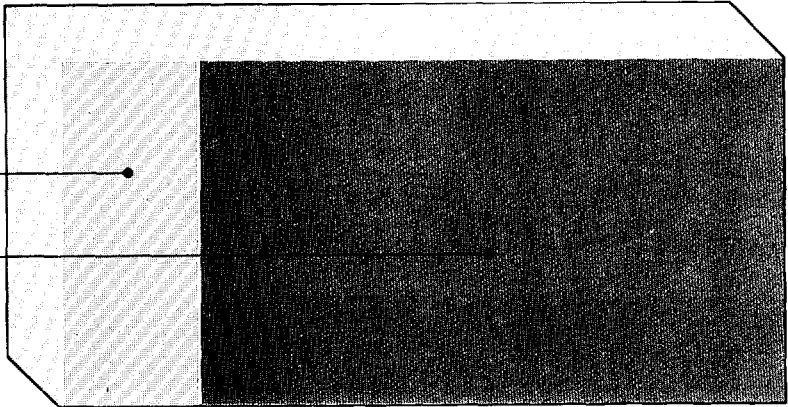
BILINGUAL POSITIONS IN THE PUBLIC SERVICE OF CANADA

Number and Percentage of Bilingual Positions, Occupied and Vacant, and Percentage of incumbents Meeting or not Meeting the Language Requirements of Their Positions as of December 31, 1980.

Bilingual positions 70,072 (100%)

Vacant
13,210 (18.9%)

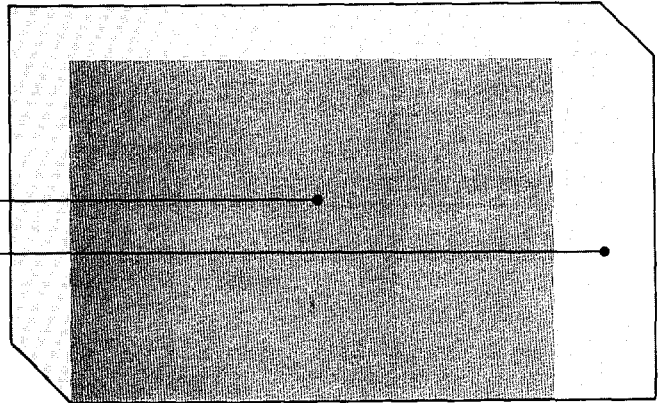
Occupied
56,862 (81.1%)



Incumbents 56,862 (100%)

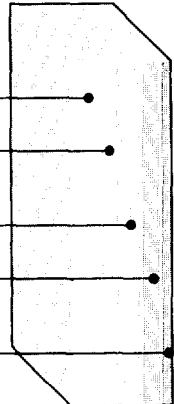
Meeting
Requirements 47,174 (83.0%)

Not Meeting
Requirements 9,688 (17.0%)



Not Meeting Requirements 9,688 (100%)

Exempted at time of appointment	3,009 (31.1%)
Unilingual positions reclassified as bilingual	1,688 (17.4%)
New appointees (must acquire necessary language skills)	2,556 (26.4%)
Language requirements raised	1,898 (19.6%)
No longer meet requirements after re-evaluation	537 (5.5%)



SECOND LANGUAGE ENROLMENT IN QUEBEC AND IN THE REST OF CANADA

Number and percentage of the total school population ^a studying English as a second language in Quebec and French as a second language in the nine provinces where English is the language of the majority, and percentage of time devoted to second-language instruction, 1970-71, 1973-74, 1979-80, and 1980-81.

QUEBEC

Elementary level	1970-71	1973-74	1979-80 ^b	1980-81 ^d
Total enrolment	824,026	700,125	553,053	550,000
Second-language enrolment	339,484	235,500	204,630	203,500
%	41.2	33.6	37.0	37.0
Instruction time devoted to second language (%)	9.0	11.0	10.0	10.0

ANGLOPHONE MAJORITY PROVINCES

Elementary level	1970-71	1973-74	1979-80 ^b	1980-81 ^{c, d}
Total enrolment	2,495,005	2,409,173	2,124,260	2,093,124
Second-language enrolment	708,780	839,271	951,503	962,803
%	28.4	34.8	44.8	46.0
Instruction time devoted to second language (%)	6.0	7.0	8.2	8.2

^a Does not include students for whom the language of instruction is English in Quebec and French in the other provinces.

^b Figures revised since publication of 1979 Annual Report.

^c Preliminary figures provided by departments of education.

^d Statistics Canada estimate.

Secondary level	1970-71	1973-74	1979-80 ^b	1980-81 ^d
Total enrolment	515,907	599,475	438,634	418,400
Second-language enrolment	515,846	599,475	429,861	410,000
%	100.0	100.0	98.0	98.0
Instruction time devoted to second language (%)	14.0	14.2	16.0	16.0

Secondary level	1970-71	1973-74	1979-80 ^b	1980-81 ^{c, d}
Total enrolment	1,365,325	1,405,709	1,426,187	1,392,981
Second-language enrolment	761,899	613,775	582,186	551,481
%	55.8	43.7	40.8	39.6
Instruction time devoted to second language (%)	12.0	11.8	12.0	11.2

SECOND LANGUAGE LEARNING IN PUBLIC SCHOOLS

Number and percentage of the total school population ^a studying French as a second language in the nine provinces where English is the majority language and English as a second language in Quebec, and percentage of time devoted to second-language instruction 1970-71, 1973-74, 1979-80 and 1980-81.

ELEMENTARY LEVEL

		Total enrolment	Second language enrolment		Instruction time devoted to second language
			Number	%	
Newfoundland	1970-1971	101,877	21,835	21.4	5.0
	1973-1974	98,823	32,520	32.9	5.8
	1979-1980 ^b	88,558	36,590	41.3	5.9
	1980-1981 ^c	87,074	37,289	42.8	6.1
Prince Edward Island	1970-1971	16,818	3,561	21.2	8.0
	1973-1974	14,947	6,226	41.7	5.5
	1979-1980	12,224	7,181	58.7	5.8
	1980-1981 ^c	11,854	7,028	59.3	7.1
Nova Scotia	1970-1971	121,894	12,642	10.4	7.0
	1973-1974	113,259	23,853	21.1	5.6
	1979-1980	95,997	38,785	40.4	7.1
	1980-1981 ^c	94,863	41,392	43.6	6.9
New Brunswick	1970-1971	61,545	37,305	60.6	8.0
	1973-1974	57,672	31,997	55.5	6.2
	1979-1980 ^b	47,419	30,364	64.0	7.8
	1980-1981 ^c	46,380	29,561	63.7	8.1
Quebec	1970-1971	824,026	339,484	41.2	9.0
	1973-1974	700,125	235,500	33.6	11.0
	1979-1980 ^b	553,053	204,630	37.0	10.0
	1980-1981 ^d	550,000	203,500	37.0	10.0
Ontario	1970-1971	1,361,119	509,955	37.5	7.0
	1973-1974	1,335,082	596,920	44.7	7.6
	1979-1980 ^b	1,149,147	654,767	57.0	9.0
	1980-1981 ^c	1,120,983	655,897	58.5	9.0
Manitoba	1970-1971	134,465	39,739	29.6	5.0
	1973-1974	124,005	47,845	38.6	5.1
	1979-1980 ^b	106,352	43,420	40.8	5.6
	1980-1981 ^c	103,609	44,771	43.2	6.2

^a Does not include students for whom the language of instruction is English in Quebec and French in the other provinces.

^b Figures revised since publication of 1979 Annual Report.

^c Preliminary figures provided by departments of education.

^d Statistics Canada estimate.

Source: Statistics Canada, Elementary and Secondary Education Section.

		Total enrolment	Second language enrolment		Instruction time devoted to second language
			Number	%	
Saskatchewan	1970-1971	133,514	6,950	5.2	8.0
	1973-1974	116,169	6,674	5.7	7.8
	1979-1980	107,839	5,986	5.6	6.8
	1980-1981 ^c	107,720	6,055	5.6	7.2
Alberta	1970-1971	230,433	58,235	25.3	6.0
	1973-1974	212,824	62,010	29.1	5.5
	1979-1980 ^b	217,802	50,990	23.4	7.2
	1980-1981 ^d	222,800	51,620	23.2	7.2
British Columbia	1970-1971	333,340	18,558	5.6	5.0
	1973-1974	336,392	31,226	9.3	5.1
	1979-1980 ^b	298,922	83,420	27.9	5.5
	1980-1981 ^c	297,841	89,190	29.9	5.9

SECONDARY LEVEL

Newfoundland	1970-1971	58,853	37,895	64.4	10.0
	1973-1974	60,820	34,583	56.9	10.7
	1979-1980 ^b	61,381	34,683	56.5	10.8
	1980-1981 ^c	60,939	34,235	56.2	10.8
Prince Edward Island	1970-1971	13,008	10,794	83.0	10.0
	1973-1974	13,328	8,156	61.2	10.8
	1979-1980	13,441	8,056	59.9	10.6
	1980-1981 ^c	13,162	7,531	57.2	11.0
Nova Scotia	1970-1971	85,615	59,955	70.1	13.0
	1973-1974	88,738	59,420	67.0	12.1
	1979-1980	87,447	54,639	62.5	12.2
	1980-1981 ^c	84,931	52,656	62.0	12.2

^b Figures revised since publication of 1979 *Annual Report*.

^c Preliminary figures provided by departments of education.

^d Statistics Canada estimate.

Source: Statistics Canada, Elementary and Secondary Education Section.

Continued

		Total enrolment	Second language enrolment		Instruction time devoted to second language
			Number	%	
New Brunswick	1970-1971	53,688	42,708	79.5	12.0
	1973-1974	54,016	37,852	70.1	12.9
	1979-1980	54,010	37,741	69.9	14.0
	1980-1981 ^c	51,575	34,537	67.0	14.1
Quebec	1970-1971	515,907	515,846	100.0	14.0
	1973-1974	599,475	599,475	100.0	14.2
	1979-1980 ^b	438,634	429,861	98.0	16.0
	1980-1981 ^d	418,400	410,000	98.0	16.0
Ontario	1970-1971	549,827	269,079	48.9	13.0
	1973-1974	556,450	202,729	36.4	13.0
	1979-1980 ^b	603,142	215,771	35.8	13.0
	1980-1981 ^c	592,076	201,586	34.0	13.0
Manitoba	1970-1971	102,076	55,640	54.5	10.0
	1973-1974	106,713	45,121	42.3	11.2
	1979-1980 ^b	92,166	35,982	39.0	10.8
	1980-1981 ^c	89,999	33,985	37.8	10.8
Saskatchewan	1970-1971	113,053	77,928	68.9	10.0
	1973-1974	106,422	56,696	53.3	10.8
	1979-1980	97,364	43,839	45.0	9.7
	1980-1981 ^c	94,329	41,201	43.7	9.5
Alberta	1970-1971	195,554	80,607	41.2	10.0
	1973-1974	206,913	63,554	30.7	10.2
	1979-1980 ^b	207,841	56,773	27.3	11.1
	1980-1981 ^d	204,270	55,150	27.0	11.0
British Columbia	1970-1971	193,651	127,293	65.7	10.0
	1973-1974	212,309	105,664	49.8	11.0
	1979-1980	209,395	94,702	45.2	11.0
	1980-1981 ^d	201,700	90,600	44.9	11.0

^b Figures revised since publication of 1979 *Annual Report*.^c Preliminary figures provided by departments of education.^d Statistics Canada estimate.

Source: Statistics Canada, Elementary and Secondary Education Section.

FRENCH IMMERSION PROGRAMMES

French Immersion Enrolment, Grades in Which Offered and Number of Schools Where Offered ^a, 1977-78, 1979-80 and 1980-81.

		Enrolment	Grades	Number of schools
Newfoundland	1977-1978	95	k to 2; 6 to 8	3
	1979-1980	279	k to 4; 7	6
	1980-1981 ^b	392	k to 5; 7, 8	5
Prince Edward Island	1977-1978	541	1 to 4; 7, 8	7
	1979-1980	1,023	1 to 10	14
	1980-1981 ^b	1,280	1 to 11	14
Nova Scotia	1977-1978	127	k; 1; 6 to 8	3
	1979-1980	491	p to 7; 10	12
	1980-1981 ^b	590	p to 7	12
New Brunswick	1977-1978	3,179	k to 9	34
	1979-1980	4,501	k to 10	40
	1980-1981 ^b	5,532	k to 12	47
Quebec ^c	1977-1978	17,800	k to 12	^e
	1979-1980 ^d	17,500	k to 12	^e
	1980-1981 ^d	18,000	k to 12	^e
Ontario ^f	1977-1978	12,764	k to 8	160 ^d
	1979-1980	16,333	k to 8	190
	1980-1981 ^b	17,323	k to 8	190
Manitoba	1977-1978	1,667	k to 9	13
	1979-1980	3,113	k to 12	26
	1980-1981 ^b	4,286	k to 12	32
Saskatchewan	1977-1978	407	k to 8	2
	1979-1980	1,286	k to 8; 10; 11	12
	1980-1981 ^b	1,603	k to 12	14
British Columbia	1977-1978	1,301	k to 9	15
	1979-1980	3,141	k to 9	32
	1980-1981 ^b	4,183	k to 9	38
Total	1977-1978	37,881		237 ^{d, g}
	1979-1980	47,667 ^d		332 ^g
	1980-1981	53,189 ^{b, d}		352 ^g

^a Alberta is excluded since it makes no distinction between programmes designed for Francophones and French immersion programmes for Anglophones.

^b Preliminary figures provided by departments of education.

^c As in the other provinces, French immersion programmes are designed for students whose mother tongue is not French.

^d Statistics Canada estimate.

^e No figures available.

^f Includes only programmes where French is the language of instruction at least 75% of the time.

^g Does not include Quebec.

Source: Statistics Canada.

OFFICE OF THE COMMISSIONER OF OFFICIAL LANGUAGES

Mandate and General Organization

The Commissioner of Official Languages, who reports directly to Parliament, is supported in his work by a Deputy Commissioner and an Office composed of four branches: Complaints, Special Studies, Information and Policy and Liaison. These branches are in turn supported by personnel, financial and administrative services.

The Deputy Commissioner assists the Commissioner in the task of ensuring that the status of both official languages is fully recognized. This involves furthering respect for the spirit of the Act and the intentions of legislators in the administration of the institutions of the Parliament and Government of Canada. The Deputy Commissioner is also responsible, on behalf of the Commissioner, for the administration of the Office and its resources, and the planning, implementation and supervision of its programmes.

The four branches reflect in different ways the three major roles of the Commissioner, whose jurisdiction is limited to the federal sphere but whose objective of ensuring equal status for English and French as official languages extends well beyond the federal apparatus.

The Complaints Branch assists the Commissioner in his role as *linguistic ombudsman*. His duties in this area are to receive, analyse and resolve complaints from individuals or groups who feel that their language rights have not been respected. On average, the Office receives 1,500 to 2,000 complaints yearly which may involve 150 or so federal departments and agencies.

The Special Studies Branch, the Commissioner's main research and audit group, assists him in his role as *linguistic auditor*. Its work is to evaluate the efforts made by departments in the official languages area and to assess the extent to which those institutions meet the requirements of the Official Languages Act and the 1973 Parliamentary Resolution on Official Languages.

The Information Branch and the Policy Analysis and Liaison Branch together help the Commissioner fulfil his third role of *catalyst and promoter of language reform*.

The Information Branch initiates, develops and manages public information and communications programmes which help the Commissioner make members of the public and federal agencies aware of the spirit and letter of the Act and the equality of status of English and French as official languages in Canada.

The Policy Analysis and Liaison Branch acts as an interpreter of the Canadian language situation and co-ordinates the Office's policy positions. Through its regional offices—one in Winnipeg and one in Moncton at the close of 1980—it ensures that the Office has a permanent presence in both Eastern and Western Canada. It also maintains close contacts with official language minority groups.

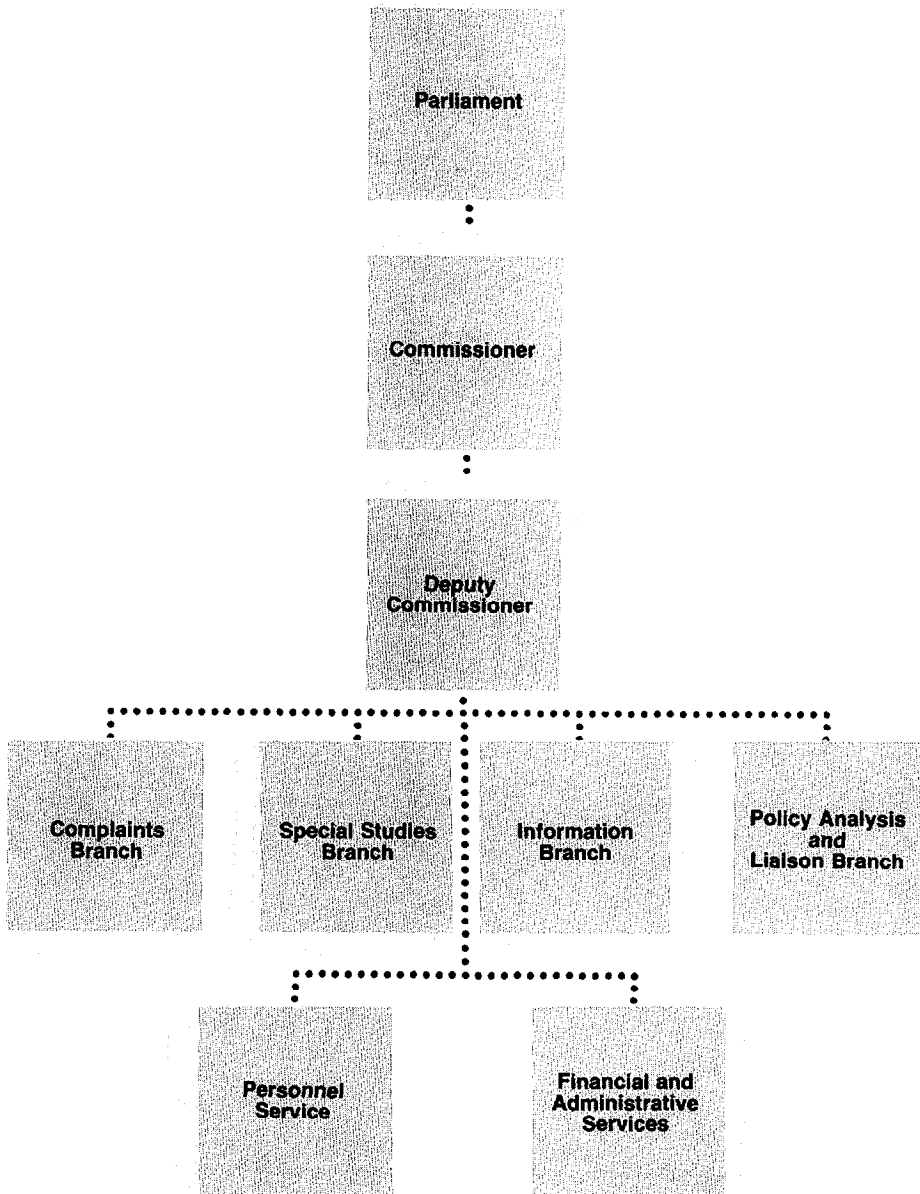
The personnel, administrative and financial services see to the normal internal operations of the Office.

Staff and budget

The staff of the Office of the Commissioner of Official Languages grew to 118 people in 1980, an increase of 20 over 1979. A request for an additional nine person-years for the Special Studies Branch was still under review at the end of the year.

The 118 employees were distributed as follows: 23 in the Complaints Branch, 30 in the Special Studies Branch, 20 in the Policy Analysis and Liaison Branch, 16 in the Information Branch and 29 in senior management and in the personnel, financial and administrative services.

The Office's budget for the 1980-81 fiscal year was \$4,894,000, as compared with \$4,520,000 in 1979-80.



COMPLAINTS

Number of Files Opened, Closed or Still Active, 1970-78, 1979 and 1980.

	1970-78	1979	1980	Total
Opened	7,606	1,243	1,673 ^a	10,522
Closed	7,152	1,222	1,359 ^b	9,733
Still active on December 31, 1980				789 ^c

^a Of this number 1,534 or 92% concern federal institutions and 139 or 8% concern other institutions (details in tables 9 and 12).

^b Includes 979 of the 1,673 files opened in 1980 and 380 files opened previously.

^c Includes 694 of the 1,673 files opened in 1980 and 95 files opened previously.

Number and Percentage of Complaints Received From Each Province, 1970-78, 1979 and 1980.

	1970-78		1979		1980		Total	
	Number	%	Number	%	Number	%	Number	%
Newfoundland	18	0.2	0	0.0	3	0.4	21	0.2
Prince Edward Island	29	0.4	22	1.8	15	0.9	66	0.6
Nova Scotia	125	1.6	23	1.9	13	0.8	161	1.5
New Brunswick	542	7.1	202	16.3	176	10.5	920	8.7
Quebec	2,140	28.1	238	19.1	441	26.3	2,819	27.0
Ontario	3,640	47.9	545	43.8	787	47.0	4,972	47.2
Manitoba	370	4.9	137	11.0	123	7.3	630	6.0
Saskatchewan	176	2.3	21	1.7	35	2.0	232	2.2
Alberta	345	4.6	29	2.3	31	1.9	405	3.9
British Columbia	167	2.1	22	1.8	38	2.2	227	2.1
Yukon and Northwest Territories	7	0.1	0	0.0	1	0.0	8	0.1
Other countries	47	0.7	4	0.3	10	0.7	61	0.5
	7,606	100.0	1,243	100.0	1,673	100.0	10,522	100.0

COMPLAINTS**Federal Institutions Cited in Complaints, 1970-78, 1979, 1980 and Number of Unfounded Complaints Received in 1980.**

	1970-78	1979	1980	Total number of complaints received	Un-founded complaints received in 1980
Advisory Council on the Status of Women	1	0	1	2	
Agriculture	84	7	10	101	1
Air Canada	547	153	159	859	14
Anti-Inflation Act	1	0	0	1	
Army Benevolent Fund	0	1	0	1	
Atomic Energy Control Board	0	0	21	21	
Atomic Energy of Canada Ltd.	14	6	58	256	43
Auditor General	10	2	1	13	
Bank of Canada	15	1	5	21	
Canada Council	12	3	1	16	1
Canada Employment and Immigration Commission	552	63	93	708	10
Canada Labour Relations Board	0	1	6	7	1
Canada Mortgage and Housing Corporation	35	19	14	68	4
Canadian Arsenals Ltd.	1	1	0	2	
Canadian Broadcasting Corporation	343	28	26	397	5
Canadian Centre for Occupational Health and Safety	0	0	1	1	
Canadian Consumer Council	1	0	0	1	
Canadian Development Corporation	5	0	1	6	
Canadian Film Development Corporation	1	0	1	2	
Canadian Government Photo Centre	1	0	0	1	

Continued

	1970-78	1979	1980	Total number of complaints received	Un-founded complaints received in 1980
Canadian Grain Commission	3	1	0	4	
Canadian Human Rights Commission	5	1	3	9	
Canadian International Development Agency	22	3	1	26	
Canadian Intergovernmental Conference Secretariat	1	1	0	2	
Canadian Livestock Feed Board	1	0	0	1	
Canadian National Railways	376	55	26	457	3
CN-Marine ^a	0	0	4	4	
CN/CP Telecommunications ^a	0	0	12	12	1
Canadian Overseas Telecommunications Corporation	1	0	0	1	
Canadian Patents and Development Ltd.	1	0	1	2	
Canadian Pension Commission	4	1	6	11	
Canadian Permanent Committee on Geographical Names	1	0	0	1	
Canadian Radio-Television and Telecommunications Commission	27	2	11	40	3
Canadian Transport Commission	17	5	6	28	
Canadian Wheat Board	5	0	1	6	
Office of the President of the Cereal Committee	1	0	0	1	
Cape Breton Development Corporation	3	0	0	3	
Chief Electoral Officer	47	65	23	135	5
Commissioner for Federal Judicial Affairs	0	0	1	1	
Commission of Inquiry Concerning Certain Activities of the Royal Canadian Mounted Police	1	1	0	2	

^a Prior to 1980, complaints against CN Marine and CN/CP Telecommunications appeared under Canadian National Railways while complaints against the House of Commons and the Senate all appeared under the sole heading of Parliament.

Continued

	1970-78	1979	1980	Total number of complaints received	Un-founded complaints received in 1980
Commission of Inquiry into Bilingual Air Traffic Services in Quebec	1	0	0	1	
Commission of Inquiry on Aviation Safety	0	1	0	1	
Commissioner of Official Languages	11	2	4	17	2
Communications	70	9	14	93	2
Comptroller General of Canada	0	1	1	2	
Consumer and Corporate Affairs	52	16	6	74	1
Crown Assets Disposal Corporation	7	0	0	7	
Dairy Commission	0	0	1	1	
Defence Construction (1951) Ltd.	3	1	0	4	
Economic Council of Canada	4	1	1	6	
Eldorado Nuclear Ltd.	0	0	8	8	
Energy, Mines and Resources	82	19	53	154	8
Energy Supplies Allocation Board	1	0	0	1	
Environment	133	12	49	194	
Export Development Corporation	5	1	0	6	
External Affairs	83	5	17	105	1
Farm Credit Corporation	5	2	0	7	
Federal Business Development Bank	4	6	3	13	
Federal Court	6	1	5	12	1
Federal Electoral Boundaries Commission	3	2	0	5	

Continued

	1970-78	1979	1980	Total number of complaints received	Un-founded complaints received in 1980
Federal-Provincial Relations Office	1	2	0	3	
Finance	20	9	6	35	
Fisheries and Oceans	0	6	28	34	1
Food Prices Review Board	3	0	0	3	
Governor General	5	2	1	8	
Indian Affairs and Northern Development	134	15	20	169	4
Industry, Trade and Commerce	46	18	8	72	1
Canadair	3	0	0	3	
Insurance, Department of	3	0	0	3	
International Development Research Centre	1	0	0	1	
International Joint Commission	1	0	3	4	
Joint Parliamentary Committee on the Constitution	2	0	0	2	
Justice	37	2	26	65	1
Labour	30	3	9	42	1
Law Reform Commission of Canada	0	0	1	1	1
Library of Parliament	2	0	5	7	2
Medical Research Council	2	0	0	2	
Metric Commission	13	4	2	19	1
Ministers' Offices	1	0	1	2	
Ministry of State for Economic Development	0	1	0	1	

	1970-78	1979	1980	Total number of complaints received	Un-founded complaints received in 1980
National Arts Centre	101	15	16	132	
National Battlefields Commission	0	2	0	2	
National Capital Commission	80	12	10	102	4
National Defence	274	46	72	392	8
National Energy Board	4	2	1	7	
National Film Board	31	7	5	43	
National Harbours Board	8	1	4	13	
National Health and Welfare	137	25	39	201	6
Canadian Commission for the International Year of the Child	0	5	0	5	
National Library	20	2	2	24	1
National Museums of Canada	107	16	10	133	
National Research Council of Canada	43	5	10	58	1
National Revenue - Customs and Excise	151	17	26	194	1
National Revenue - Taxation	171	29	32	232	3
Northern Canada Power Commission	2	1	0	3	
Northern Pipeline Agency	0	0	1	1	1
Northern Transportation Co. Ltd.	4	0	0	4	
Northwest Territories Government	9	2	2	13	
Office of the Prime Minister (PMO)	3	2	2	7	1

Continued

	1970-78	1979	1980	Total number of complaints received	Un-founded complaints received in 1980
Parliament	88	13	0	101	
House of Commons ^a	0	0	23	23	2
Senate ^a	0	0	2	2	
Petro Canada	0	0	4	4	
Polymer (Polysar)	2	0	0	2	
Post Office	602	103	144	849	13
Privy Council Office	7	2	3	12	1
Public Archives	21	2	10	33	1
Public Service Commission	280	33	44	357	8
Public Service Staff Relations Board	1	2	3	6	1
Public Works	142	20	51	213	4
Harbourfront Commission	0	0	1	1	
Regional Economic Expansion	30	2	9	41	
Restrictive Trade Practices Commission	0	0	1	1	
Royal Canadian Mint	8	2	1	11	
St. Lawrence Seaway Authority	6	4	1	11	
Science Council of Canada	9	1	2	12	1
Science and Technology	4	0	1	5	
Seaway International Bridge Corporation Limited	2	0	0	2	
Secretary of State	163	21	18	202	3
Social Sciences and Humanities Research Council of Canada	0	0	2	2	

^a Prior to 1980, complaints against CN Marine and CN/CP Telecommunications appeared under Canadian National Railways while complaints against the House of Commons and the Senate all appeared under the sole heading of Parliament.

Continued

	1970-78	1979	1980	Total number of complaints received	Un-founded complaints received in 1980
Solicitor General	8	3	1	12	
Correctional Service of Canada	39	8	18	65	1
National Parole Board	21	0	1	22	
Royal Canadian Mounted Police	124	17	28	169	3
Standards Council of Canada	2	0	1	3	
Statistics Canada	151	14	81	246	14
Status of Women	1	0	0	1	
Supply and Services	140	16	25	181	4
Supreme Court of Canada	4	1	2	7	
Tax Review Board	3	0	0	3	
Teleglobe Canada	2	0	2	4	1
Transport	283	45	59	387	2
Toronto Harbour Commission	0	0	1	1	
Treasury Board	51	8	8	67	2
Uranium Canada Ltd.	1	0	0	1	
Veterans Affairs	27	8	13	48	1
Via Rail Canada Inc.	7	37	49	93	3
Yukon Territory Government	10	0	0	10	
Institutions No Longer in Existence ^b	141	7	0	148	
	6,439	1,118	1,534	9,091	169 ^c

^b Federal institutions no longer in existence include Information Canada, Company of Young Canadians, Loto Canada, etc.

^c Includes complaints rejected or withdrawn. Unfounded complaints were not compiled in previous years.

COMPLAINTS

Language used by Complainants, Numbers and Percentages, 1970-78, 1979 and 1980.

	1970-78		1979		1980		Total	
	Number	%	Number	%	Number	%	Number	%
French	6,334	83	1,090	88	1,507	90	8,931	85
English	1,272	17	153	12	166	10	1,591	15
TOTAL	7,606	100	1,243	100	1,673	100	10,522	100

Nature, Number and Percentage of Complaints Concerning Federal Institutions, 1979 and 1980.

	1979		1980	
	Number	%	Number	%
Language of service	986	88	1,345	88
Language of work	132	12	189	12
	1,118	100	1,534	100

COMPLAINTS

12

Number of Complaints Against Non-Federal Institutions According to Category, 1979 and 1980.

	1979	1980
Members of Parliament	3	3
Municipal governments	3	9
Private enterprise	66	61
Provincial governments	21	37
Public service unions and associations	10	12
Telephone companies	22	17
	125	139

LINGUISTIC AUDITS

Comprehensive Audits Carried Out in Federal Departments and Agencies from 1975 to 1980.

1975

Canadian Broadcasting Corporation
 Canadian International Development Agency
 Consumer and Corporate Affairs
 Industry, Trade and Commerce
 Language Use Survey
 Science and Technology

1976

Agriculture
 Air Canada - Headquarters and Eastern Region
 Canada Labour Relations Board
 Canadian National Railways
 Railway Operations, St. Lawrence Region
 Communications
 Justice
 Labour
 Secretary of State - Translation Bureau

1977

National Defence
 The Senate

1978

Auditor General
 Environment
 Federal Institutions and
 Official Language Minority
 Newspapers
 Statistics Canada
 Supply and Services

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
 National Capital
 Commission
 National Harbours Board
 National Library
 National Museums of
 Canada
 National Parole Board
 National Research Council
 of Canada
 Treasury Board Secretariat
 Via Rail

1980

Agriculture - Training and
 Development
 Air Canada
 Canada Labour Relations
 Board - Language of Work
 Canadian Film Development
 Corporation
 Canadian International
 Development Agency
 Canadian National Railways
 - Atlantic Region
 - CN Marine
 Commissioner for Federal
 Judicial Affairs
 Canadian Radio-television
 and Telecommunications
 Commission
 Employment and
 Immigration
 Energy, Mines and
 Resources
 Fisheries and Oceans
 - Maritimes Region
 Indian and Northern Affairs
 Industry, Trade and
 Commerce
 Insurance Department
 International Development
 Research Centre
 Law Reform Commission
 of Canada
 Public Archives
 Revenue Canada
 - Customs and Excise
 Royal Canadian Mint
 Secretary of State
 Social Science and
 Humanities
 Research Council of
 Canada
 Solicitor General

INFORMATION PROGRAMMES: OH! CANADA KIT

Development, Printing and Distribution Costs, and Number of Copies Distributed,
Fiscal Years 1974-75 to 1980-81.

	DEVELOPMENT AND PRINTING		DISTRIBUTION	
	Number	Cost (\$)	Number	Cost (\$)
1974-1975	51,500	194,811	50,936	9,966
1975-1976	512,000	927,754	382,780	79,344
1976-1977	1,003,000	1,407,843	677,335	122,650
1977-1978	527,000	667,034	788,300	296,569
1978-1979		32,562 ^a	123,320	52,690
1979-1980			46,200	26,200
1980-1981			26,629	11,700
Total	2,093,500	3,230,094	2,093,500	599,119

^a Cost of mini-kits and additional activity books.

INFORMATION PROGRAMMES: OH! CANADA KIT

Number and percentage of *Oh! Canada* kits distributed upon request to schools, individuals and associations in each province, and size of the 7-12 age group^a in each province, expressed as a percentage of the national total, 1975-80.

	Schools	Individuals and Associations	TOTAL No.	%	7 to 12 age group (%)
Newfoundland	43,095	25,558	68,653	3.3	3.2
Prince Edward Island	1,771	5,475	7,246	0.3	0.6
Nova Scotia	43,554	22,965	66,519	3.2	3.7
New Brunswick	13,528	55,972	69,500	3.3	3.2
Quebec	153,455	514,945	668,500	31.9	26.0
Ontario	210,371	532,524	742,895	35.5	35.0
Manitoba	15,528	140,075	155,603	7.4	4.3
Saskatchewan	6,610	64,911	71,521	3.4	4.2
Alberta	13,940	62,528	76,468	3.7	8.9
British Columbia	55,655	95,219	150,874	7.2	10.5
Yukon	435	1,085	1,520	0.1	0.1
Northwest Territories	1,116	1,287	2,403	0.6	0.3
Other		11,898	11,898	0.6	
TOTAL	559,058	1,534,442	2,093,500	100.00	100.0

^a Derived from figures given in Statistics Canada Bulletin No. 81-210. *Elementary - Secondary School Enrolment, 1979-80.*

INFORMATION PROGRAMMES: OH! CANADA 2 KIT

Development, Printing and Distribution Costs and Number of Copies Printed and Distributed, 1979-80 and 1980-81.

	DEVELOPMENT AND PRINTING		DISTRIBUTION	
	No. of copies	Cost (\$)	No. of copies	Cost (\$)
1979-80	315,000 ^a	157,679		
1980-81		136,000 ^b	126,944 ^c	29,000 ^b

^a Development and printing costs cover two fiscal years.

^b Estimate.

^c Copies distributed between November 7 and December 31, 1980.

INFORMATION PROGRAMMES: OH! CANADA 2 KIT

Number and percentage of *Oh! Canada 2* kits distributed ^a upon request to schools, individuals and associations in each province, and size of the 7 to 12 age group ^b in each province, expressed as a percentage of the national total.

	Schools	Individuals and associations	TOTAL COPIES DISTRIBUTED		7 to 12 age group (%)
			No.	%	
Newfoundland	—	254	254	0.2	3.2
Prince Edward Island	800	112	912	0.7	0.6
Nova Scotia	—	594	594	0.5	3.7
New Brunswick	—	482	482	0.4	3.2
Quebec	—	14,452	14,452	11.4	26.0
Ontario	72,516	11,088	83,604	65.9	35.0
Manitoba	—	567	567	0.4	4.3
Saskatchewan	866 ^d	265	1,131	0.9	4.2
Alberta	—	1,126	1,126	0.9	8.9
British Columbia	20,425	1,834	22,259	17.5	10.5
Yukon	200	—	200	0.2	0.1
Northwest Territories	907	11	918	0.7	0.3
Others ^c	—	445	445	0.3	—
TOTAL	95,714	31,231	126,944	100.0	100.0

^a Figures represent kits distributed during eight weeks only: from launching on November 7, 1980 to December 31, 1980.

^b Derived from figures given in Statistics Canada Bulletin No. 81-210, *Elementary - Secondary School Enrolment, 1979-1980*.

^c Kits distributed to federal government departments, provincial government departments other than education, national organizations and other countries.

^d Preliminary order from Department of Education.

INFORMATION PROGRAMMES: EXPLORATIONS KIT

Development, Printing ^a and Distribution Costs, and Number of Copies Printed and Distributed ^b, 1979-80 and 1980-81.

	DEVELOPMENT AND PRINTING		DISTRIBUTION	
	No. of copies	Cost (\$)	No. of copies	Cost (\$)
1979-80	200,000	756,000		
1980-81		296,000 ^c	148,173 ^b	135,000 ^c

^a Development and printing costs cover two fiscal years. Includes the printing of 200,000 extra poster maps, *World Languages*, and 100,000 extra brochures, *The Language File*.

^b Copies distributed between September 22 and December 31, 1980.

^c Estimate.

INFORMATION PROGRAMMES: EXPLORATIONS KIT

Number and percentage of *Explorations* kits distributed ^a upon request to schools, individuals and associations in each province, and size of the 13 to 17 age group ^b in each province, expressed as a percentage of the national total.

	Schools	Individuals and associations	TOTAL COPIES DISTRIBUTED		13 to 17 age group (%)
			No.	%	
Newfoundland	925 ^d	437	1,362	0.9	2.7
Prince Edward Island	660	269	929	0.6	0.6
Nova Scotia	3,489	590	4,079	2.8	3.9
New Brunswick	3,267	733	4,000	2.7	3.3
Quebec	244	18,003	18,247	12.3	23.4
Ontario	51,967	17,754	69,721	47.1	37.8
Manitoba	6,634	982	7,616	5.1	4.4
Saskatchewan	1,192 ^d	640	1,832	1.2	4.3
Alberta	12,482	1,667	14,149	9.5	8.6
British Columbia	20,326	3,042	23,368	15.8	10.7
Yukon	100	13	113	0.1	0.1
Northwest Territories	3	72	75	0.1	0.2
Others ^c	—	2,682	2,682	1.8	—
TOTAL	101,289	46,884	148,173	100.0	100.0

^a Figures represent kits distributed during 14 weeks only: from launching on September 22, 1980 to December 31, 1980.

^b Derived from figures given in Statistics Canada Bulletin No. 81-210, *Elementary - Secondary School Enrolment, 1979-1980*.

^c Kits distributed to federal government departments, provincial government departments other than education, national organizations and other countries.

^d Preliminary order from Department of Education.

INFORMATION MATERIAL

Publications, audio-visual material, kits for youth produced by the Office of the Commissioner of Official Languages^a.

PRINTED MATERIAL

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 for discussion open to those interested in language reform.

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 letter and spirit of the Act and provides information 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.

World Languages. A poster-map showing official languages in over 160 countries, the distribution of English and French in Canada, the multiplicity of languages in the world and the international presence of English and French. Bilingual format.

The Language File. A booklet containing a collection of articles, activities, illustrations and information about language. Bilingual format. Designed for the 13 to 17 age group.

Language Over Time. A poster showing major language developments in Canada since Confederation.

Two Languages; The Best of Both Worlds. Bilingual poster.

AUDIO-VISUAL MATERIAL

Two Languages Together. A slide show dealing with the Official Languages Act and the Commissioner's mandate. Fifty colour slides and an audio tape or 3/4 inch videocassette. Length: 10 minutes. Recommended for information meetings, training sessions and seminars. Also available in a bilingual version **Deux langues officielles, Why Not?** and a French version **Deux langues pour mieux se comprendre**. Can be borrowed upon request, or borrowed from the National Film Board.

Il était deux fois... Twice Upon a Time. A 10 minute colour film produced by the National Film Board. A satirical presentation of language issues and human reactions to them. Designed to provoke discussion. Useful in seminars. Can be obtained from film libraries of the National Film Board.

A Conversation With the Commissioner of Official Languages, Max Yalden. Interview taped on 3/4 inch videocassette. Length: 30 minutes. The Commissioner reviews the decade following the adoption of the Official Languages Act. Available in English (interviewer: Anthony Westell) or French (interviewer: Réginald Martel). Can be borrowed upon request.

Talking About Languages. A slide show describing briefly all information materials available from the Commissioner's office. Fifty colour slides and audio tape or 3/4 inch videocassette. Length: seven minutes. Also available in a French version **Nos deux langues et nous** and in a bilingual format **Keeping in Touch en deux langues**. Can be borrowed upon request.

Explorations. A bilingual slide show describing **Explorations**, a three-part information kit on language designed by the Commissioner's office for youth. Fifty-two colour slides and an audio tape or 3/4 inch videocassette. Length: just over five minutes. Can be borrowed upon request.

Film on official languages: available in summer 1981.

KITS FOR YOUNG PEOPLE

Oh! Canada 2. Bilingual kit intended for children 7 to 12 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 a game.

Explorations. Bilingual kit for young people between the ages of 13 and 17. 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 a brochure on language.

^a This material can be obtained by writing to the Information Branch, Office of the Commissioner of Official Languages, Ottawa, Ontario, K1A 0T8, or by telephoning collect (613) 995-7717.