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COMMISSIONER OF OFFICIAL LANGUAGES

COMMISSAIRE AUX LANGUES OFFICIELLES

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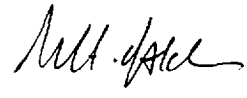
The Speaker,
Senate,
Ottawa

Mr. Speaker,

Pursuant to section 34(1) of the Official Languages Act, I hereby submit to Parliament, through your good offices, the twelfth Annual Report of the Commissioner of Official Languages, covering the calendar year 1982.

Yours respectfully,



M.F. Yalden

March 1983

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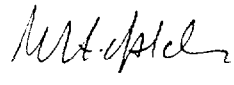

M.F. Yalden

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Preface

However we see the pressing issues of the moment, historians will undoubtedly record 1982 as the year of the Constitution — the year of a new Charter of Rights and Freedoms, whose dimensions are still far from clear but whose impact is already being felt across the country.

A constitutional statement of linguistic rights has been a long time coming, and the imperfections of the present declaration are all too evident. But we might be better, in the words of one commentator, to "forget the long wait and rejoice rather that French has been placed on the same footing as English in the fundamental law of the country." Just as we might be better to see what a little determination — together with the courts — can make of the language rights we now have, rather than turn our backs on them as unworthy or insufficient.

Equally important, we need to recognize that the struggle for language equality did not come to an end last April with the proclamation of the Charter. It remains a grave weakness of the whole scheme that, although Canadians do not reject the linguistic principles embodied in the Constitution, those principles do not always have their active support in their day-to-day lives. The reason is simple enough: in the nature of things, language reform is a minority problem, of both immediate and lasting concern to the minority communities, but by and large of much less interest to the majority.

The lesson behind that observation is that one should beware those who pronounce themselves satisfied that everything is for the best in the best of all possible worlds, and that only a few troublemakers are rocking the boat. If you wonder how language equality really looks, ask the linguistic minorities. They may exaggerate the symptoms from time to time, but their views on the health of the patient are probably more accurate and certainly much closer to the real pulse rate than those of government spokesmen.

Meanwhile, within the federal preserve, we must ask ourselves whether the prevailing calm signifies quiet co-operation or passive resistance. Does the fact that the emotional outpourings of earlier years have dried to a mere trickle reflect a change of heart, or public servants' natural tendency to keep their heads down and not go

looking for trouble? Hard to say. But it is certain that if lip-service should come to prevail over a genuine desire to move ahead we shall be in serious trouble. All of which brings me back to a favourite theme of these reports — the irreplaceable importance of leadership.

The tricky question remains what kind of leadership: more directives, more rules, more "push", as one observer put it; or more persuasion, more effort to inspire enthusiasm, more "pull"? As we suggest in the pages which follow, a bit of both. Language reform requires pull as well as push, persuasion as well as rules, an appeal to emotion as well as to reason. The proper mix is not one that comes easily.

I am certainly not among those who argue that you cannot legislate morality. On the contrary, without language legislation we should have got nowhere. But whatever rules reason may devise, constitutional or otherwise, the battleground of emotion remains a misty terrain across which one advances gingerly and at one's peril. Can it be the same country, one wonders, in which immersion classes are so popular in western cities far removed from the heartland of the French language, while in the middle of the National Capital a major federal enterprise is so insensitive as to offer its Christmas greetings in only one language? Will we never be able to take anything for granted?

The answers to these questions may not come tomorrow, but one thing is clear: they have at least as much to do with human sentiments as with legal prescripts. I for one have argued repeatedly that the struggle to change these sentiments will inevitably be far more time-consuming and difficult than modifying the rules. But I cannot repeat too often that without a shift in outlook, and a little more understanding, all the constitutional requirements, laws, regulations and guidelines in the world will not suffice.

M.F.Y.

State of Play

PART I

Fighting Words

Language reform, as we have learned this past dozen years, combines reason and passion to a rare degree.

It is the easiest thing in the world to espouse the principle of bilingualism — and then do nothing about it. Only when a society moves beyond high-sounding generalities to the effort of applying rules of linguistic conduct, and of trying to change the attitudes which underlie that conduct, does the shoe begin to pinch. And that is where we stand in Canada.

No country has given over more effort to language planning than has our own. Since the first response of Parliament to the conclusions of the Royal Commission on Bilingualism and Biculturalism — the passage of the Official Languages Act in 1969 — we have gone through more than our share of studies, plans, directives, surveys and programmes, bobbing and weaving, always with the same object in view: to devise a rational, just and coherent series of measures that will put flesh on the framework of language equality and give real meaning to the implicit promise of greater respect for our official-language minorities.

Constitution '82: A Hard Act to Follow

The enshrinement of language rights in a made-in-Canada Constitution was a very substantial landmark in that process. To be sure, it is not the final word on the subject. We were among the first to call attention to its shortcomings, and in time we very much hope to see it reinforced. But there it unquestionably is: a set of constitutional guarantees which effectively says that English and French are our two official languages; that they will be accorded equal status at least by the Federal and New Brunswick Governments; that the courts and legislatures in those two jurisdictions, as well as in Quebec and Manitoba, are subject to similar obligations; that the two Governments accept the requirement to provide service in both languages; and that Canadians have the right to educate their children in their own official language.

Quite a mouthful to swallow all at once. And indeed the chewing may turn out to be a more lengthy process than some have bargained for, as the courts across the land take on the exacting task of telling us who is entitled to what. While we may not relish the idea of language rights as a judicial football, the 1982 experience seems to presage such an era. Having been told often enough that their linguistic future hinges to a large extent on the law and its interpretation, our minority-language communities are impatient to find out what that means.

Constitutional evolution can never be complete. It will continue to involve Canadians in a process of self-discovery as both they and their governments slowly adapt to changing times. Developments are most clearly visible at the federal level, and in the provisions relating to minority-language education in the new Constitution, to which we will return below, but it may also be worth reminding ourselves where we have got to in those provinces which are home to the bulk of the official-language minorities.

New Brunswick

The acceptance by the Government of New Brunswick of the full constitutionalization of language rights in that province must be regarded as a major advance. We have said over and over again that legal texts cannot win the trick by themselves, but we must also recognize them for what they are, a *sine qua non* of stability and a gauge of sincerity of purpose vis-à-vis the minority. As such, the determination of the Government to recognize the Province's linguistic duality, both constitutionally and in its own statutes, cannot but have a substantial influence on its linguistic situation in the years ahead.

Quebec

The language debate in Quebec, in relation to the Constitution, has barely paused for breath since we last reported on the matter. Several cases are now before the courts, in preparation or under appeal, of which we mention only two which had considerable prominence in 1982. The Chateauguay schoolboard is asking the courts to pronounce on the question whether the Constitution gives them effective control over their own schools and, therefore, potentially releases them from some provisions of Quebec's Education Act. Also undecided is the question whether parents in Quebec are subject to the Constitution's "Canada clause" or the "Quebec clause" of the provincial Charter.

In September, Justice Deschênes of the Quebec Superior Court found for the Canada clause, but the decision was immediately appealed. We can be sure we have not heard the last of what resembles, at bottom, a play-off series between two concepts of Canada's linguistic duality. The Federal Government asserts that it is capable of protecting that duality on a Pan-Canadian basis, while Quebec sees itself as the only trustee for Canada's French fact. If one suspects that the Province's claim is more than the facts will support, there is also some question how far the federal ideology can deliver all it promises.

From our perspective, the central issue is whether French is ultimately made stronger by digging in behind a protectionist barrier or by enlarging the area in which it seeks to coexist. Neither stategy is without its risks and only history can decide. But for those who put their money, as we do, on the broader, individualist solution, there is certainly no reason for over-confidence or complacency. What a judge decides is good law is no absolute assurance that one concept of language rights is more workable than the other.

Ontario

The Province of Ontario remains a constitutional hold-out, in the sense that it has yet to submit itself to the requirement of institutional bilingualism in its legislature, laws and courts — provisions traditionally associated with Section 133 of the British North America Act, which now extend in practice to Manitoba, Quebec and New Brunswick, as well as to the Federal Government. Ontario already accepts the greater part of these requirements tacitly and in practice, but has thus far refused to give them the stability which endorsing them in law or in the Constitution would entail. We again urge the Province to take that symbolic step, which is so important, not only to Franco-Ontarians, but to the official-language minorities across Canada.

Manitoba

The problem facing the Manitoba Government in light of the 1979 Supreme Court decision re-establishing institutional bilingualism in the Province is not just to determine the implications for the future, but to decide whether it is bound by law as well as honour to repair all the omissions of the past. Further pursuit of the matter in court, which might well have put in question a variety of Manitoba statutes, was forestalled in 1982 by an offer from the Government to introduce constitutional amendments which it considers would provide satisfactory guarantees to Franco-Manitobans without imposing retrospective burdens on the Province. The outcome remains to be determined, as discussions continue between the Government and the Franco-Manitoban community. Whatever may be agreed upon, we must suppose that satisfactory arrangements enshrined in the Constitution are better than a lifetime of litigation.

Federal operations and the Constitution

Beyond the provisions of Section 23 of the new Constitution, which deals at some length with minority-language education rights, there are important innovations, as we see it, in Sections 16 to 20 on official languages and the federal administration.

What, from the minority perspective, is gained by having the fundamental tenets and some of the basic criteria of the Official Languages Act constitutionally enshrined? The short answer is that it gives those provisions primacy and enforceability, two characteristics whose absence from the Official Languages Act has caused more than a little frustration in the past. Part of that frustration comes from

feeling that rights belong to the minority communities only so long as they struggle, only to the extent that they do not conflict with other priorities, and only if they can be achieved by the process of moral suasion. In the light of experience, it is hardly surprising that the minorities have grown sceptical about rights that are as conditional as that.

And has our new Constitution changed the situation? Well, yes and no. Minority rights will always be somewhat conditional on the minority's determination to use them. But, having said that, the Constitution represents an important advance on the Official Languages Act, not because it says something new on the language-of-service front, but because it has primacy over laws that are in conflict and because it also provides that "anyone whose rights... have been infringed or denied" may seek a remedy before the courts.

What that means, in effect, is that failure by a federal office to provide available services in English or French where there is a significant demand for them is in breach of the Constitution, and an action for redress can be brought before the courts. As the following sections of this Report will testify, there is no lack of substance for such an action: a good many federal offices are in almost constant violation of those rights.

There remain two questions: will a minority citizen be well-advised to seek such a remedy, assuming he can afford it; and will enforcement through the courts prove more efficacious than the moral suasion route that is embodied in a recourse to the Commissioner of Official Languages? For the present these questions remain hypothetical, because no one has chosen to go to court to insist that service be provided in English or French. Our Office's hand is undoubtedly the stronger for knowing that the possibility exists, but there are obvious limits to the amount of compliance that can usefully be compelled from an unconvinced majority. Moral suasion will continue to have its place.

Federal Signals: Second Wind

In September, at a colloquium held at Trent University in Peterborough, we took the opportunity to consult a group of interested people from various professional backgrounds about how language reform in Canada was working out. We wanted to see what general sense they might have about where federal and other language programmes are taking us. Was there, we wondered, a reasonable consensus on how the various pieces fit together and where we should put our efforts to achieve a more harmonious collaboration in the future?

Although there was no distinct and universal answer, three or four observations seemed to come through loud and clear:

- practically everyone believes that there is interdependency or linkage between the several sectors of language activity: education, the private sector and government;

- rightly or wrongly, there is a general impression that language reform in the federal domain has been a somewhat introverted exercise with limited pay-off;
- again, practically everyone, particularly educators, wants to see more federal money coming his way so that he can better live up to his perception of the national linguistic design; and
- there is a subdued astonishment that so little has been done — recently at least — to sell the positive values of both institutional and individual bilingualism to the Canadian public.

It is impossible not to agree with most of these conclusions. Official bilingualism may not be the easiest thing to sell, particularly when it is mixed up in the public mind with bonuses and bilingual-on-paper functionaries, but neither the aims nor the achievements are such that we should be ashamed of them. It is no small thing to have put French back on the federal map and to have convinced most Canadians that this is an act of national justice, and not a sinister infiltration of something extraneous like "The Invasion of the Body-Snatchers".

As we suggested last year, the Federal Government has staked a great deal on the constitutional card. Months of passionate debate have left everyone more surfeited than hungry for new linguistic adventures. Add in a natural preoccupation with our economic woes, and there seems to be little room for anything new: here is the machinery, the message seems to be; it is up to you to make of it what you can.

Three things seem to be lacking from the federal image of linguistic leadership: consistency, imagination and subtlety. It ought to be possible, at this stage in the game, to sell both institutional and individual bilingualism as something better than a perpetual power struggle between irreconcilable interests. The federal authorities seem rather to expend more effort on alarums and excursions than on détente. Propounding a single, more harmonious vision of what Canada can reasonably aim for in terms of linguistic condominium is a difficult task, we grant, but in the end it is a much more worthwhile endeavour than pursuing a variety of fragmented and often incompatible causes.

There has to be a more intelligible overview of Canada's language goals, and those goals must include a much greater complementarity and trust between linguistic groups. Or to put the matter in the terms suggested by one of the participants from the business world at the Trent colloquium, we need to go "directly down to the consumer through advertising and promotion and say, hey, consumer, do you know that we have a product here that can really help you. And that consumer then goes to the retailer and says, do you have that product? If you don't, you should get it, I want it." It is our belief that more and more people are beginning to want linguistic justice — not just for themselves but for other Canadians — and that government should be thinking more imaginatively about the "pull-strategy" as well as the "push-strategy" that has played such a significant role to date. Legislation is important and litigation will be necessary, but a constant diet of regulation and recourse to law can be a terrible turn-off for the public at large. The practical problems of language reform have not disappeared, and someone is going to have to rev up the machine if we are going to get under way again.

Applebaum-Hébert

It was not to be expected that a body with the broad mandate of the Applebaum-Hébert Federal Cultural Policy Review Committee would pull some such healing vision out of a hat, but we must confess to a touch of disappointment that the Committee found so little of substance to offer toward a more comprehensive linguistic and cultural policy for the future.

It did pick up the general point that "having two official languages is a great asset," and that one of the aims of any federal cultural policy worthy of the name must be "to facilitate cultural contact between the two official language groups . . . to take best advantage of Canada's linguistic duality . . . and [promote] the mutual cultural enrichment of both linguistic communities." Yes, indeed, but *how*, and how exactly does this fit in with the Committee's wish that the Federal Government further "enlarge its present concept of ethnic multiculturalism," or either of these goals, with the "necessity of shielding cultural activity from the power of the state"?

Our point is not really that the Committee provided no answers to, and few pointers on, these questions, but simply that they still remain unfinished business. Cast your net as widely as Applebert did and you will obviously get a huge catch of arguments for cultural diversity and decentralization. But that cannot absolve "the state" from having an interest in how our linguistic-cultural destiny unfolds or from formulating national goals to guide us along the way.

We do not think we are alone in the view that there is more to the formulation of those goals than the reiteration of catchwords like 'duality', 'multiculturalism' and 'enrichment'. When it comes to the central relationships of language and culture, people are entitled to know what their national government sees as a worthwhile and compatible set of objectives. Consultation is one part of the process for arriving at those objectives. The rest is a matter of thinking things through, and a continuing lack of clear proposals on this score will only encourage further patchwork and floundering.

Special Joint Committee on Official Languages: Getting Through

At the end of 1981, the Committee had completed its initial survey of the federal capacity to provide service to the public in English and French and turned its attention to the interrelated themes of language of work and equitable participation. This year it continued its close scrutiny of this complex area, and in the process heard testimony from several departments and agencies as well as from our Office.

Highlights

The year's activities culminated with the tabling of a major report on *Language of Work and the Use of French and English in the Public Service of Canada.* It again highlighted what are widely recognized to be the important weaknesses of federal efforts in this area:

- the confusion surrounding the scope of the Official Languages Act as it applies to language of work;

- the need to clarify the primacy of official languages provisions over conflicting legislation;
- the apparent failure of federal programmes to bring about to any great extent "new and more satisfactory patterns of language use";
- the uncertainty as to whether the present under-use of French as a language of work is attributable to inadequacies in the general strategy, in government guidelines, or in some other factors still to be clearly determined; and
- the fact that remaining inequities in the participation and representation of both official-language groups are an obvious impediment to employees' opportunities to choose to work in either English or French.

Conclusions

The Committee's recommendations are set out in detail in Appendix A and our own subsequent research on language-of-work problems are summarized in Part III of this Report. All these deliberations have led to several common conclusions:

- there can be little real progress on language of work while the legal basis and exact scope of this right remain in question;
- the Official Languages Act urgently needs to be amended to confirm the executory nature of the language-of-work right, as well as to give it the necessary primacy over conflicting laws; and
- the relationship between the policy of improving minority-language participation, the policy on when, where and how employees can legitimately work in their own official language, and the actual use of French and English in the federal administration needs to be elucidated in a manner which is plain but precise.

Future plans

Nineteen eighty-two did not prove the easiest year of the Committee's short existence. It did, however, provide a forum for more careful deliberation on language problems than has been possible in the past, and it produced a solid and thoughtful report. Having worked so conscientiously to develop its views and to recommend a course of action, the Committee finds itself in a position more familiar to this Office than to MPs and Senators: wondering what becomes of these insights and promptings if no one shows the will to take them up.

The Committee's interest in more and better regulation is one we share; we both hope to impose more structure on the perpetual struggle to keep our institutions up to scratch. Moreover, for what it is worth, we believe this will remain an important part of the Committee's work. At the same time, there are three or four projects to which we would give a high priority in the months ahead:

- to have the Committee complete its review of the Official Languages Act and synthesize in a single report those amendments which it holds to be necessary;

- to consider in some depth those federal activities that have the most direct impact on the healthy development of the official languages beyond the federal administration, for example, high-priced programmes for support to bilingualism in education; and

- to recall some key departments and agencies to update the Committee on the actions taken to correct the weaknesses that came to light last time they appeared.

We also believe that it will be important to grant the Committee the permanence of a standing committee, comparable to the Public Accounts Committee, so that Parliament will never be too far from the process of linguistic accountability. Eventually, it would also be useful if the Committee could travel to various Canadian communities to hear first hand how people think and feel about language matters. We are convinced that hearing witnesses in Winnipeg, say, or in Sherbrooke or Moncton, would be both revealing and productive.

Despite its understandable impatience to get things cleared up once and for all, we believe the Committee's greatest value is for the long haul. If it can get Government's attention, so much the better. In the meantime, it remains Parliament's best link with this very important area of Canadian affairs.

Amendments to the Official Languages Act: A Changing World

Our proposals for amending the Act have been on the table for at least four years now. They were set out in full detail in 1978, summarized in 1979, revisited at length in 1980 and remembered feelingly in 1981. There have also been several Private Members' Bills over the years with the same purpose. And most recently, as we have seen, the Special Joint Committee on Official Languages has added its voice to those who think it is more than time to clear up the ambiguities and in general re-equip the Act, and its creature, the Commissioner, for more service through the eighties.

We also hope we do not need to remind the Government that the whole question whether to pursue, modify or abandon the designation of federal bilingual districts remains unanswered. The matter must be dealt with, and with dispatch, if the Government is to respect the provisions of the Act, and if we are to avoid the waste of yet another Bilingual Districts Advisory Board whose reports and recommendations are ultimately scrapped.

Perhaps there was an impression last year that the constitutional package would remove any need for amendments to the Official Languages Act. This is not our view of the matter. The Constitution unquestionably reinforces the Act as it stands, most obviously where service to the public is concerned, but it does not replace it. For example, there is still no explicit reference to the language-of-work right in either text, and the undoubted primacy of the Constitution applies exclusively to the principles set out in the Charter, not to the detailed prescriptions of the Act.

We are sometimes given as a reason for inaction that it may not be politic to reopen the Act "at this time", because its subject matter remains too controversial. To which we can only reply that of course it is controversial and it is time we heard from all sides on the matter. If we have only one point to make in the whole of this Report, let it be this: the time is past for talking of the Official Languages Act as if it were some nine-day wonder or in the embarrassed tones once reserved for the misbegotten. When we think of the sweat and tears that many thousands of people have already invested into making the ideal of linguistic equality more and more of a practical reality, it would be pure folly, in our view, to spoil the ship for ten cents worth of reasonable amendment. The only people who stand to be demeaned by a debate on our national language policy are those without a viable language policy of their own.

Mixed Reviews

Government Policies: Looks Ain't Everything

In November 1981, Treasury Board announced eleven programme changes aimed at improving the Government's ability to serve Canadians in the language of their choice and to enhance employee opportunities to work in their first official language. One way to see how things are going in the official-languages management business is to examine the perceivable impact those changes have had.

The first five items refer to service to the public and can be summarized as follows:

1. To require the active offer of services in the minority official language from federal offices in bilingual regions (including Toronto and Winnipeg) as of April 1, 1982.

2. To review departmental decisions on "significant demand" in order to achieve greater consistency in federal performance in bilingual regions.

3. To inform the public, through all appropriate means, of the availability of bilingual services.

4. To enable the public to comment more effectively on the availability and quality of services in both languages.

5. To raise the linguistic quality of departmental services:

   a) by having departments with extensive public dealings outside the National Capital Region attain at least 90 per cent bilingual occupancy of bilingual positions by April 1, 1983; and

   b) by ensuring that, except in unusual circumstances, the minimum language proficiency of bilingual public servants who deal with the public is at the intermediate level.

Active offer

The decision to specify localities where significant demand for service in the minority official language would be taken as read was a welcome one. It has been a long time coming, but now one can at least say without fear of bureaucratic obfuscation that federal services *are* to be available in, for example, French in northern Ontario or English in the Gaspé region. There has never been any question in our minds that this was what the Official Languages Act required, but the fact that it is clearly established as government policy can only, in the words of the Bard, make assurance doubly sure.

We are left with two questions, one of principle and another of plain, old-fashioned practice: are the localities listed the *only* ones where the public may expect an active offer of service in both languages; and how well has the message been digested and put into action by federal institutions?

The question of principle is important for two reasons. First, because there clearly *are* other localities where demand is "significant" within the meaning of the Act — in the French-speaking communities of Nova Scotia or Alberta, for instance, or in the English-speaking communities of Quebec's Lower North Shore. And second, because federal institutions have an uncanny knack of turning to the old legal adage that if you specify one, you implicitly exclude the other — especially when it suits your purpose.

This was the case, for instance, of Employment and Immigration, which initially took the line in response to complaints that "we interpret demand as 'significant' when requests for service in the minority language are frequent and sustained"; that "Treasury Board would seem to support our approach"; and that we would "remain at loggerheads on this issue as long as there exists this disparity between your office's interpretation of the Act and that of the Treasury Board." You might be surprised how long it took to persuade the Commission that any such disparity was a figment of its imagination.

Consistency

As far as departmental understanding and application of the policy are concerned, it is hard not to focus on the new boys in the list — Toronto and Winnipeg — if only because many departments have accepted for some time that significant demand manifestly does exist in New Brunswick, and in various areas in Quebec and Ontario. The fact that there were offices in Toronto and Winnipeg which, on the fateful day of April 1, 1982, had never heard tell of a new policy which included them probably surprises only non-bureaucrats. More to the point is the fact that even in areas where significant demand has been acknowledged for years, an active offer of federal service would probably throw minority clients into a state of shock.

In Toronto and Winnipeg, even now, nine months after the new regime went into effect, the number of federal institutions that can give a creditable account of themselves hardly strains the mathematical resources of fingers and toes. Winnipeg, if anything, is better equipped than Toronto, and quite a few departments there can and do offer good service in French. In Toronto, a list of such departments would be very short.

At the close of the year, Treasury Board was of the view that the availability of services in these and other bilingual regions was, to all intents and purposes, a *fait*

accompli, and that attention could now be turned to their quality. We have news for them. Southern New Brunswick is hardly a hotbed of bilingual services; in outlying regions of Quebec — the Gaspé, for example — Anglophones are a long way from being able to take services in English for granted; and in many cases French services remain anaemic and passive, if not downright skeletal, in the bilingual regions of Ontario. Of course quality is desirable, but the first order of business must be to fill the very substantial gaps that still exist. Consistency, at the moment, there is not.

Public information

Implicit in the formal recognition of localities where federal services will be actively offered in the minority language is the acknowledgement of the presence of groups of people who, for the most part, have been accustomed to receiving those services in the majority language. It has long been evident that the *latent* demand in those areas is significant. What has to be done now, through a vigorous information effort in the minority language, is to give that clientele a real chance to kick this particular language habit.

It is important to stress that "active offer" means promoting what for many is an entirely new product. It is one thing to develop that product and quite another to have the confidence to draw attention to it and allow the hesitant consumer to put it to the test. In 1982, Treasury Board co-ordinated one major act of advertisement by publishing in the minority media and circulating in booklet form a complete list of those offices "which have a full-time capacity to provide services to the public in both official languages." This initial ad has been followed up in a small way by a handful of departments, some of which go so far as to encourage the client to let them know if their expectations are being met. However, with all due credit to those who have done more than merely list bilingual offices, one would have to say that we are still a long way from informative up-beat marketing of minority-language services. On this evidence, perhaps it is a good thing the Government is not trying to sell detergent.

The dictionary defines 'information' as the communication of instructive knowledge. To be truly instructive, federal information must be tailored to meet the needs of minority communities that have long been linguistically disadvantaged. To know that Office X is said to have a bilingual capability is not very inviting if it consists of eight different wickets and there is no indication *where* bilingual services can be obtained. Very occasionally a department will announce in the local minority newspaper the name and number of one or two people who can be contacted for minority-language service. Until practices of that kind are more widespread, the federal publicity effort will remain relatively inert.

Opportunity to comment

There is no need to labour the point: by all means encourage comment on the effectiveness of service — our estimate is that perhaps one department in ten is doing so — but why put the onus on the public to tell you when things are not what they are supposed to be? This, at the moment, seems to us to be the most obvious flaw in the federal official languages programme: a very low level of self-policing and self-criticism. For anyone who still harbours illusions that the very considerable investment in bilingualizing federal services is uniformly successful, we would recommend, not a reading of departmental official languages plans, but a round of random visits aimed at obtaining an equal, spontaneous and more-than-

superficial service in the minority language. People do not want to hear that the service is around if you can find it; they want someone to lead them to it and show them how it works. That is active offer; that is information.

Improving bilingual capacity to serve the public

We comment in detail in Part II of this Report on the extremely thin distribution of qualified bilingual employees serving Francophones outside Quebec. We certainly have no quarrel with any effort to improve bilingual capacity for that purpose. But in view of the fact that, the National Capital aside, there are about two bilingual positions in Quebec for every one outside Quebec, increasing proficiency levels and bilingual occupancy is little better than a band-aid.

For the record, the proportion of bilingual positions requiring intermediate proficiency or better increased from 75 per cent to 81 per cent in 1982, but the overall proportion of bilingual positions with qualified occupants was still below the Treasury Board's 90 per cent target at year's end. Compared with 50,555 or 84.4 per cent this time last year, there were 47,873 or 82 per cent in December 1982. Higher standards are responsible for the fact that fewer qualify; but those who do are more genuinely bilingual.

The second group of policy measures is more various in nature:

6. To get Crown corporations to accept these measures and adapt them to their particular cicumstances.

7. To require, as of December 31, 1982, with only rare exceptions, that all appointees in the executive group in bilingual regions have, as a minimum, an intermediate level proficiency in their second official language.

8. To raise the proficiency requirements of all bilingual supervisory positions to the intermediate level, "except where it can be demonstrated that the use of the secondary (sic) official language is elementary."

9. To revise language tests for the lowest and intermediate levels to better assess the communication skills of candidates for bilingual positions.

10. To require that, by April 1, 1982, all written communications with Quebec-based operations be in French or both official languages, with oral communications "in the language of work of federal offices in Quebec."

11. To conduct an in-depth study of language-use practices as revealed in recent language-use surveys, in a select number of departments in the National Capital Region.

Crown corporations and consistency

The aim of this measure is to seek compliance with the Board's official languages rules from federal agencies for which Treasury Board is not the employer. Crown corporations are covered by the Official Languages Act just as departments are, and we certainly wish to see consistency of application of the law and of government language policy.

It happens that some of these institutions are among the worst and others among the leaders, and their performance as such is neither an argument for nor against

more direct Treasury Board guidance. The Board does, however, have a great deal on its plate as the manager of public service bilingualism as such, and it might be as well to recognize that more effective results from Crown corporations, as against paper compliance with bureaucratic requirements, might be obtained through vigorous action by responsible ministers and the Privy Council Office. Chief Executive Officers have to get the message that the language aspects of their operation are as important as any other — and the more pressure in this direction the better.

Bilingual proficiency and language tests

The significance of second-language proficiency levels is one of those mysteries that excite the initiated almost as much as they baffle the layman. One might suppose, for instance, that there would not be a whole heap of genuinely bilingual jobs which could be filled by someone whose second-language proficiency was no more than "elementary". As a result, we certainly have no difficulty endorsing the idea that middle-level proficiency is pretty well a minimum for those who serve the public, or for supervisors and senior managers. Indeed, such is our experience that we would warmly recommend this level as the minimum for just about any bilingual function that goes beyond parroting such phrases as "one moment please". The problem is that almost 17 per cent of bilingual jobs are in fact classified at the lowest level and that raising the ante in the short term will, as we have already seen, make the total bilingual capacity look smaller rather than greater.

Another source of mischief is a narrow preoccupation with the technicalities of determining whether someone can or cannot do his job adequately in his second official language. This is the source not only of artificial language levels but of various tests in "reading, writing, listening and speaking" which allegedly separate the sheep from the goats. Faced with a good many intermediate-level Anglophone employees in bilingual positions who were not doing much communicating in their second official language, Treasury Board seems to have concluded that the tests which classified them at this level in the first place must have been faulty. This looks to us like mixing up two apples-and-oranges questions:

- why are Anglophones not using and improving their second-language skills on the job; and
- are the present tests a valid indicator of what employees may be able to do by way of functioning in their second official language?

The standardized tests now in use can undoubtedly stand a great deal of improvement. But even when they are as good as we can make them, they will not answer the question why Anglophones' French does not get a better workout on the job. The celebrated "communications gap" is a two-sided affair of which remaining Anglophone inadequacies are only the most visible aspect. As we point out in a later chapter on language of work, the under-use of French by Francophones is the dark side of that moon.

Communications with Quebec

If we understand this measure aright, it says that all communications with Quebec operations ought to be in French or bilingual. Or at least this seems to us the intention, for the language of the second part appears deliberately ambiguous. At all events, nothing is more likely to have a wholesome effect on "Ottawa's" use of

French than to insist on it when dealing with federal offices in Quebec, where the vast majority of French-speaking employees now work in that language. It is clear from our correspondence with some departments, however, that the rule is easier to enunciate than to enforce. This was also borne out by half-a-dozen special audits conducted by Treasury Board. If Quebec is to play any kind of lead role in developing the use of French as a language of work elsewhere, it will be necessary to police this requirement very closely for some time to come.

Language-use practices

Possibly the kindest thing one could say about Treasury Board's "in-depth study" of language-use practices in departments is that it seems to have withered on the vine. Indeed, despite repeated protestations that language of work was the preoccupation of the hour, the Board has vouchsafed little information or instruction on this issue for at least two years. Three small pages in a Treasury Board pamphlet distributed to employees in 1982 do little more than reiterate broad policy statements in plain language. The absence of any real hustle or dynamism in the Board's approach to language of work seems to go largely unremarked outside this Office. And yet, as we shall see later in this Report, that is precisely what is missing when it comes to making an impression on long-standing problems in the internal use of the official languages.

Let us sum up. In the nine years that have lumbered by since the linguistic designation of positions became systematized in the Public Service, there is no question that the process has effected a general rise in the bilingual capacity of the federal administration that might not have happened otherwise. The process has to that extent justified itself. At the same time, what one might call "official" capacity — which has gone from fewer than 20,000 qualified bilingual public servants in 1974 to close to 50,000 less than ten years later — still has only a marginal relation to real needs:

- if we exclude Ottawa, barely ten per cent of that capacity is dedicated to serving Francophones outside Quebec;
- bilingual positions in the most senior employment groups have too often been among the last to be occupied by genuinely bilingual public servants;
- Quebec, by contrast, may well have an excess of bilingual positions to serve the Anglophone public, although very few of them are occupied by bilingual Anglophone employees;
- even the rather broad rules which are supposed to govern communications within groups or between regions or individuals are regularly disregarded; and
- to an altogether too great extent the business of "meeting requirements" has become like a medical examination for life insurance: too much pro forma testing and too little guarantee of a living bilingual performance.

Imperative and Non-Imperative: Indicative Moods

Those who keep their memories in trim may recall that the upcoming year of 1983 once had a fateful significance for official languages programmes. According to government policies announced in 1977, December 1983 was to see the end of three interrelated components:

- the so-called "conditional appointment" of unilingual employees to bilingual positions;
- the provision of basic language training during working hours; and
- the flat-rate bonus of $800 to qualified occupants of bilingual positions.

As is the way with most of these draconian deadlines, this one was first forgotten and then quietly revoked. The alleged linkage between the various components, the target date, and any intention to recapture the bonus have all gone by the board, although the Joint Parliamentary Committee has since resuscitated December '83 as a recommended end for conditional appointments. What we are left with is a somewhat more flexible approach that would require that an ever-increasing number of bilingual positions be staffed, as the jargon has it, on an "imperative" basis.

The forbidding term "imperative staffing" means no more than the obligation to fill a bilingual position with a bilingual body. This is what the Public Service Employment Act would normally require in any case, were it not for special arrangements which since 1973 have permitted a person who is willing to *become* bilingual to take up a bilingual job — hence the term "conditional appointment" or the new jawbreaker, "non-imperative staffing".

The logic of phasing out the appointment of people who are less than fully qualified is quite obvious. Bilingual positions have existed for a decade: time enough for people who are making a career in the Public Service to realize that a functional knowledge of their second official language will sooner or later prove an asset. The rationale for an end to language training is less compelling. As long as the schools and universities in this country are unable or unwilling to do the job, it is quite unrealistic to suppose that everybody entering the Public Service will already be bilingual. And as long as that is the case, simple justice suggests that quite a few of them will require access to language training.

This being said, there was and is a danger that the provision of such training, full-time and at public expense, could be used as an unjustifiable crutch in perpetuity for the unmotivated and the underqualified. As a result, considerable tightening of the system was definitely in order. Some might argue that it would have been more straightforward to hold to the radical surgery proposed for 1983. We think this could only prove unfair. Even universal adoption of imperative staffing need not preclude access to government language training *before* public servants become involved in bilingual jobs. Moreover, even if all such positions were to be imperatively staffed tomorrow, the market in bilinguals, both inside and outside the Public Service, is such that government will need to invest in some training for potentially bilingual public servants for the foreseeable future.

The bottom line is that a large number of bilingual positions — with generally higher second-language requirements — are being filled with bilingual people. The use of imperative staffing has contributed to that process. At the same time, as the following table shows, the appointment of unilinguals to bilingual positions (conditional + exempted appointments) has continued to account for 20 to 25 per cent of those appointments for the last four years.

Appointments to Permanent Bilingual Positions From Outside and Within the Federal Public Service, 1979 to 1982.

	Appointments on an imperative basis		Appointments on a non-imperative basis							
			Met requirements		Must meet requirements[1]		Exempted		Total	
	No.	%	No.	%	No.	%	No.	%	No.	%
1979	378	2.6	10,827	73.6	2,303	15.7	1,200	8.2	14,708	100.0
1980	998	5.9	11,855	70.6	3,149	18.7	800	4.8	16,802	100.0
1981	2,825	17.1	9,700	58.6	3,477	21.0	541	3.3	16,543	100.0
1982	4,076	29.1	7,140	51.0	2,151	15.4	643	4.6	14,010[2]	100.0
TOTAL	**8,277**	**13.3**	**39,522**	**63.7**	**11,080**	**17.9**	**3,184**	**5.1**	**62,063**	**100.0**

[1] Conditional appointments
[2] Estimate

Source: Public Service Commission.

One might think that, with all those bilinguals at its beck and call, application of the Official Languages Act would by now be second nature to the federal bureaucracy. Indeed, one might have said much the same thing at any time in the last few years. But the sad lesson of experience is that apparent capacity is one thing, and mobilization of that capacity is a horse of a different colour.

Language Training: Class Consciousness

The whole point and purpose of language training at government expense is to help employees to adapt to changing institutional needs, *and* to make a practical contribution to the task of working in both languages. So long as the opportunity to train is perceived in that light, it can be justified on both economic and personnel grounds. But when the tail of career opportunity takes to wagging the dog of institutional need, something is askew. This has always been a danger with the language training programme, and one which clearly warrants the Government's efforts in recent years to rationalize the use of such a costly instrument for building up bilingual capacity.

Policy changes introduced in late 1981 went to the heart of this issue in two ways:

- by making admission of candidates for language training conditional on their showing the potential to reach the required proficiency; and

- by obliging departments to tailor their use of training to demonstrable needs and a proper return on their investment of time and money.

It is too early to say for certain whether screening candidates on the basis of success potential has increased the effectiveness of the system. A more obvious result has been a considerable backlog in testing and consequent delays in the staffing process, not to mention candidates who are not convinced that their "potential" has been justly evaluated. Some of these individuals have our sympathy and our support, for we have never been convinced of the validity of language aptitude tests as a measure of potential capacity to learn, as against motivation and determination to succeed. Nevertheless, to a degree, the sounds one hears are no more than those of a system that is belatedly beginning to bite.

Training out of hours

Even though it makes sense to give the priority for training on company time to people who have reasonable hopes of doing the company some good, it is also important to make the most of motivations that are less those of immediate need and more those of an employee's eye on the future. It is therefore worth noting that, while enrolment in intensive continuous training has increased only slightly from 3,017 in 1981 to 3,200 this year, enrolments in other kinds of courses are up by over a thousand from last year's figure of 7,775. These include about 4,000 employees who are taking language training on their own time.

We wonder, however, whether access to courses of this kind, where the student is making a personal investment in his professional future, is properly related to the employee's other opportunities to learn. Why, for instance, are only five or six hundred places assigned to training in the Western Region? Granted there is less immediate institutional need, at least in terms of designated bilingual jobs, but one should also give a thought to the fact that employees from the West have fewer opportunities to learn French. There is an enormous concentration of language training in those places where the better-paying bilingual positions are most concentrated — specifically in the National Capital Region, where, in this day and age, there are all sorts of chances to get a working knowledge of French both on and off the job. As long as language training constitutes an advantage for the employee as well as a skill of interest to the employer, it is a benefit which should be distributed with the greatest possible equity.

Advanced language training programme

That is one reason to be grateful that the 49 candidates so far selected to take part in advanced language training comprise everything from junior officers to an assistant deputy minister. This programme aims to take the students (about two-thirds Anglophone and one-third Francophone) to the functional heights where they can actually *work* extensively in their second official language. The twenty-month schedule, which alternates intensive language training with assignments in the other language environment, is proving a tough test for students, teachers, programme specialists and administrators alike. Once the break-in period is over, however, the programme promises to be a definite plus to the development of a federal workplace that is in the fullest sense bilingual.

Programme Costs: Keeping Tabs

Some of the costs of running the federal administration in two languages can be all too easily itemized:

- *Item:* to translating a five-thousand word article from English into French: about $1,500;
- *Item:* to providing six months of full-time language training: about $10,000, not including the employee's salary;
- *Item:* to administering official languages programmes in a medium-size department: $2 or $3 million per annum;
- *Item:* to paying the bilingualism bonus to over 48,000 public servants: some $38,000,000.

These costs are bound to seem provocatively high in hard economic times and everything reasonable has to be done to hold them in check.

Is there no escape, for instance, from the inexorable growth of translation, or must we just accustom ourselves to an additional 25 million odd words a year — and at a time when most basic documentation already exists in both languages? Treasury Board must wonder too, for it spent some time in 1982 trying to follow up on an earlier directive that required departments to develop clear translation policies which would cut down on waste, to identify co-ordinators to oversee their application, and to make use of bilingual personnel to draft and revise in both languages without resort to translation.

Several information sessions and working groups later, there is precious little information about the effectiveness of the Board's efforts. Our soundings show only that a majority of departments now have some sort of internal policy and a co-ordinator to look after it. But we still do not know if they are meeting the objective of cutting back on superfluous and wasteful translation.

Distribution

Another part of the forest that needs exploring is the relative portions of federal expenditures that are devoted to different aspects of official bilingualism. It seems to us perfectly proper to start cutting back on in-house programmes that ought by now to have accomplished the bulk of their work of putting the administration on sound linguistic rails: the more successful they are, the more they work themselves out of a job. But that an all-but-meaningless and excessively costly bonus should have become the sacred cow of bilingualism is insufferable. The fact that a chunk of it comes back in income tax and another partly pacifies a few union militants is not a good enough reason for refusing to grasp this nettle.

Moreover, there is no immediate sign that the Government means to honour its long-standing promise to give more attention and more support to developing, outside the federal domain, a general climate in which official bilingualism can be seen to be just, necessary and worthwhile. Funds for the Secretary of State's bilingual-

ism-in-education programme have been frozen for more than four years, and virtually all promotional activities are half-starved for the wherewithal to get governments and business to move more closely into line with the general premises of the Official Languages Act.

To get such messages across costs money. If the Government is prepared to increase the total funds without trimming costs within the Public Service, so be it. But it is also possible to throttle back on those costs to the tune of tens of millions of dollars, and give an immediate boost to hard-pressed programmes which have a direct impact outside the world of the bureaucracy. The only thing that is really incomprehensible is to do neither.

Minorities

In the ten years between the 1971 and the 1981 censuses all but three of the provincial official-language minorities showed a significant decline. Outside Quebec, the relative number of people of French mother tongue continued to drop, except in British Columbia, Alberta and New Brunswick. There can be little question that progressive anglicization was the culprit.

Quebec was the biggest loser — through emigration rather than assimilation — with a net loss of English-mother-tongue population of anything from 80,000 to 140,000, depending on how you want to calculate. The proportion of Anglophones in the province dropped as a result from 13.1 per cent to 10.9 per cent.

Keeping in mind that mother tongue figures are themselves often an exaggeration of the number of people who still normally *speak* the minority language, especially where French is concerned, one may reasonably ask whether the investment in institutional bilingualism is having the desired effect. Is it providing a genuine linguistic alternative or is it simply a hand-holding exercise which serves to offer comfort to a lost cause?

Even those, like ourselves, who believe that it is simplistic to expect too much too soon, must face the fact that linguistic minorities that range in size from no more than three-quarters of a million to a fair-sized junior-hockey crowd are far from having an assured future. What is more, while the planners are working out their schemes for state assistance, the people most concerned tend to vote with their feet or by the sad expedient of conforming to mainstream linguistic mores.

Such considerations provided the 1982 background to a number of acts of reflection by which our official-language minorities, the associations that represent them, and the governments which seek to sustain them took stock of their situation. None of them, as far as we are aware, emerged from the process with a feeling that the battle was behind them. On the contrary, the need for rededication was if possible greater than ever. From that standpoint it is fortunate that the

Department of the Secretary of State is undertaking a major re-examination of its programmes in aid of official-language minority groups. When there are necessarily a great many diverse calls on government support, it is the finest of fine arts to establish sensible and acceptable priorities, but this surely must be one of them.

Francophone Minorities: Ways and Means

Many members of Canada's Francophone minority groups live perilously close to the point where linguistic self-respect becomes a luxury and constitutional language rights are not readily converted into hard cash. The task of convincing them that the language they were born to is not only held in national esteem but is a proper means to their educational and social development is not made easier by daily evidence to the contrary. The task is to translate what has for so long been perceived as a social handicap into a social good, and one worth fighting for. Francophones outside Quebec are bone-tired at constantly having to prove their right to remain linguistically distinct. In determining the kind of assistance and encouragement they will offer, benevolent governments must recognize the conditions in which the Francophone minorities really live, and speak to them in terms with which they can identify.

The Federation of Francophones Outside Quebec

One way in which Francophone leaders have tried to stiffen the will of the average Francophone outside Quebec is to bring home the advantages of collective action. Therein lies the raison d'être of an umbrella association such as the Federation of Francophones Outside Quebec. The Federation seeks to define for the multiplicity of individual minority lives an indispensable minimum of common objectives to which they can subscribe and toward which they can work together.

It was in this spirit that the Federation circulated to its member groups last June a discussion paper entitled "Writing A Future For Ourselves." A product of its Policy Development Committee, the 120-page report was a preliminary effort to outline the principles and means whereby the Francophone community outside Quebec could "safeguard its historical and cultural identity." It specifies those sectors within which the Committee believes it is possible for French-speaking minorities to act positively to bring about a society in which the values they hold dear can achieve expression. They include not only arts, culture, communications, and education and recreation, but also the tougher ones of government services and the economic world.

Some of the ground covered by the report is theoretical and some is a familiar call-to-arms. However, several observations and recommendations demand very serious consideration by both federal and provincial authorities. For example:

- federal-provincial formulae for funding minority- and second-language education need to be revised so as to reaffirm the priority of minority-language education;
- there is a need to develop a centrally located resource group that can help fill the present gaping hole in sports and recreational services to the Francophone communities outside Quebec; and

- associations should seek a more sustained collaboration with the central agencies of the Federal Government and with our Office in completing and extending a network of effective federal services in French outside Quebec.

That there is no lack of work to be done on these and other fronts can be gathered from a bird's-eye view of provincial situations in 1982.

British Columbia has one of the most diverse Francophone communities in Canada. According to the 1981 census, its numbers have shown a healthy increase, even if this is due more to new arrivals from elsewhere than to the capacity of older generations to resist assimilation. With almost half the 46,000 minority population concentrated in Vancouver (20,000) and Victoria (3,200), the remainder is obviously thin on the ground. Recent developments within the Federation of Franco-Columbians seem, however, to have resulted in a strengthening and broadening of its base in the various communities. The first priority, here as elsewhere, remains French-language education, but there is enough Francophone vitality and determination around to justify other services as well.

Alberta has seen a dramatic increase in its Francophone population — almost 40 per cent in the last five years — bringing it to over 62,000. Some of this increase may be temporarily inflated by oil-fever, but it has nonetheless given Franco-Albertans a different perspective on their linguistic future. Two centres, Edmonton and Calgary, again account for almost half the minority community, and it is there that pressures for a new deal — in education, in federal services, and in community development — are beginning to develop. Where one might have expected an irreversible decline into assimilation, the recent influx of Francophones from outside the province has, on the contrary, raised the level of linguistic expectations. We must hope they can be matched by federal, provincial, and school-board performance.

The Fransaskois community in **Saskatchewan** is in a difficult position. In absolute numbers, it is the smallest official-language minority in the West (25,500) and has lost almost 20 per cent of its 1971 population in the last ten years. It is also perhaps more widely scattered and less urbanized than in any province. In these circumstances, any development that strengthens the use of French outside the circle of family and friends is a plus. The growing interest in French immersion for Anglophone children, for instance, has an impact on the availability of schooling for Francophones in French. Similarly, the arrival in 1982 of the first CBC TV programme to originate in French from Regina will prove helpful, and more so to the extent it speaks to Fransaskois in their own terms. Generally speaking, however, Saskatchewan illustrates how hard it is for isolated minority communities to assert themselves and how much they need positive government incentives for doing so.

Another loser in the population column was **Manitoba**, which once had the West's largest Francophone community, now just holding its own at around 52,500. But the reinstatement of institutional bilingualism has given Franco-Manitobans a new lease on life and helped persuade both the Provincial and Federal governments to take a more positive line toward the provision of services in French. At the Annual Assembly of the Franco-Manitoban Society last March, Premier Pawley laid out his government's intentions in detail. Even if, as is likely, they take years to be fulfilled,

the improved atmosphere of confidence between the Government and the community, and the practicality of the government approach, have proved a terrific shot in the arm for all who believe that living in French in the West is feasible as well as just.

Ontario continues to be home to the largest French-language community outside Quebec and for that reason provides perhaps the sharpest illustration of the highs and lows that make up minority life. The good news is that gains are still outnumbering losses. The bad news is that so many of these gains are the fruit of *ad hoc* initiatives rather than a concerted provincial plan.

This was the burden of a report submitted to the Ontario Government by the Provincial Co-ordinator for French Language Services early in 1982: between the jigs of constitutional doctrine and the reels of bureaucratic gradualism, too many crucial concerns were more or less being left to drift. True, the responsible Minister was able to declare in the Legislature last November that a "healthy and vigorous Francophone community in Ontario connot help but give us a better understanding of the deep roots and vitality of the two founding nations within our Canadian Confederation." No doubt this is sincerely meant, but fine words by themselves will not buy services in French or solid assurances that French-language rights will be respected.

From time to time during the year, the Government was rumoured to be reconsidering the usefulness of a general law on the provision of provincial services in French. Failing full acceptance of constitutional obligations on the New Brunswick model, which we believe is the only reasonable solution in the longer term, any move toward greater stability and dependability for minority rights is to be welcomed. Whether or not this amounts to "mere symbolism" in the eyes of the majority is irrelevant; it is against the sharp edge of minority opinion that any doubts should be tested — and the minority communities certainly have no reservations about the value of statutory or constitutional guarantees.

Meanwhile, follow-up to the Co-ordinator's report has so far been more defensive than decisive. Much is made of ongoing changes to individual pieces of legislation, to the increased possibility of court hearings in French, and to proposed amendments to the rules for designating bilingual jobs. However worthwhile these activities may be, they avoid the heart of the problem — that many of the social services that Franco-Ontarians depend on daily, and which are financed in part by their taxes, are still provided through people who do not speak their language, let alone share their cultural assumptions.

This point was made very emphatically in a report from the French Services Committee of the Ottawa-Carleton Social Planning Council in December. The Committee had studied the lack of professionals able to provide health and social services in French, particularly in eastern Ontario. Its conclusion was essentially that, neither at the level of the schools, nor of governments, nor the voluntary sector, was much being done to develop specialists in medicine, dentistry, nutrition, psychiatry, criminology or social work who would be able to carry out their professional duties in French. If anything, the report shows that fewer Francophone specialists were in training in 1980 than in 1976 in just about every discipline.

The fact of the matter is that, declarations aside, the Ontario Government does not appear to realise how weakened its Francophone minority has become. In our opinion, it will take a long and concerted effort on the part of all governments and organizations concerned to give it a genuine opportunity to become that "vigorous and healthy" group of which the Minister speaks. If Ontario became an institutionally bilingual province, it would help to give the community an important reason for living. But there is also a critical need to find common-or-garden practical ways to allow men, women and children to live more of their lives in French.

This, we agree, is as much the responsibility of minority community associations as it is of government institutions. Like several of its sister associations in other provinces, the French-Canadian Association of Ontario had its share of troubles in 1982. These tend to reflect a common condition of too many disparate causes chasing too few practical resources. Minorities operate on too small a margin to be able to afford creative conflict. The Association faces the formidable task of rallying an often depressed minority population; it will need all the solidarity it can muster simply to get on with that task.

The **New Brunswick** census figures for 1981 show an increase in the French-speaking population, the only province east of Alberta in which this was true. Since the rise presumably cannot be explained on the basis of immigration or entirely as a sudden spurt in the birth rate, one must wonder whether more Acadian New Brunswickers than was the case in the past simply declared themselves as such. If so, there could be grounds for encouragement about community attitudes, which may prove more significant in the end than other more tangible indicators of the good health of our minority communities.

Meanwhile, the official languages calendar in the province was as crowded as ever. Not only does New Brunswick figure prominently in the relevant sections of the new Constitution, the Government is also preparing changes to its own Official Languages Act on the basis of a comprehensive study report and consultations with the Acadian communities. There were other signs as well that a positive reading of the minority horoscope was in order: a new Francophone community college for Dieppe, for example, and the Samuel de Champlain Centre in Saint John to be completed in 1984 before the 380th anniversary of his arrival.

None of which means, however, that practical problems in New Brunswick have disappeared. The quality of health services in French was a frequent target of attack, and the on-again-off-again interment of the daily newspaper *L'Évangéline* became a national cliff-hanger for a while. There may be a question, too, whether the Acadian community can demonstrate the necessary cohesion and discipline to hold the Government to its far-reaching promises of equality for both official-language communities. The makings of a genuinely bilingual province are there; we must now count on the principals to put them together.

The Francophone communities of **Newfoundland**, **Nova Scotia**, and **Prince Edward Island** are still slipping on the population charts and are not likely to be reinvigorated from outside their respective provinces. Their future as viable linguistic minorities is in their hands and those of the governments which have committed themselves to Canada's linguistic duality. With stronger assurances for minority-

language education written into the Constitution, the Acadians of Prince Edward Island and Nova Scotia are now looking for ways to broaden the institutional base of provincial services in French. One must hope that they will get rapid and concrete support; without a broader array of institutional incentives, the long-term future of these communities is patently very uncertain.

Anglo-Quebec: Crosstalk

The life of Anglo-Quebecers is complicated by the fact that the minority tongue they speak is English. Opportunities to use English in Quebec, while fewer than they once were, are still common enough to ensure that the language retains considerable currency. It is that fact, and what it stands for, that no doubt lies behind the aggressiveness of some Quebecers towards the English-speaking community, and accounts in part for a series of attempts to diminish the status of English in relation to French.

Nor is the constant comparison of minority communities, or the raking over of historical coals, likely to be helpful. It is quite clear without constant repetition that the Francophone minority elsewhere in Canada has been and remains in a more difficult situation than the Anglophone minority in the Province of Quebec. But to anyone who cares about either minority, this is the least worthy of reasons for supposing that Anglophone-Quebecers should receive anything less than a decent response to their needs or for treating their language as anything less than legitimate.

Living in the midst of the slanging matches that can and do break out over language issues, it comes as an understandable shock to many Anglophones that they are sometimes treated as linguistic outsiders in a province in which they believed they had invested much personal and collective effort. It is true that there had long been an insensitivity to the language, culture and general aspirations of the Francophone majority. As a result, there is little question that the public affirmation of French as the normal language of the province required strong measures. And once this decision was taken, one had to expect that the Anglophone life-style, particularly in Montreal, would be irrevocably altered, and that some would find it difficult to adjust to the change. The loss of many thousands of Anglophones since 1971 is only the most dramatic aspect of the adjustment process. And however sympathetic those who remain may be toward the rationale for this linguistic revolution, they obviously have not found it easy to live with some of its more extreme manifestations.

In consequence, they have invested some considerable time in organizing a united approach to the Government on questions of interest to the Anglophone community. After much discussion, the year began with the formation of Alliance-Quebec on foundations laid by a variety of English-speaking community organizations. The Alliance lost no time in formulating a number of policy objectives, and in June it laid before the Government several priority points on which it believed improvements were possible which would not endanger the primacy of French. Among

them were minority control of its educational institutions; access to English schools; regulation of public signs; French testing for Quebec trained professionals; language of communication in institutions whose clientele is mostly Anglophone; and Anglophone representation in the public and para-public sectors.

On all these issues there is a case to be made, and on some of them there have even been hints at a readiness to modify the government position. They did not however meet with acceptance in the official response to the Alliance in November. Can we assume with the optimists that what is going on is no more than jockeying for position and that behind-the-scenes discussions will lead to an accommodation? Or are we witnessing the kind of impasse which characterizes discussions of official bilingualism in Ontario, in both cases apparently as a result of a threat of majority backlash? Whatever the answer, it seems that the argument for the moment is less about who has the linguistic right to do thus and so than about who decides the pace of political change in Quebec.

Recognition of this places Anglophone leaders in a cleft stick: the more they politicize their case, the more the majority is likely to dig in its heels. Yet in plain terms, Alliance-Quebec has done no more than point out deficiencies which are frequently acknowledged as such in the Francophone press, and which can and probably will be corrected in the Government's own good time. In the circumstances, quiet diplomacy, and patient, collaborative compromise do not come easy.

At the same time, all is not public dispute and anger. Many Anglophone groups — the Voice of English Quebec in Quebec City, for instance, or the Quebec Farmers Association and the Quebec Young Farmers Federation — have found ways to demonstrate that they are a well-integrated part of Quebec society without relinquishing any of the language rights they consider important. Just how realistic it is to expect this kind of relationship between the players on the centre court remains to be seen.

Federal support

The attitude of the Federal Government toward Anglo-Quebec also tends to be an ambiguous one. The minority is useful when it comes to making a constitutional point, or to keep the provincial linguocrats on their toes, but the level of direct aid or assistance hardly seems to reflect a federal conviction that the community increasingly has real language-related problems.

More than once in 1982 we were visited by representatives of Anglophone groups who felt that the Federal Government should be doing more to maintain the fabric of English life in Quebec. While agreeing that Anglophones generally did not face the linguistic handicaps of some Francophone minorities, they pointed out that the number of Anglo-Quebecers was nevertheless about equal to the combined Francophone minorities of New Brunswick and Ontario, but that federal aid received by them was only about one-fifth of the aid granted those Francophone communities. This is certainly not an argument for downgrading support to the Francophone minority — the whole burden of our analysis over the years runs counter to any such notion. But it does constitute a good reason in our view for a closer look at the level of support available to the Anglophone community in Quebec. What tends to get lost in the shuffle is that some of the English-speaking communities

and associations, as well as families and individuals, do not belong to any well-heeled, metropolitan middle-class. When their local schools close, or their community newspapers go under, or their unemployed fail to break into an increasingly French-speaking labour market, the feeling of abandonment is very real.

But even if more money were forthcoming, it would hardly offset the widespread feeling that the feds are not anxious to *do* anything that would demonstrate — even if only symbolically — a recognition that English in Quebec is sometimes hard-pressed. Anglophone participation in the federal public service has declined dramatically, but all we have heard so far is pop-sociological explanations why this is happening. Have our federal institutions in Quebec mislaid their knowledge of how to recruit qualified Anglophone manpower?

In spite of pressures going back several years, it is also only recently that the Federal Government has shown some interest in finding ways to assist Anglo-Quebecers who need French to get a job. Meanwhile, our very own oil company, Petro-Canada, so far prefers to emulate the competition by not putting up signs in English in its Quebec gas stations, apparently out of some sense of cockeyed deference to Bill 101. However sturdily independent Anglo-Quebecers may be, they cannot help being puzzled and hurt by a central government that is not unhappy to see them go to court to get their education rights but tends to be a little hard of hearing on more down-to-earth matters of support and assistance.

Minority Media: Vox Pop

Among the first to feel the effects of economic recession are community newspapers. The total budget for federal advertising, for example, has dropped by 25 per cent from $60 to $45 million. And as small businesses fold or feel the pinch, revenues from local advertisers decline accordingly.

Association of the Francophone Press Outside Quebec

In the circumstances, it is understandable that the French-language weeklies have had their share of financial troubles, but we are happy to be able to report that they continue to perform a valued service, without which the sense of a single community joined by its desire to live in French might easily evaporate. Some are venerable ancients in the business, like the *Madawaska* which in 1982 celebrated a 69th anniversary. Others, like Welland's *L'Écluse* are mere babes of a few years standing. Efforts to launch a brand new French-language weekly in Newfoundland had still not come to fruition at the end of the year, but we hope 1983 will see a successful accouchement.

One of the factors that is helping Francophone minority papers do more with less is a reorganization of the national office of the Association of the Francophone Press Outside Quebec and its centralized Commercial Operations Branch, which looks after the reservation of publicity space on everyone's behalf. With financial assistance from the Department of the Secretary of State, the Association also helps local editors by running a consultation service in press management and by providing courses in copy-writing, lay-out and marketing. The recently established

Donatien-Frémont Foundation continued to make grants to both trainee-journalists and those already employed, to enable them to acquire or improve the skills of the trade. In short, no irreparable calamities, no overall flagging in circulation, a healthy degree of organized self-help, and a further increase in the amount of federal publicity in the order of 60 per cent: a good year all in all.

L'Évangéline, of course, is a story in itself. As the only Francophone daily east of Quebec and the voice of a very considerable Acadian population in New Brunswick, the importance of its role can hardly be overstated. After considerable tergiversation, it appeared at the end of the year that ongoing discussions would rescue the institution. Anyone with even the smallest interest in Francophone affairs awaits that day with considerable interest and not a little impatience.

Association of Quebec Regional English Media

The local English-language media in Quebec operate in a rather different environment. The market is hardly starved for English-language publications or broadcasts, but people nevertheless like to read about local activities in community newspapers or hear a familiar voice on their local station. Some 15 weeklies belong to the Association of Quebec Regional English Media (AQREM), with circulations that run anywhere from 250 to 8,000. Several are obviously walking a fine line between survival and submersion. They need all the financial and professional aid that they can get.

AQREM is now taking pointers from the more centralized commercial arrangements of its sister Francophone association, to see among other things whether it can increase its advertising revenues. Both the Provincial Government and the Department of the Secretary of State chip in with various forms of assistance, such as paid inserts or contributions to technical workshops. AQREM has also been doing its own study of federal departments' use of member papers to advertise government programmes. There has certainly been a substantial increase but the Association is not yet in a position to put an exact figure on it.

Radio and television

As anyone who has lived as an expatriate or in a minority situation will tell you, there is psychological support simply in hearing your language spoken. Even more encouraging is hearing someone from down home. For a good many years now the Canadian Broadcasting Corporation has been working to make it technically possible for English-speaking and French-speaking minorities just about anywhere in Canada to hear their own language, and ultimately hear it spoken in a way they readily identify with.

All of this is part of the CBC's general mandate to promote "the exchange of cultural and regional information and entertainment," while fostering national unity and "a continuing expression of Canadian identity," objectives so wholesome they make motherhood sound positively suspect. Nevertheless the Corporation's Accelerated Coverage Plan did register its share of achievements in 1982, bringing both radio and TV in French to all areas of Prince Edward Island and a French-language TV service to such northwest Ontario communities as Dryden, Geraldton, Manitouwadge and Nipigon, as well as to St. John's, Newfoundland.

At the same time, the usual crop of delays has pushed back the start-up date for French television in Fredericton, for relay installations in Leoville/North Battleford

in Saskatchewan, and for both radio and TV relays in Medicine Hat. But the principal gaps in service are still in Quebec and British Columbia. It will be December of 1983 before Chandler, Escuminac, New Carlisle, New Richmond, Percé, Port Daniel and Gaspé begin to receive English radio and TV signals from Montreal, and at least that before French radio and TV relays are installed in Victoria, Port Alberni and Powell River/Comox. Let it be said that these are the final stages of what has been a very ambitious plan, and we now hope that it can be brought to a successful conclusion without further delay.

Regional programming

As the Applebaum-Hébert Committee recently reminded us, the CBC is a very large organization. It broadcasts in both English and French and either owns and operates stations of its own or works through numerous private radio and television affiliates. The tendency in trying to service such an array of outlets is to invest heavily in centrally produced programming and turn the regional facilities into mere distributors of the corporate product. As the number of programme options available to the consumer grows, it no doubt becomes a guessing-game to know what in the way of Canadian programming will best compete with the non-Canadian product. But the argument for minority-language broadcasting that originates locally is not that it is necessarily *better* radio or TV but that it is *our* radio or TV.

This obviously does not mean putting cultural clog-dancing up against "Charlie's Angels"; it means providing for the usual range of human interests in a way that involves regional material and people. The situation in this respect gets just a little better every year but given any kind of budgetary restriction problems quickly arise — witness, for example, the cut in public affairs programming in Toronto at the end of the year. Nevertheless, 1982 also saw CBC Regina begin to originate some television programming in French and there is the nucleus of a French production facility in Toronto, and some progress in Francophone areas of northeastern New Brunswick, which are no longer dependent on transmissions from Montreal. This is no more than a start in the right direction, however. If local production is to be part of any counterweight to imported programming, it needs to get a solid start — even if it is at the expense of some top-heavy project at CBC headquarters.

National Film Board

Rather surprisingly the Applebaum-Hébert report makes no reference to the development of regional cinema, but then the Committee does not see the Film Board as a film-*maker* in any context. It remains to be seen whether the Government will follow that track, but in the here and now the NFB has had its overall budget reduced by $1 million. Uncertainties about its future mandate, along with reduced funds, do not make the Board's management any more anxious to invest in regional production. Result: a programme which already needed much catching up to make it a viable mirror to the minority communities is now just scraping by.

Heritage Languages: Speaking Terms

Except for our native peoples, all of us who live in Canada are settlers or the children of settlers. The Canadian population comprises at least eighty ethnocultural

groups which can not only lay claim to a distinct identity but in many cases speak a separate tongue among themselves. Our cultural pluralism is a fact of our collective life. We must make of it what we can.

All this is quite evident as sociolinguistic observation, but it has never been clear to government policy makers just *how* the apparently contrasted concepts of bilingualism and multiculturalism are to be reconciled in a single, consensual reality. It is possible, of course, to pretend that no such question exists and that the pursuit of the official languages objectives set out in our new Constitution can never be less than "consistent with the preservation and enhancement of the multicultural heritage of Canadians." It is also possible to take the view that the two concepts are irreconcilable.

At one extreme or the other expectations are created. But governments are generally not comfortable with extremes; they prefer a middle ground which, while it presents all the satisfying features of compromise, also entails all the difficulties — vagueness, waffling and an inability to come to grips with what is meant by encouraging the cultural aspirations of Canadians of non-English, non-French extraction.

For some years now, it has seemed to us more and more important that Canadians explain themselves clearly to one another on these questions. If we desire to look at them honestly, one of the most difficult problems will always be language, because one of the cultural values that immigrant groups naturally seek to promote is the language of their homeland. The extent to which they do so in practice no doubt has to do not only with the value which they attach to their language but also with their perception of its usefulness and acceptability in the new country. Canada has never made it a condition of being a good Canadian that people renounce their language. On the other hand, it has tended to leave each cultural community to determine the extent to which it seeks to promote the ancestral language or educate its children in it.

Some would argue that this arrangement has worked pretty well; new arrivals have acquired one or other of Canada's dominant languages — or both — and have kept up a familiarity with the heritage language if they chose. No doubt this was a tenable position at an earlier time when benign indifference to language questions passed for policy, but in an era in which increasingly careful attention is given to language planning, and a new emphasis on ethnic identify is developing, it will no longer wash. Canadians want to know what attitude governments are taking, not simply in word but in deed.

We for our part are in no doubt that the objectives of official bilingualism and cultural pluralism can and do complement each other. But there are, we think, avoidable confusions about *how* they do. It is clear first of all, at least to this Office, that in the Canadian context English and French are much more than just another pair of languages that came in by boat. Each has had a determining influence on the nature of our social, political and religious institutions. They are therefore more than simply common languages of state communication and convenience.

Nor do we think that this status is being challenged. What is at issue, rather, is the place that should be given by the state and by the community to the other lan-

guages to which millions of individual Canadians owe an allegiance. The individual and the family are free, within their own orbit, to make their own cultural choices. The state, however, decides — if only financially — what kinds of cultural variety it can afford. It is our view, which we repeat, that governments can afford three things without impinging on the peculiar status of English or French:

- they can — and do — provide encouragement to local cultural manifestations;
- they can — and do — find means to provide certain services in languages which are heavily represented in a given area; and
- they can — and increasingly do — encourage the learning, relearning or development of those languages as second, third or fourth languages within the school system.

In the individual, language skills tend to complement one another rather than the reverse. Canadians are in a position to reinforce that lesson as a collectivity. We need official languages to strengthen the social and cultural norms we have in common, but we also need the versatility that comes with knowing other languages and drawing on other cultures. We need, in short, to get rid of the narrow, melting-pot approach to language that has been too common in the past, and rejoice in our diversity.

Education

Federal-Provincial Relations: Last Year's Model

Perhaps the glorious autumn air of Peterborough is conducive to penetrating analysis. At all events, many at our Trent University colloquium were impressed with the concluding remarks of one of the Co-chairmen on the subject of language and education. "The conditions of our country," he suggested,

> place on us and on our educational institutions an absolute onus to give a much higher priority to language education than we have been doing. It is surely time for a major national programme to open up language education across Canada on a scale that none of our political or educational leaders is yet talking about.

Well said — except that, once again, we are left with an ideal role in search of an actor. It is a sad comedown from prefigurings of "a major national programme" to have to record that we are now in the fifth year of so-far fruitless negotiations to put together a long-term federal-provincial agreement on official languages in education. If, to meet present requirements, we cannot reasonably adapt a set of arrangements that have worked not too badly for a dozen years, what are the chances of a more comprehensive philosophical blueprint?

This would matter less if the programmes themselves were rolling along without a hitch and everyone was happy with how resources are fixed and distributed. The facts are otherwise. While the governments concerned have been exchanging position papers and media grapeshot, federal funds for language in education programmes were reduced in 1979 and have been frozen ever since. If you add a few years of double-digit inflation to an initial cutback in the order of 20 per cent, you begin to appreciate why, far from flying high, the machine has gone into a stall.

In 1982, the renegotiation dance went on. Proposals were exchanged early in the year, which led in due course to a draft protocol which officials seemed to find acceptable as a basis for more detailed bilateral agreements whereby each province would be able to choose among programme options on an à la carte basis. But these high hopes appear to have run into further difficulties over the issues of how long the new agreement should run, and how much federal money will be forthcoming to implement it. Meanwhile, the best those responsible seem to be able to come up with is a patchwork of annual extensions which keep something going on a last-minute, *ad hoc* basis — as if school boards thrived on the magical-mystery-tour approach to planning.

All parties must share the blame for the resulting effects on official-language education across the country. Immersion programmes are cancelled or curtailed, minority-language curricula and learning materials remain scarce, second-language programmes are unable to expand, and teachers are not trained in required numbers. All this because no secure financial base has been agreed to. The end purpose is to *increase* opportunities for the minorities to educate their children in their own language, and for all Canadians to acquire a knowledge of their second official language. That objective is quite simply not being met.

It is unthinkable that we should permit the gains of the past few years to be lost through political one-upmanship and penny-wisdom. After all, amid all the controversy over language reform, the one proposition on which political leaders and pundits of all stripes have always been in accord is that we must start with our young people if we want to create a truly bilingual country. As for the argument of economic restraint, well and good. Who can be against it? But let us also listen to the National President of Canadian Parents for French, who took up the case in a letter to the Prime Minister and the President of the Council of Ministers of Education:

> We believe it is very important that any government's commitment to official languages in education should not be perceived by Canadians . . . to be inferior to its commitment to financial restraint, nor should this programme be the recipient of more than its fair share of financial limitations. . . When ministries and departments of education cut back on these programmes, the ultimate victims are those whose voice is not heard — Canadian children.

By rights we should be remodelling these programmes on the basis of experience to meet the needs of the future. In practice we are hard pressed to refurbish a ten-year old model that is burning oil and rusting out. If this were part of Canada's industrial strategy for the year 2000 we would hang our heads in shame. As it is, the only thing going to waste is a perhaps unrepeatable opportunity to give this country a new linguistic start.

The Council of Ministers of Education

Given that education is a matter of provincial jurisdiction, it is to the Council of Ministers of Education that one looks for leadership, for information-sharing, and for co-ordinating activities in the field of language and education. In the past we have had occasion to wonder whether it was really prepared to play that role or had passed it off to some understudy. A few of its activities during 1982 do suggest that it may be moving in useful directions.

The Council's French Language Education Committee, for example, has continued its work with teacher education and learning materials, and has initiated a project that will identify needs for French-language computer software. Another group does useful work on educational media, including television, in both languages. And 1983 will also see an updated report on minority-language education.

Parents, teachers and administrators may judge for themselves whether such initiatives go far enough to meet today's challenges in minority- and second-language instruction. For our part, we find them worthy in themselves but a long way from providing even general answers to the many questions which parents, teachers and ordinary interested citizens continue to raise. Is it too much to ask that *someone* start coming to grips with the policy problems involved in language education?

Federal initiatives

Notwithstanding provincial jurisdiction, the Department of the Secretary of State disposes of various means to encourage organizations, groups and individuals who are in a position to make an impact in the languages-in-education universe. The question is whether these means are being adequately deployed.

The Canadian Studies programme, for example, has scope for innovative projects which could help Canadians of both official language groups get to know each other better. All this is to the good. So is the fact that it had its budget doubled in 1982. But we are bound to ask why the programme is so little known and so restricted in its clientele, and why Canadian Studies should be regarded almost exclusively as a post-secondary pursuit.

Elsewhere in the Secretary of State's Department someone occasionally discovers an obscure and underfinanced source of assistance to interlinguistic understanding. The establishment of a Chair of Acadian Studies at the University of Moncton is an excellent initiative in itself, but there is something curious in the fact that the money came from the Canadian Ethnic Studies Programme of the Multiculturalism Directorate. Is it not possible to envisage a more direct and co-ordinated approach to post-secondary education in the minority official language or to efforts to encourage a rapprochement between our two major language communities?

Canadian Language Information Network

One way in which we may begin to bridge the gap between national dreams for language education and our present cottage-industry approach is simply to improve the dissemination of ideas and information. We mentioned last year the work of a group of interested associations which, with some help from this Office, was trying to define the potential for an information system that would enable users to draw upon a common core of data on official languages in education. By early in 1982, the committee had gone through a preliminary round of discussions and concluded that the need was broad, real and increasingly urgent. A needs-

study project, to consult users and draw up the outlines of a proposed network, was submitted to the Secretary of State's Department, monies were found and the scheme was under way. A final report is expected early in 1983, at which stage the working group will have to ponder the next steps in making such a network a practical reality.

Minority-Language Education: Beat the Clock

Agreement on minority-language education provisions in the Constitution was evidently of the first importance, but it represents no more than a beginning to the arduous process of bringing those guarantees to life. Two points in particular will be crucial: first, the well-known issue whether the numbers of children involved "warrant" their receiving instruction in the minority language; and second, what is meant by the right to instruction "in minority-language educational facilities provided out of public funds." These are not merely academic issues. It is going to make a lot of difference to know just how numbers will be determined; what will be deemed sufficient for what degree of minority-language education; how one defines a "minority-language educational facility"; and in what way they will be paid for "out of public funds."

We must anticipate more than one appeals to the courts for guidance on these points. We must also hope that the decisions are prompt and generous. The facts of the matter are simple: the longer it takes to put flesh on these constitutional bones, the greater the danger that demand for minority-language education will dip below the level of no return and the last real plank for minority-language survival will drift away. We are not at that point yet, but let the following brief reviews speak for how close we are getting in some areas of the country.

Newfoundland and Labrador

(1981 French Mother Tongue Population: 2,655)
In 1982, for the first time, the Department of Education's policy statement included an article recognizing the right of English- and French-speaking children to be educated in their own language where numbers warrant. However, at the end of the year the only existing minority-language schools in the province, in Labrador City, were in great jeopardy because of the shutting down of the Iron Ore Company's operations there. Elsewhere, there are no minority-language programmes as such, although some Francophone children are enrolled in French immersion classes.

Prince Edward Island

(1981 French Mother Tongue Population: 6,080)
All efforts to establish a French-language unit at the west end of the Island have so far failed to meet a provincial regulation requiring at least 25 children to register in no more than three consecutive grades. As a result, while l'École François Buote in Charlottetown to a large extent educates children of newly-arrived Francophone employees of the Department of Veterans Affairs, many French-speaking islanders outside the provincial capital are deprived of education in their mother tongue by the local version of the numbers game.

On a more positive note, the Department of Education now has two officials responsible for French programmes. It has been a long-standing objective of the Francophone community to see established a minority-language education office, and we must hope that this development represents a start in that direction.

Nova Scotia

(1981 French Mother Tongue Population: 36,030)

The Minister of Education assured Acadian representatives in November of his "firm commitment" to expanding French-language schooling in 1983-84. Whether this commitment also implies more funds for Acadian schools, or a mobilization of other resources, remains to be seen.

New Brunswick

(1981 French Mother Tongue Population: 234,030)

As a general rule, minority-language education in the Province is now on a solid footing and holding its own. Although enrolments in French schools have fallen in the past year, the percentage drop is markedly smaller than the fall in English school enrolments — 0.8 per cent as compared to 3 per cent.

The problem of immersion programmes in relation to minority-language education came to a head in Grand Falls, where Francophone groups went to court to stop the admission of French-speaking children to immersion classes. They claimed the school board was ignoring a Department of Education directive specifying that only children *without* knowledge of the target language should be enrolled in immersion classes. A decision is awaited as we go to press.

Quebec

(1981 English Mother Tongue Population: 706,110)

Enrolment in minority-language education in Quebec has dropped a remarkable 34.3 per cent in the last five years, as compared with 13.5 per cent in the French sector. The decline is due to a substantial loss of Anglophones in the last half-dozen years, to legislation which restricts access to English schools, and to the fact that as many as 15,000 English-speaking children are voluntarily enrolled in French schools. In the circumstances, one may wonder whether different views about access to schools in Quebec are really a matter of numbers or a question of who should rightfully speak for the linguistic destiny of the Province. Unfortunately, minority-language education is at the heart of a political and judicial maelstrom which makes it very difficult to discuss organization and content purely on their merits.

Into this already less than dispassionate debate, 1982 introduced two additional sources of controversy: the constitutional clash already discussed, and Quebec's White Paper on Educational Reforms. When the White Paper was released in May, its proposals for revising educational structures, suffrage and responsibilities met with various and conflicting reactions from both Francophone and Anglophone communities. The most obvious danger from the standpoint of the minority community is that Anglophones off the Island of Montreal may become an increasingly small presence in the administrative structures which control English schools. As they see the matter, from a dwindling demographic base, this is the last thing they

can afford. At a time when the future organization and quality of English-language education in Quebec is very much in the balance, we must again strongly express the hope — however the constitutionalists and demographers may align themselves in battles yet to come — that a generous and just attitude toward the minority will prevail.

The continuing saga of the Heritage Campus of Hull's Outaouais Community College and reminds us once again — this time in the Quebec context — that there is a lot more to the phrase "where numbers warrant" than simply counting heads. Heritage has never had any difficulty showing that there is a demand for its services. But as long as it is regarded by some as a tentacle of anglicization in this sensitive border area, efforts to devise a solution whereby it can have a significant say in managing its own affairs seem to melt away in the heat of competing linguistic philosophies. We continue to believe that, in Quebec as elsewhere, nothing is gained by not giving as much control as possible over educational facilities to the community which benefits most directly from them.

Ontario

(1981 French Mother Tongue Population: 475,605)

A major issue in Ontario for several years has been how to remove French-language schools and units from the tutelage of largely English-speaking school boards. Of what use are minority-language education rights that are, so to speak, in the gift of the majority? The report of a Joint Committee established by the Ontario Government to examine the administration of French schools makes it very clear that what many Franco-Ontarians hope to find in the new constitutional guarantees is not just access to education in French but the authority to manage French education in accordance with minority needs. From that perspective, one cannot be surprised when a senior official of the French Association of Ontario School Boards tells the Canadian Education Association:

> The Government of this Province refuses to recognize the legitimate right of Franco-Ontarians to manage their education. The systematic refusals they receive from the Minister of Education not only act as a brake to their development, they threaten their very survival.[1]

To meet those needs, the report further recommends that:

- school boards be obliged to provide French-language education to every French-speaking student even if they have to buy it from other boards;
- liaison committees be established linking Francophone trustees from several school boards in a region;
- the Ottawa and Carleton public and separate school boards be merged into two linguistically-based boards; and
- four Francophone trustees sit on the Metropolitan Toronto school board.

[1] Our translation.

The report exudes a sense of frustration which is the more understandable as Franco-Ontarian communities, one after another, do separate battle with their local boards to obtain their right to French schooling. The old story of Essex County and Penetang is played out again in Iroquois Falls and Mattawa. Nothing appears to move the school boards. Or nothing so far, for the constitutional route and the courts remain to be tested. The new Charter is not going to change human nature, but we must hope that it can be used effectively in cases such as these.

This past year also witnessed a government statement on the restructuring of secondary education in Ontario. The initial announcement was that Francophones and Anglophones alike would require five credits in English and one in French to graduate from high school. This was stiffly opposed by the Franco-Ontarian community and a second announcement put the going rate for graduating Francophones at three credits in each language. This is a major advance on zero credits in French, and while part of us says don't stop there, another part acknowledges the justice of Alain Dexter's words in *Le Droit:*

> We used to have nothing, not one single compulsory French credit. The Minister is proposing a programme of three compulsory French and three compulsory English credits. . . but all people do is grouse. They want more. . . much more. As for us, the situation brings to mind the thoughts of the philosopher Fontenelle: the biggest obstacle to happiness is to expect too much happiness.[1]

Manitoba

(1981 French Mother Tongue Population: 55,905)

Manitoba brings into stark relief a perplexing situation in which increases in enrolment of Anglophone children in immersion classes considerably overshadow Francophone enrolment in various forms of French schooling. Immersion figures have gone from 375 in 1974 to 5,066 in 1981, and at this rate there could be over 17,000 English-speaking children in French immersion by 1987. Comparable figures for French-speaking children are 2,706 (1974), 4,219 (1981) and a projected 4,655 (1987).

Leaving aside the question where all the French teachers are to come from, we confess to the feeling that this is hardly what people set out to achieve. Not that interest in immersion schooling should be turned off or dampened down. On the contrary, the more the better. But we are left with the nagging suspicion that not enough is being done for a still very fragile Francophone community which lacks the numbers precisely because it is in a minority situation. All the more reason for a new federal-provincial agreement and new guidelines that will provide as generous federal support as possible.

Saskatchewan

(1981 French Mother Tongue Population: 25,540)

The number of schools where French is the language of instruction, and which are administered in French, has increased from only two in 1980-81 to eight in 1982-

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[1] *Le Droit*, December 18, 1982. Our translation.

83. On the other hand, a major goal of the Franco-Canadian Cultural Association has been the creation of a province-wide Francophone school board to administer minority-language schools; thus far, the response of successive provincial administrations to this idea has been silence.

The Government has, however, committed itself to maintaining the Official Language Minority Bureau and its work on developing French-language schools and curriculum materials. The Bureau has also undertaken some major projects in the evaluation of French-language programmes and in translating and developing curriculum materials for French-language schools.

Alberta

(1981 French Mother Tongue Population: 62,145)

For years Franco-Albertans have been outnumbered by Anglophones in classes that are, in effect, second-language immersion programmes. Generally speaking, it is only in a handful of northern Alberta communities that there have been more Francophones than Anglophones in these classes. Recently, however, voices are being raised in favour of true French-language schools, something which appears to have constitutional backing. A proposal for a French secondary school in Edmonton looks viable and, with good will, we see no reason why we may not soon hail a breakthrough here.

British Columbia

(1981 French Mother Tongue Population: 45,615)

After many delays, an interim policy for the secondary level of the Province's French-language programme has been produced, but as yet there is no curriculum to go with it. However, overall enrolment in the French programme continues to gain ground, from 844 in 1981-82 to 1,072 in 1982-83, an increase of 27 per cent.

Second-Language Education: The Gift of Tongues

One of the curiosities of this complex country of ours is the failure of many educators to come to terms with the second-language revolution which is overtaking us. Whatever the reasons, the old saying that God is an Englishman, and that English should suffice for all forms of civilized intercourse, is beginning to crack. We must hope that the message gets through to the schools and universities while there is still time.

As long as the cry for more bilingual people originated exclusively from the federal bureaucracy, it could be treated with some scepticism. More recently, the voice of the private sector is just beginning to express the same plaintive wish that our education system might provide a few more people who can do business in two or three languages. Somewhere the idea has perhaps registered that, whereas Japanese or German or Arab or South American businessmen are doing quite well selling to Canada in English, not too many Canadians are penetrating their markets in Japanese, German, Arabic or Spanish. To remain competitive in the years ahead,

Canada is going to need *all* its ingenuity and resources. Why not include a fresh look at how we teach and learn second languages?

Why not, indeed. After all, many of us take it for granted that a knowledge of more than one language will hardly come amiss anywhere, in Canada or outside. And we are more than a little surprised as a result to come upon an editorial tearing a strip off the University of Victoria's Faculty of Arts for the unexceptionable sentiment that "knowledge of a second language is an integral part of a humanistic and liberal education," on the grounds that the "vast majority" of Canadian universities have concluded otherwise.

Unhappily, our editorialist is not alone in treating second-language skills as a modish educational frill. We have even seen them listed at the end of a collection of educational options which includes photography and sewing. In the circumstances, it is small wonder that few Canadian jurisdictions outside Quebec have dared even to consider making a second language compulsory. But must we leave it to a United States Secretary of Education to urge that schools regard second language instruction "as the fourth basic for the intellectual development of children, after reading, writing and computation skills"? And is there not something incongruous in the idea that it is New York State, not one of our English-speaking provinces, that proposes second-language instruction in all elementary schools and promotes early immersion as the best means of achieving "functional proficiency"? Could it be that they know something Canadian educators don't?

At last, however, we seem to be on the move. Ontario will soon join New Brunswick and Prince Edward Island in requiring a minimal foundation in French as a second language in secondary grades, and there are mumblings and grumblings across the country that seem to suggest a new attitude may be a-borning. Never too late. . . one hopes.

Core programmes

Not that there is anything new about the virtues of exposing young people to strange sounds and structures. It has been common knowledge for centuries, that *good* second-language learning improves the mind as much as it broadens one's horizons. It is no less well known that a thin, infrequent diet of grammar, like gruel, is stultifying to a truly Dickensian degree. The so-called "core programmes" in which English or French is doled out in twenty or thirty minute portions to overcrowded classes is too often in this mold. With good teachers, and somewhat more than twenty minutes, even core programmes need not remain the linguistic equivalent of Dotheboys Hall. How far we are meeting that challenge may be gathered from the following reports from the field:

- In **Newfoundland**, a Canadian Parents for French survey of high school core French turned up disturbing evidence that students drop the subject because it is thought to be too difficult, because classes are lacking in variety, and because not enough emphasis is placed on oral mastery. Seventy-five per cent of Grade 7 pupils drop French before graduation from high school, and it is seen as one of the least useful or valuable subjects.

- In **Ontario**, for every school board which expanded elementary core French instruction to begin at a lower grade level, another board postponed such

action or even cut back. At the secondary level, however, the requirement for one compulsory French credit contained in the new secondary education policy of the Ministry of Education appears to us a genuine breakthrough. Whatever the value of a single high school credit, a very important principle has been established.

- From **Calgary** ripples of unease spread far afield when a survey of the Catholic School Board's elementary core French teachers found fully half of them unable to carry on a conversation in French. The Board's Modern Languages Advisory Council also put its finger squarely on one of the reasons — "Schools don't consider staffing for French a high priority." Far from condemning the Board for letting down the side, we should commend its honesty in admitting to a situation which remains discouragingly common, and which should be looked at more closely in many areas of the country.

- In **British Columbia**, often thought to be a bastion of militant unilingualism, a Gallup poll found a majority of 51.5 per cent of respondents wanted their children to learn French at school in order to become bilingual.

Immersion

Wherever we stand with core French, immersion is the child of the seventies and eighties. Indeed, such is its success in developing a real capacity to communicate in the second language that the real problem is how to make room for it in the school system. Public satisfaction with the immersion approach has resulted in truly surprising growth in several provinces in 1982:

- **British Columbia's** early immersion enrolments rose by 25 per cent (less than would have occurred had shortage of funds not restricted expansion), and late immersion enrolments were 76 per cent higher than in the previous year;

- **Manitoba's** rate of increase was 38 per cent;

- in **New Brunswick** the rise was 23 per cent; and

- in **Newfoundland** enrolments were up 44 per cent in the Saint John's area.

These developments are not without a tincture of irony. In Calgary, for example, younger brothers and sisters of children already in an immersion programme were at first refused admission to classes which had been oversubscribed. This decision was then reversed on the basis of legal advice that they might be considered eligible to receive their education in the same language as their siblings by virtue of the new Constitution. Incongruous, too, in a different sort of way, is the fact that Anglo-Quebecers outside the Montreal area, who recognize the necessity for their children to learn French, have little or no access to French immersion programmes.

Paradoxically, however, the main problem for immersion results from its growing popularity and the difficulties which it appears to present for educational planning and co-ordination. When that popularity seems to squeeze out traditional programmes emotions run extremely high and the necessary organizational decisions become harder to take in a spirit of objectivity and good will. In St. Boniface,

Manitoba, for example, school reorganization occasioned by the growth of immersion was controversial enough to require a police presence at several school board meetings.

At present, the immersion wave is being slowed down to some extent by budget cutbacks. It is coming to an end in Sydney, Nova Scotia, for instance, and several British Columbia school boards apparently feel obliged to scrap plans for new programmes. No doubt this will provide some of the planners with a little breathing space. Let us hope they make use of it, for there is little likelihood that financial difficulties will, or should, halt the movement for any length of time.

As immersion comes of age, the focus is increasingly on the secondary schools. Boards are forced to acknowledge that graduates of this kind of programme cannot be placed in the same second-language class as pupils with a minimal knowledge of the language. When realistic options are there, they are chosen: 75 per cent of Ottawa Board of Education early immersion pupils are going for a bilingual high school programme; and in British Columbia, 1982-83 secondary immersion enrolments were up more than 500 per cent over 1981-82. Financial restraints may have a harmful effect on the expansion of immersion programmes to the secondary schools, especially in the present economic climate, but school boards must nevertheless be brought to appreciate their fundamental importance if we are to build on what has been achieved thus far — and plan accordingly.

English as a second language in Quebec

At long last some attention is being given to the quality of instruction in English as a second language in Quebec. After years of studies and complaints that teaching methods were out of date, the Ministry of Education has introduced a new course of study, with compulsory English instruction in Grades 4 through 10, a positive step which other provinces might well seek to emulate. At the same time, although functional bilingualism will be the aim, the programme calls for only 120 minutes of instruction a week, well under what most observers consider sufficient to meet this objective.

Teacher training

The shortage of qualified teachers for core and immersion, both English and French, continues to bedevil the development of an effective second-language system. The West in particular is in need of teachers of French, and the University of Regina's proposed Bachelor of Education in French is a welcome development. New Brunswick has also announced a three-year pilot project to retrain Anglophone core French teachers to become immersion teachers. And Ontario's new secondary-education policy document contains a tantalizing promise that "action will be taken to ensure that qualified teachers will be available to provide instruction [for secondary immersion and extended-French programmes]."

In the end, nevertheless, one cannot help feeling that a problem of mountainous proportions is merely being nibbled at. We simply see no signs that the educational authorities are taking seriously the wish expressed in a *Gazette* editorial for "competent teachers... who would make the study of French what it can and should be: a living delight and a window on a new cultural universe." All the sparkle of the new immersion phenomenon must not blind us to the dismal state of our customary approach to language teaching.

Adult education

No matter how many millions of federal, provincial and municipal dollars are poured into our schools, and no matter what the future of public service language training, many ordinary Canadians also feel a need to be involved in language learning. And the sad fact is that adults who wish to learn a second language, either from necessity or for personal enrichment, are pretty well left out in the cold.

Adult language learning is an area requiring imagination and creativity at the community level. But governments also have a decisive part to play. Personal motivation is no doubt paramount, but the whole area needs a good deal more support than it now receives. As a keynote speaker put it to the national conference of Canadian Parents for French in October, "It is fair to say that the more Canadians there are who are familiar with the two official languages, the more understanding we will see in this country." Understanding of that kind is not something we can afford to leave to future generations.

Universities: Failing Faculties

Naïvely, perhaps, we look to our post-secondary institutions to be in the avant-garde of both social and educational reform. It therefore comes as a bit of a blow to find them very sniffy about accepting any responsibility for the future quality of linguistic life in Canada.

It is not that we delude ourselves that the universities are the sole and indispensable engine of a revolution in how Canadians think and act where languages are concerned; we only ask that they do their part. The President of the University of King's College spoke eloquently last autumn of what that part should be:

> I begin by accepting the proposition that for a university to make good the claim to be a truly national institution, and even in such areas as the Maritimes of being a truly regional institution, a university has the obligation of ensuring that as many of its graduates as possible have some capacity in the other official language.

For obvious historical reasons it is principally our English-language universities that lack commitment to, or sometimes even awareness of, our linguistic imperatives. Bilingual and French-language institutions have a different set of problems altogether. Before looking more closely at post-secondary education for the Francophone, however, let us glance at some of the high and low points of the year where Anglophone institutions were concerned.

Anglophone universities

A few more advances in the direction of improving the language-learning atmosphere in universities were in evidence in 1982, giving some cause for optimism:

- *Simon Fraser University* decided, as the *University of British Columbia* had done earlier, to establish an admission requirement for a Grade 11 second-language credit, to take effect in 1985.

- the *Ontario Association of University French Departments* passed a resolution that all Ontario universities adopt an entrance requirement of a Grade 12 second-language credit by 1988, and the *Ontario Classical Association* subsequently passed a resolution endorsing it. It is greatly to be hoped that similar proposals will be adopted by language-teachers' associations across Canada, and, more important, that they will make some impression on the academic committees which make the decisions;

- the *University of Toronto* offered three courses taught in French outside the French Department, two in philosophy and one in communications; though enrolments were small, the University's pioneering initiative has shown it can be done, and that competent bilingual professors can be found on Canadian campuses;

- *Laval University*'s Faculty of Law will introduce in 1983 a special course for Anglophones which will enable them to upgrade their French-language skills while working towards a Master's degree;

- *Laurentian University* has established a new Centre for Official Languages which provides language testing and linguistic consultation services as well as pedagogical assistance for immersion teachers;

- *Laval and York Universities* are offering a joint MBA, thus heralding a new recognition of the value of combining a second language element with the pursuit of studies in a particular discipline or profession;

- the *University of Prince Edward Island* has established a Visiting Professorship in Acadian Studies which involves some teaching in the French language.

The foregoing is hardly cause for dancing in the streets. There is, however, an almost imperceptible change in the air — and with a bit more effort and imagination, who knows?

Meanwhile, back on earth, contrary indications are also near at hand, suggesting that many of our post-secondary institutions are still impervious to wider interests than where the next buck is coming from. The almost total absence of any sort of second-language admission or degree requirement is only the most obvious symptom of this educational myopia. Early in 1982 the Association of Universities and Colleges of Canada released a report entitled "Universities and the Official Languages," which sets forth the results of a survey of language requirements for admission or graduation and of ways in which language study is being encouraged. It recalls Keats' "dull catalogue of common things": only Moncton (for graduate programmes), and La Faculté Saint-Jean of the University of Alberta (for all programmes) have a general second-language admission requirement; and only the University of Ottawa requires a knowledge of both official languages for all undergraduate degrees. Moreover, it can hardly be thought a coincidence that all three are either French-language or bilingual institutions.

Several institutions, including Cape Breton College and the Association of Atlantic Universities, raised the idea of establishing (in most cases it would be re-establish-

ing) either an entrance or an exit requirement, only to reject it. The pretexts were disturbingly familiar.

- "Obligatory courses cause resentment against language learning and are thereby counterproductive." Odd that this statement is not made regarding obligatory mathematics, English, or science, which are standard requirements in many institutions.

- "There is no real need for a knowledge of both official languages on the part of university graduates." While this may be true of some graduates (and for that matter of a lot of university subjects besides languages), to imply that it applies to them all is to speak in the muffled tones of the ostrich. Apart from the edge it is likely to give a graduate in the employment market, knowledge of both languages is increasingly needed in a variety of professions. Why else should Ontario's Chief Justice tell a law school convocation last spring that "We have reached a point in our legal development where bilingual courses are necessary"?

- "A single obligatory language course as a graduation prerequisite is an insufficient means of developing or refining language skills, while the inclusion of more than one course would preclude depth in the study of other core subjects." This is like saying that cleaning your teeth once a day won't prevent caries, and cleaning them more often may cut into your TV time; but then, fortunately for some, there is no exit requirement in logic either.

- "Too much disruption of the secondary system would ensue from the reinstatement of admission requirements." The lack of disruption in British Columbia following U.B.C.'s four-year advance notice of an entrance requirement should put this one to rest. And the fact that 80 per cent of students applying to another B.C. university with no such requirement already have a Grade 11 language credit would suggest that the schools have adapted without too much suffering.

- "A university with a language admission requirement would suffer a drop in applications." There is no firm evidence for this kind of generalization. Moreover, it seems hardly likely in the case of major institutions which regularly turn away students. If smaller, more vulnerable universities and colleges have more serious cause for worry, then let the big boys go first (as U.B.C. has done) and the others follow afterwards. Or better still, why not get together and all move at once?

We are returning, or so it appears, to a regimen in which a basic core of subjects — mathematics, science, history, and so forth — will be required for high school graduation and university entrance. If a second language is not included in that list (*any* second language, not just English or French), the message to young people and their parents will be all too clear — with potentially disastrous results.

Meanwhile, the products of immersion or bilingual programmes have quite different needs. Their problem is to find a university which can help them to maintain a reasonably well-developed second-language capacity during their post-secondary

years. For example, a Calgary survey of Grade 9 to 12 students' opinions and intentions regarding post-secondary education indicates that there will in fact be a demand for courses in the humanities and social sciences with French as the language of instruction. Furthermore, the same study also reveals "considerable interest on the part of core French students in improving their French at the post-secondary level, regardless of the faculty they planned to enrol in."

There is no reason to suppose that these findings are peculiar to Calgary. On the contrary, it seems likely that similar results would turn up across the country, especially as a glance at enrolment statistics shows that by 1987 close to 3,000 immersion graduates will be knocking on university doors. At all events, there is one way to find out: we highly recommend that interested groups conduct their own needs surveys, and that universities set up the necessary machinery to consider and respond to their recommendations, as the University of Calgary has done.

But the situation is more urgent than talk of surveys or studies might suggest. Not only is the post-secondary sector not ready to meet student needs in the future, it cannot meet them today. Basic French-language courses for non-specialists are already oversubscribed at a significant number of institutions. And at the same time language department staff are being cut back, regardless of student demand. A topsy-turvy world, indeed.

The typical response is that "we'd certainly offer more in French if we had more money." This is disingenuous: we all know there is no more money at present. It is a question of priorities. If Canada's languages — and particularly its official languages — are going to play an increasingly important part in our political, cultural, commercial and public life, it is inexcusably short-sighted not to *make* room for serious, functional language studies in our post-secondary institutions.

Quebec

There is little that needs to be said of French-language post-secondary institutions in Quebec. No doubt a more structured approach to English as a second language would be preferable to the catch-as-catch-can situation that seems to prevail at the moment. And no doubt we have been passing through a period when some young Quebecers avoided English for ideological reasons. But the hard fact remains that English is often still a plain necessity more than a school requirement. To get around on the North American continent, a Quebec university graduate needs English like anyone else; indeed even to meet the requirements for a number of his courses he needs to use English texts and English research material. Not the ideal system perhaps, but an effective one in many cases.

In English-language universities in Quebec more and more attention is being paid to bilingualism, but it is just as well that they are not the only places Anglo-Quebecers who wish to do something about their language skills have at their disposal. It is still perfectly possible to graduate from one of these institutions knowing little or no French and then have to face the rigours of a French-language environment on one's own. And this state of affairs is unlikely to change as long as they continue to cultivate an ill-founded optimism that the high schools have already done what is necessary.

Institutions outside Quebec

When we talk about minority-language post-secondary education outside Quebec, we are almost always talking about bilingual institutions. And bilingualism does not always work to the advantage of Francophones.

Anglophone student enrolment in bilingual universities is rising, and may well rise more quickly as immersion graduates seek opportunities to continue studies in French that are all too often unavailable elsewhere. These developments need to be watched carefully, for the iron law of language use is simple: the more Anglophone the milieu, the less French is used outside the formal classroom situation, and the more the minority-language character of the institution is threatened.

Current university offerings in French in the nine English-majority provinces can hardly be called complete. Opportunities to pursue studies in scientific and technical fields are generally inadequate, as if minority students should be expected to restrict their ambitions to liberal arts degrees and some business and law programmes. In Ontario, for example, it is impossible to study medicine in French; at such a well-established institution as the University of Ottawa, text books for such courses as economics are still in English, even in the French MBA programme; and at Laurentian in Sudbury, courses in French represent only a small proportion of total offerings. The situation is of course even less reassuring at St. Boniface College in Winnipeg or Faculté St. Jean in Edmonton.

French-language post-secondary education outside Quebec seems to us to require rethinking from the ground up. Granted, attention has been concentrated more on the primary and secondary levels these past few years; one can hardly deny that it was urgently needed. Nevertheless, the results of years of neglect at the higher levels are all too clear.

No solution will be possible until we can get away from past educational imbalances that are rooted in the premise that Francophones outside Quebec are really only bilingual Anglophones. Once we have firmly established the principle that what we have started at the more junior levels should also apply to the universities and colleges, a reasonable discussion of practical opportunities — and limits — will be possible. Whether that will involve province-wide Francophone universities in some cases or regional institutions in others will be clear only further down the road. The important point to accept now, especially in this year of the Constitution, is that our minority Francophone communities require as full and generous university facilities as are within our power to provide.

Extracurricular Activities: Tales Out of School

At a time when the school is expected to teach everything from professional skills and liberal arts to computer games and How To Cope With Life, it is worthwhile to remind ourselves that so much of what we learn comes from outside the classroom. Nowhere is this more true than with language skills, which in the end involve the feel of being in a different cultural skin.

Much of what Canada has inherited by way of inter-linguistic bad blood can be traced to the rarity with which English-French lines have been crossed, and the lack of understanding by one community of the achievements of the other. This is not a mistake we want to go on repeating, and one way to get out of the box is to generate as many social and collaborative projects as we can. It will be worthwhile, as a result, to have a look at how some of our better known extracurricular activities have been faring.

Exchanges

The Society for Educational Visits and Exchanges in Canada managed to increase the number of exchanges it effected from 8,500 to approximately 12,000 in 1982, despite increased travel costs. It has also formulated plans to expand its summer and school-year exchange visits from Ontario-Quebec to the rest of the country. At the time of writing, however, it appears to be facing a very difficult financial outlook.

We believe that provincial and federal authorities should take the long view on the necessity of involving both official-language groups in this family-based dialogue. They must at least try to maintain present levels of financial support, whatever the pressures to find things to cut. Holding on to relatively small investments now will bear great dividends in the years to come. We really cannot afford *not* to have a national programme of exchanges which have this particular language dimension.

Open House Canada continued to support a variety of exchanges in 1982, both directly and through an impressive list of third-party organizations. But demand far outstripped resources, and a substantial increase in funds was sufficient only to keep pace with air fares, not enough to increase the number of exchanges. In the circumstances, the possibility of lowering the fourteen-year-old minimum age limit has become academic. The demand is there, but unless new means can be found to subsidize this activity it will remain largely unsatisfied.

A welcome addition to the bilingual visits scene was the opening this year of the *Terry Fox Centre for Canadian Youth* in Ottawa. Each week throughout the school year, more than a hundred secondary school students from across Canada participate in an intensive programme of Canadian studies designed to encourage the use of the students' second official language in a residential setting.

Bursary and monitor programmes

Exchanges are not the only way to broaden the horizons and strengthen the motivation of the second language learner. That long-running success, the *Summer Language Bursary Programme*, turns away university students every year. Summer immersion schools and camps also flourished in 1982 in more Canadian cities than ever before. One of the most successful programmes is entirely run by the Regina chapter of Canadian Parents for French: the 1982 *Regina Summer Immersion School* enrolled the impressive number of 263 children, one more proof of what volunteers can accomplish.

A word of support is also in order for the *Second-Language Monitor Programme* which has been quietly reaching an increasing number of second-language learners each year. In 1982-83 over 1,000 are employed, of whom the number of full-time monitors (as opposed to university students spending only a few hours a week as monitors) has reached a new high of 77. These young people, while

immersing themselves in the milieu of their second language, work full time helping pupils of the other language group in locations too far from universities to employ regular monitors. Yet the very worthwhile work of the full-time monitors is still only maintained as a pilot project. We earnestly hope it will soon become a permanent, and expanded, feature of the language education landscape.

And finally, since we have sometimes been hard on the shortcomings of post-secondary institutions in applying their superior grey matter to second-language instruction, let us raise a Senior-Common-Room glass of sherry to the following efforts to reinforce the classroom learning experience:

- a new Maison Française residence wing at the *University of Western Ontario*, where each Anglophone student will share a room with a Francophone;

- *Alberta* and *Quebec* now have an exchange programme whereby university students in either province may work for 13 weeks in the other province in order to improve their knowledge of their second language. *Quebec* and *Ontario* have for some time quietly arranged work exchanges of the same kind between those two provinces under the Ontario-Quebec Permanent Commission.

- An exchange programme for professors of civil and common law has been established by the *Canadian Association of Law Teachers* and the *Committee of Canadian Law Deans*. Each visiting professor will teach one or two semesters in the language of the host faculty.

- A most encouraging development is the intercultural/interregional project of the *Association for Canadian Studies*, under which scholars, teachers and public figures will visit universities to present lectures and participate in seminars and other classroom activities designed to promote a knowledge of the regions and cultures of Canada. Priority will be given to proposals involving the reinforcement of Anglophone-Francophone knowledge and understanding.

If we have our feet on the ground at all, we must acknowledge that in the current economic climate it is not realistic to call for massive increases in levels of government aid for the activities described above. Yet it cannot be stated too strongly that they are not frills. If we want the funds spent teaching languages to our children to have a lasting effect, if we want language brought alive, then we must find a way to order our priorities so that these programmes survive and grow.

Equality in Operation

PART II

If happiness is never having to say you're sorry, language contentment means not having to apologize for using your own official language. Canadians have long taken for granted their right to use English with their national government; what our Constitution, law and good sense ask of us is to be equally respectful of the right to use French.

The early history of official languages policy was largely a case of putting federal institutions on their honour to respect the spirit and intent of the Official Languages Act. However, the world being what it is, the honour system proved largely insufficient, and the mid-seventies had to be devoted to putting some shape and discipline into the practice of linguistic equality.

What we see today, and what we hope to illustrate in this part of our Report, is an ongoing see-saw between externally imposed obligations and an underlying appeal to good faith. The federal administration is still learning how to apply enough formal pressure to ensure that there is at least a minimum of linguistic respect, while it also continues to appeal to personal standards of justice and service. Not very surprisingly, this produces as much absurdity as idealism.

On balance, however, what we have to report to Parliament is a growth in both self-discipline and linguistic good manners. The fact that progress is clearly visible only makes the lapses that much more striking and hard to excuse. At one extreme are those who are doing what they know is right, in the middle the tangles

and contradictions of the not-so-sure, while at the other extreme we have outright contempt for the law. The reader will find a little bit of each in our roundup of achievements and shortcomings, and the comments and complaints which they attract.

House Rules and Capital Offenses

The House of Commons

One of the signs of increasing self-confidence is to recognize a symbolic situation when you see one and act accordingly. The purlieus of Canada's Parliament have not always been distinguished by a righteous application of the Official Languages Act. At last, however, we can report that the House of Commons has its programme well in hand. Services to the visiting public in English and French are complete if not impeccable, and details such as the bilingualization of plaques and inscriptions in stone have all been attended to.

The House itself, of course, is pre-eminently a self-governing and self-disciplining body. There is little this Office can do about complaints that individual MPs are not bilingual or sometimes omit the courtesy of corresponding with constituents in the appropriate official language. Even the tabling of documents in the Commons in only one language proved a difficult complaint for us to act on; although it is common practice to table in both languages, House procedures do not *require* that this be done, and any modification to those procedures is entirely the Members' prerogative. We have suggested to the Special Committee on Standing Orders and Procedure that changes be made to require simultaneous tabling in English and in French but, at this writing, we do not know what may be the outcome of our suggestion.

RCMP

In the course of 1982, the linguistic proclivities of the RCMP in and around Canada's bilingual capital were the subject of several conflicting complaints. As we have reported below, the one which drew most attention in the media was that the number of bilingual positions identified in 'A' Division and in Security Services, both of which are heavily concentrated in the National Capital Region, was excessive.

What we found, in a nutshell, was that these theoretical requirements had been in place for almost five years and that the outcry was really more because the Force had belatedly begun to apply them. While we were less than satisfied that everything was being done to make this latter-day self-discipline as humane as possible to those who were caught in the crunch, we could find little justification for considering the language requirement unreasonable.

Language equality in operation does not have room for slights and oversights and second fiddling. Consequently, when you come right down to it, it is well-nigh impossible to serve both language groups in an equitable manner in the National Capital and very bilingual parts of Ontario — let alone allow employees to work in French or English — when only 50 per cent or less of the officers most concerned have a functional capacity in their second official language.

That, unfortunately, is the background against which we have to judge the RCMP's efforts to press forward with an official languages plan which has long been on the books but is only now becoming a reality. Growing pains there are certainly going to be, as the following case will show.

A group of French-speaking tourists were unable to make themselves understood to an RCMP officer on duty on Parliament Hill. The latter gallantly recruited the assistance of a passer-by and, in one sense, the day was saved, but not before some damage had been done to the image of a truly bilingual capital.

The Force explained to our Office that, while it was its intention in due course to have all the special constables stationed on the Hill bilingual, at the present time only about half had a functional command of French; those who were unilingual were required to summon assistance in person or by portable radio. We had to point out that this kind of linguistic toss-up for Francophones might just pass muster where the demand for service in French was irregular, but that was not the case in and around the nation's Parliament, where it could only give bilingualism a bad name. Making all due allowance for the recruiting or training of bilingual personnel, we did not feel that, thirteen years after the proclamation of the Official Languages Act, this kind of half-a-loaf approach was a good advertisement either for the RCMP or for Canada's capital.

In Which We Serve

If one cannot exactly say that 1982 was the year when the active offer of services in bilingual areas became the working creed of every public servant, it is encouraging to be able to report — and from various quarters of the country — that more and more federal offices are finding a way to live by that code.

Employment and Immigration, Toronto

One might be forgiven for wondering whether Toronto the Good was ready to take its place as "a bilingual region" where service was to be actively offered in French. The response, as we have mentioned in Part I of this Report, hardly turned Yonge Street into Montparnasse at the stroke of a pen, but some bilingual offices are up and running and the response among French-speaking clients is quite remarkable.

When the decision was made to make the Manpower Centre on Eglinton into *the* Service Centre for the provision of services in French in Toronto, the apparent call for such service in the whole of 1981 was relatively insignificant. In the first five months of the active-offer regime, requests for service multiplied many times over. These are simply the fruits of organization and salesmanship — on both sides of the counter.

Health and Welfare, Winnipeg

Winnipeg too can boast of cases where management has not waited to be told that there are French-speaking clients in the vicinity. At the windy corner of Portage and Main we could find few chinks in the preparedness of the Regional Office of National Health and Welfare or its encouragement to the public to make use of the services on offer. There are contrasting examples close to hand, such as the Canadian Wheat Board, but it only takes one institution to show what can be done.

What one also sees most in the present stage of federal development of bilingual capacity is a relatively new stance of self-criticism and a more genuine appeal to the public to let the institution know when things go wrong. It will be some time, of course, before many departments are ready and able to come out of their defensive shell and actually invite demand. However, as we have observed elsewhere, it is good to see an organization like the Department of Fisheries and Oceans, whose previous record was far from great, going out of its way to survey the satisfaction of clients with the service of its new Gulf Region. At the same time, as our audit of 15 institutions in southwestern Nova Scotia showed, active offer of services in the minority language outside the miscalled "bilingual" or "significant demand" areas remains a rarity.

Data-banks, publicity and the Task Force on Service to the Public

Other signs that federal institutions are finally catching on to the need to look out for the customer include:

- the readiness of most institutions to contribute software to the Telidon system in both languages;
- a continuing increase in the use of minority media to announce services, and a corresponding decrease in complaints on this score;
- a Treasury Board publication announcing the whereabouts of all federal offices that consider themselves equipped to provide service in both languages; and
- the near completion of a Federal Identity Programme making virtually all visual manifestations of the Federal Government uniform and bilingual.

Against this we must set the ambivalent behaviour of the Task Force on Service to the Public, an interdepartmental group with a mandate to improve the accessibility and quality of federal services. It is hard to imagine any agency better placed to project the linguistic principles that are part of its raison d'être. And yet, while the Task Force's own performance is unquestionably bilingual, it continues to miss chances to make the message of active offer in the language of the public's choice a regular and prominent aspect of its sales pitch to departments.

Whose Side Are You On, Anyway?

External appearances

To appreciate the linguistic image of Canada abroad, it is enough to ponder the evident surprise of immigrants who find they have landed in a complex bilingual environment. The obligation to present Canada, in all circumstances, for what it is — an officially bilingual country — is too often perceived as looking for trouble and too seldom as a statement in which we take a proper pride.

The Department of External Affairs can usually be counted on for a fine sense of what is fitting, but it was not above submitting a research report to the Secretary General of the United Nations in English only. When this was complained of, the Department took the line that the report was not an official government document but simply a contribution to a larger international treatment of the matter. Since

the report was put out in Ottawa with a press release and circulated to members of the public, we concluded that it was official enough for us and that it had, *de facto*, assumed the status of a federal publication. The Department concurred to the extent that it undertook to see that reports of this kind would be distributed in future in both official languages.

The problem of polarization is also not confined to what happens in Canada. It may manifest itself in such things as the protective linguistic colouring adopted by some of the Canadian cultural centres operated by External Affairs in, for example, London or Paris — a certain predilection for the language of the host country and a certain reticence in using both of Canada's official languages. It has always seemed to us that one of Canada's most distinctive cultural features is precisely its official bilingualism and that, as a consequence, the treatment of English and French in all our cultural centres should reflect that fact. We intend to go on pressing the point with External Affairs, lest they leave us with two linguistic solitudes on foreign shores, just when we are trying to bring them together here at home.

Separate unilingualisms

The prize for eliciting the cutest complaint of the year must surely go to National Defence. For reasons which we can well believe to have been generous and patriotic, the Department decided to contribute to the Capital's July 1st celebrations, not one sky-diving show but two, one in the afternoon, with English commentary, targeted on Major's Hill Park in Ottawa, and another in the evening, with French commentary, targeted on Jacques Cartier Park in Hull. The fact that there might be Anglophones in Quebec and Francophones in Ontario seems to have escaped the organizers.

With Canada's linguistic track record we should probably count ourselves lucky that both teams did not descend in total silence into the middle of the Ottawa River. But the Department is still wondering where this ingenious solution to the language problem went wrong, and they are not alone.

Publicity

The whole matter of federal publicity, particularly billboards, has recently been the subject of an interdepartmental review co-ordinated by Treasury Board. The root of the problem is that publicity material put out in separate English and French versions, whether it be a Canadian Unity billboard, a Metric Commission brochure or a flier for Canada Savings Bonds, has a way of showing up in the "wrong" place or the "wrong" version, setting off ripples of exasperation. Some of the odium falls on the advertising agency or the retailer or the bank, and there is little consolation to be had from knowing that the "right" version exists somewhere else.

The problem is at least as old as the Official Languages Act and we find the only foolproof remedy is to use a bilingual format in virtually every case. This may tax the ingenuity of the designer and raise the hackles of those who find the mere presence of another language offensive, but in the end it should prove simpler, more effective and less irritating to more people than the hit-or-miss arrangements which prevail at present.

Petro-Canada

A related case is that of Petro-Canada. As a new and rapidly expanding Crown corporation with headquarters in Calgary, the company is only beginning to come to grips with its official languages obligations. Its lack of a concerted approach has

produced a string of complaints on various subjects. While the company has taken steps to remedy most of them, it has, as we observe elsewhere in this Report, taken an unusual and provocative line on the use of bilingual signage and publicity in its various gas stations in Quebec. According to Petro-Canada, most such outlets are not owned and operated by the company and consequently are subject to Quebec's French Language Charter rather than the Official Languages Act. Now we grant the matter of jurisdiction may have to be decided before the courts, but why such indecent haste to place the minority-language client under a unilingual regime? One might at least expect a federal institution to stake a claim for applying federal language law. Could it be that by going easy on the application of official bilingualism in Quebec, the company expects to water down the requirement to do business in French elsewhere?

Geographical names

Federal members of the Canadian Permanent Committee on Geographical Names also seem to be embarrassed by the constraints imposed by a respect for the equality of our two official languages. In 1968, the French version of the Canada Gazetteer Atlas included maps which for all intents and purposes were in French; and the English version of the map of Quebec was, to the same extent, in English. Since the most recent version of the Atlas was issued in 1980, however, the cartographic authority for the Government of Canada apparently no longer thinks it a good thing to put out equivalent versions in both languages.

It has agreed, under pressure from our Office, to reinstate two versions of major geographical features such as the Rockies or the Saguenay River, but it seems that normal terms such as *la rivière* Rideau in Ontario or *Lake* Beauport in Quebec are to be banished from federal usage out of respect for a questionable international vogue for single-nomenclature maps and the sensitivities of the provincial naming authorities. The provinces should of course do as they please with *provincial* maps; what is being done to *federal* maps, however, is not only a nonsense, in our opinion violates the constitutional and legal right of Canadians to receive federal services in their own official language.

We believe that the Federal Government should stand up for the principles of equality of our two official languages, not tip-toe through the tulips of inconsistency. This is not a question of added costs or of international custom, it is a matter of applying the Official Languages Act with some of the national pride in which it was conceived.

Six and Half a Dozen

Rather than raising the quality of service in French *outside* Quebec to a level comparable with service in English *in* Quebec, the tendency may be to reduce all federal services to the lowest common denominator of linguistic unreliability. Each year we receive over 1,000 complaints about inadequate French service outside Quebec. Complaints about lack of service in English in that province are perhaps one-twentieth of that number, but the fact that they are on the rise makes one wonder whether federal offices there may be infected by bad examples from elsewhere.

Canada Lands Company

Such a conclusion might have occurred to those who visited the Festival of Montreal's Old Port. Operating under the auspices of the Canada Lands Company, the Festival first advertised itself in French only — in *The Gazette* at that — put up its signs in French, sold tickets in French and provided no more than a bare minimum of poorly written documentation in English.

The catalogue of explanations — of errors and oversights and delays in translation and unforeseen costs — could have been copied verbatim from any one of a hundred such explanations from federal departments that had failed to provide a service in French. We hope it does not take this kind of sauce-for-the-goose experience to make the simple point that bilingualism is a two-way street.

We are glad at any rate to report that, when advised of their faults, the Festival organizers did what they could in the time remaining to put matters right. They have also taken measures to prevent a recurrence and let everyone enjoy the Festival in 1983.

The System Does Not Work

Who can say which is worse, to be denied a service to which one is entitled or afterwards to be encumbered with heartfelt accounts of what ought to have happened — if only the system had done its stuff? The readiness of federal institutions to cry on the complainant's shoulder in this way is really quite touching. Excuses, like the pie in Stephen Leacock's *Boarding House Geometry*, can be produced an infinite number of times. Unfortunately, this does little to advance the implementation of the Official Languages Act. To the cognoscenti this is known as the BOP (bilingual-on-paper) syndrome. Its forms are legion, but some are more flagrant than others.

Via Rail — What a way!

Our national passenger train service, Via Rail, has long been prone to linguistic derailments which it seems at a loss to overcome. This produces an almost constant and noisy shunting of complaints which leaves everyone's nerves in shreds and the Official Languages Act in a condition of almost chronic contravention.

Such is the unpredictability of certain Via services that one French-speaking complainant who had been consistently denied service in French when leaving Montreal for Toronto was startled to find that the service *was* available when he set out from Toronto on the return trip. "Somehow on the return trip I had the illusion," he wrote, "that Toronto had become bilingual, as if an advantage which until then had been peculiar to Montreal had deserted that city along with various corporate headquarters." Nor is it a consolation in cases like these to learn that the complaint has been passed to CN because the employee in question works for CN not Via. The passenger is challenged to tell the players without a programme, and the last thing anyone seems to want to do is to put matters right.

At the root of the problem are collective agreements concerning seniority. Although Via is attempting to interest its unions in reaching new agreements that would eradicate the conflict between seniority and service, the Canadian public

continues to pay the price. Provisions in the Official Languages Act respecting service to the public — and indeed a similar clause in the Canadian Constitution — *are systematically defied, and what is at bottom a simple problem of organization* becomes an albatross of inexcusable excuses. This is not an occasional slip-up; it is flagrant contempt for the law.

EMR — Save your energy

This was not the only case when the explanation outdid the infraction. A complainant who called an enquiries number at Energy, Mines and Resources in Ottawa at the noon hour was greeted in English only and requested to call back if she wanted service in French. The explanation: during normal working hours there was a bilingual employee available full time to answer enquiries, as well as three other bilingual employees close to hand to cover normal absences, but the regular bilingual receptionist had gone for lunch later than usual. Perhaps normal working hours don't cover lunchtime if the client happens to speak French.

Customs and Excise — Whose fault?

At least EMR stopped short of the suggestion that there was some "bad faith" on the part of the complainant. This was not the case for the lady who, having stood in line for a customs check at Ottawa International Airport, found that the customs officer was unable to provide service in French and wanted her to go to the back of the bilingual line and start over. Her crime was to have failed to see a sign indicating which counter could offer service in both official languages. The Department eventually acknowledged with poor grace that a sign of this kind might not be sufficient and that a blinking light or a public address announcement might be needed to rouse the fatigued Francophone traveller to a proper sense of linguistic self-interest.

We have long inveighed against the Government's tendency to substitute *theoretical capacity for performance. But perhaps the real irony is that, more often* than not, there *is* a bilingual capacity which can be mobilized if someone wants to take the trouble. The besetting linguistic sin is no longer stark inability but a want of effort concealed behind a welter of explanation.

Dead Letter Box

For a government policy to measure up to the intentions of the artificers who gave it life there has to be some determination among those responsible to follow through in practice on the grand design. One such policy seems to have been scrapped before ever it emerged from the mold.

Treasury Board — God loveth a cheerful giver

Over two years ago, Treasury Board finally brought out a directive urging managers of programmes providing financial assistance to the voluntary sector to take official languages considerations into account in drawing up and monitoring the agreements involved.

Last year, there was virtually no progress to report in fulfilling this policy, although the Department of the Secretary of State, a major source of federal contributions, wanted us to know that, as of 1982-83, their general conditions would include this clause:

> The Recipient agrees to respect and apply wherever possible the spirit of the Federal Official Languages Act and to work towards its objectives whenever

its projects or activities result in direct service to the general public involving significant numbers of people from both official language groups.

We made it a point, therefore, in 1982, to find out what Treasury Board, the Secretary of State's Department — or indeed anyone else — could tell us about the extent to which the guideline was being applied. We did discover that some federal departments had incorporated or were about to incorporate such a requirement into their departmental policies, but the word from the central agencies was that a working group had been struck "to analyze the situation" and that "it would be premature to comment on the result of these activities at the present time without having had the opportunity to study the situation in depth." We hope it is not premature to comment that the agencies concerned apparently have no idea whether a policy which is supposed to be in its third year — and was long overdue to start with — is working or not.

That it continues to misfire in the case of contributions to sports governing bodies was confirmed by a complaint that a party of gymnasts made up largely of Francophones was accompanied on a foreign tour by a sports federation official who could not speak their language. The offence, of course, is not that someone is unilingual, but that a federation that depends considerably on federal funds should be so unaware of federal policy that it can perpetrate a linguistic gaffe of this kind. In 1982, we prepared a detailed audit report on the whole question of federal linguistic responsibilities in the area of sports and recreation. If the Board's policy had been at all effective, many of our recommendations would have been redundant. But it is not, and they were not.

Not for the first time, Treasury Board and the Secretary of State's Department find themselves in a put-up-or-shut-up situation. There is no need for more analysis, in-depth or otherwise: the plain fact is that the departmental personnel most concerned have scarcely even heard of the policy and, if they happen to apply it, it is no thanks to those who are authorized to formulate and monitor official languages guidelines.

Regional Roundup

It must be obvious that our linguistic frustrations are largely a matter of who we are, where we live and what kind of service or work opportunity we happen to be looking for. These differences are in themselves significant for what they tell us about the responsiveness of the Federal Government to the average citizen. A brief comparison of how things stand in the West, Ontario, Quebec, and the Atlantic provinces should provide a new perspective on the variability of federal performance.

The West

Once beyond the newly consecrated bilingual region of Metropolitan Winnipeg, the West is still very much frontier territory for the Francophone client, whether he's an old-timer, a new settler or just passing through. If he has been travelling the West for a few years, he will of course have noticed a decided increase in French in airports, on the hotel TV set, and on national park signs and the like. But how much service should he be able to count on in that language if he is looking for unem-

ployment insurance, buying gas from Petro-Canada, or dealing in any one of a number of ways with the RCMP, the Farm Credit Corporation, Air Canada or the Wheat Board?

One way of answering that question is to use the Government's own favourite measure of available service, "qualified incumbents of bilingual positions," or in plain terms, reasonably bilingual people in recognized bilingual jobs. In that context, the following table may be a useful counterweight to all those who think of themselves as swamped by unreasonable requirements to do business in French.

Comparison of the French Mother Tongue Population with the Number of Francophone or Bilingual Public Servants in the Four Western Provinces.

	Population of French mother tongue		Francophone[1] public servants		Occupied bilingual positions		Qualified bilingual occupants	
	No.	%	No.	%	No.	%	No.	%
British Columbia	45,615	1.7	212	1.1	176	0.9	141	0.7
Alberta	62,145	2.8	258	2.0	184	1.4	148	1.1
Saskatchewan	25,540	2.6	61	1.0	79	1.4	58	1.0
Manitoba (including Winnipeg)	52,555	5.1	284	2.8	352	3.4	276	2.7
TOTAL	**185,855**	**2.7**	**815**	**1.7**	**791**	**1.6**	**623**	**1.3**

[1] Those who declare their first official language to be French.

Sources: Statistics Canada, 1981 Census.
Official Languages Information System, December 1982.

In practice, as one can see at a glance, there are just over 600 public servants who are theoretically qualified to serve a French-speaking population of about 186,000, or a ratio of 1:300. And if we factor in a requirement that they be bilingual at a relatively advanced level, the total drops even further.

In the circumstances, it should surprise no one that, with occasional exceptions, the level of service available in French to most French-speaking Canadians west of the Ontario border is in the poor-to-non-existent range. To the extent that there is a capacity to provide service in French at all, it is usually very shallow: it may be possible, for instance, to enquire in French about the existence of a home insulation programme but not to have someone explain its ramifications in that language.

The task we find ourselves facing is therefore threefold: first, to convince federal departments that the numbers of Francophones on their doorstep warrant service in French; second, to persuade them that it must be a substantive and not merely a superficial service; and third, to prevail on French-speaking clients to persist in their requests for service in French in the face of many obstacles and inadequacies.

Take as an example two French-speaking clients who presented themselves last February at an Air Canada wicket in Winnipeg airport where service in both official languages was indicated as being available. The person behind the counter persistently replied in English and made no move to find a French-speaking colleague. The best Air Canada could offer by way of excuse was that, after 8 p.m., the bilingual service sign ought to have been taken down. This is simply not acceptable, either in terms of the Official Languages Act or the new Charter of Rights.

Ontario

Although it is home for close to half a million people of French mother tongue, Ontario is hardly better off than the West. Outside the National Capital Region, it has fewer than 1,800 qualified occupants of bilingual positions to provide services to a French-speaking population of over 350,000, or a ratio of 1:200.

Bear in mind also that this includes regions which have been designated "bilingual" and where people of French mother tongue may represent 30 per cent, 40 per cent or even 50 per cent of the local population, not to mention Metropolitan Toronto. The following table gives some idea of the relationship.

Comparison of the French Mother Tongue Population with the Number of Francophone or Bilingual Public Servants in the Bilingual and Non-Bilingual Regions of Ontario Outside the National Capital Region.

	Population of French mother tongue		Francophone[1] public servants		Occupied bilingual positions		Qualified bilingual occupants	
	No.	%	No.	%	No.	%	No.	%
Bilingual regions	217,550	32.3	728	21.6	926	27.4	776	23.0
Non-bilingual regions	144,990	2.0	813	2.5	1,285	4.0	977	3.0
TOTAL	**362,540**	**4.5**	**1,541**	**4.3**	**2,211**	**6.2**	**1,753**	**4.9**

[1] Those who declare their first official language to be French.

Sources: Statistics Canada, 1981 Census.
Official Languages Information System, December 1982.

It might be thought that communities in northern Ontario which have been listed as part of a bilingual area for close to ten years would by this time be assured of a reasonable degree of service in French. That this is not the case can be attested by a few not untypical examples:

- Air Canada does not anticipate having a single bilingual employee at Timmins airport for at least another three years; the French-speaking population of Timmins is 17,625 or 37.4 per cent;
- Employment and Immigration makes no effort to purchase manpower training places available in French from Northern College for an area that includes Kapuskasing, Timmins and Kirkland Lake whose Francophone populations are 59.3 per cent, 37.4 per cent and 19.1 per cent respectively;
- at the North Bay and Blind River Post Offices, those responsible object to displaying signs to show where service can be obtained in French, although the local populations are 17 per cent and 20 per cent French-speaking; and

- only in Hearst does the Federal Business Development Bank offer its courses (bookkeeping, small-business management, and so on) in French as a matter of course; elsewhere in Northern Ontario, the offer is subject to the Bank receiving sufficient demand for courses in French.

These examples are of course offset to a degree by offices where a full range of services are available in French. But even when federal offices in areas of unquestionably significant demand are obliged by government policy to offer service in French, the necessary French-language capacity is often rudimentary and incapable of living up to the plain meaning of those words.

At least in these active-offer areas, however, the push is finally on to make good on the definition and purpose of bilingual regions. A less happy consequence has been that other areas of Ontario which have not been designated bilingual, but where there are also considerable numbers of French-speaking citizens, have been finding that their requests for service in French are treated as something less than significant. We dealt with the semantics of this problem in an earlier chapter, but one complaint may better illustrate the point.

The complainant objected that, although Niagara College in Welland is capable of providing up to 15 or 20 places in three of its technical training courses in French, recent revisions to Employment and Immigration's policy directive on Manpower Training Programmes could well discourage local Manpower Centres from referring Francophone candidates to these programmes. The Department replied to the effect that the Niagara-Welland area was not specified by Treasury Board as a bilingual region, and was not, therefore, an area where "the availability of courses in both languages must be ensured at the outset."

The complaint appears to be on the way to a satisfactory solution, but we take this opportunity to repeat that there is nothing in the Official Languages Act which says that demand is significant only if it crops up in areas defined by government policy as bilingual or, for that matter, that the obligation to offer services *actively* in the minority official language is confined to those areas. If we were to offer our own criterion for active offer it would be this:

> wherever the presence of a minority language population — as revealed by the census, for example — makes it reasonable to assume that people of that language group would normally be regular clients of the federal services in question.

Quebec

As the following table shows, again outside the National Capital Region, Quebec is quite well endowed with bilingual public servants. With more than 13,000 qualified employees in bilingual positions for an Anglophone population of over 680,000, the ratio works out at 1:50.

However, the fact that federal offices in Quebec have no lack of capacity does not always prevent a breakdown in service to the minority Anglophone community. For example, the Department of Veterans Affairs sent two French-speaking officers from Quebec City to handle requests from veterans in the Gaspé area; the press release announcing their visit was in French, they arrived with French-only forms, one officer had difficulty explaining himself except in French, and the subsequent

Comparison of the English Mother Tongue Population with the Number of Anglophone or Bilingual Public Servants in the Bilingual and Non-Bilingual Regions of Quebec Outside the National Capital Region

	Population of English mother tongue		Anglophone[1] public servants		Occupied bilingual positions		Qualified bilingual occupants	
	No.	%	No.	%	No.	%	No.	%
Montreal region	455,105	20.2	1,236	8.1	9,287	61.1	8,329	54.8
Other bilingual regions	75,310	18.1	106	7.4	657	45.6	582	40.4
Unilingual regions	151,025	4.2	727	5.0	5,049	34.9	4,462	30.8
TOTAL	**681,440**	**10.9**	**2,069**	**6.6**	**14,993**	**48.2**	**13,373**	**43.0**

[1] Those who declare their first official language to be English.

Sources: Statistics Canada, 1981 Census.
Official Languages Information System, December 1982.

report and correspondence were sent to the complainant in French. Only one little problem — the veterans who had asked for assistance were mostly English-speaking.

As a more general observation, a survey conducted by Alliance Quebec has determined that relatively few federal institutions in bilingual areas of the province, and more particularly in Montreal, take the trouble to identify themselves in English as well as French. This is not to say that the service is not available in English in due course, if clients persist in that language, but the choice must be more clearly theirs.

The *Office de la langue française* has also alleged to our Office on more than one occasion that certain federal departments and agencies dealing with private Quebec suppliers persist in doing so in English. Despite our requests, no details have been provided. However, since the allegations continue and we have no reason to consider them groundless, we will continue to burrow after the facts.

Atlantic provinces

The Atlantic provinces can show everything from a fully satisfactory service in French to service so poor that no self-respecting Francophone would want to avail himself of it. By way of completing the picture of institutional capacity vis-à-vis the French-speaking population of the region, the table on the following page shows how matters now stand.

Thus, for a total of some 279,000 persons of French mother tongue, we have roughly 2,100 qualified bilingual public servants, or a ratio in the order of 1:130.

Even at its best, in the officially bilingual Province of New Brunswick, the proportion of qualified bilingual employees lags far behind the proportion of French-speakers in the general population. And except for small pockets of capacity elsewhere, New Brunswick pretty well exhausts the readiness of the federal administration to do business in French. The traveller may get bilingual service from Air Canada and, with less reliability, from CN Marine, but fortunate is the Francophone in Newfoundland or Prince Edward Island who can use French with any federal

Comparison of the French Mother Tongue Population with the Number of Francophone or Bilingual Public Servants in the Four Atlantic Provinces.

	Population of French mother tongue		Francophone[1] public servants		Occupied bilingual positions		Qualified bilingual occupants	
	No.	%	No.	%	No.	%	No.	%
Newfoundland	2,655	0.5	42	0.8	45	0.8	37	0.7
Prince Edward Island	6,080	5.0	112	7.0	170	10.6	116	7.2
Nova Scotia	36,030	4.3	477	3.4	516	3.7	352	2.5
New Brunswick	234,030	33.6	1,585	22.3	2,014	27.3	1,613	21.8
TOTAL	**278,795**	**12.5**	**2,216**	**7.9**	**2,745**	**9.8**	**2,118**	**7.5**

[1] Those who declare their first official language to be French.

Sources: Statistics Canada, 1981 Census.
Official Languages Information System, December 1982.

agency outside the Secretary of State's Department, the CBC, Veterans Affairs and perhaps a Post Office, a Manpower or a Parks employee here and there.

We also feel bound to report that French-speakers from northeastern New Brunswick may not always take advantage of federal services which *are* available in French. The following figures are revealing:

Population, by Mother Tongue, of Gloucester County, New Brunswick, and Number and Percentage of Taxpayers Who Completed an Income-Tax Return in French or in English.

Population	Number	%
French mother tongue	70,490	81.8
English mother tongue	15,350	17.8
Other	315	0.4
Total	**86,155**	**100.0**

Taxpayers	Number	%
Completed tax return in French	21,876	51.6
Completed tax return in English	20,486	48.4
Total	**42,362**	**100.0**

Source: Department of National Revenue (Taxation), St. John, New Brunswick.

The proportion of tax returns that are completed by Francophones in French has doubled in the last few years. But for a number of reasons, the habit of using English, even when the alternative is readily available, seems hard to break, particularly when dealing with the Revenue people. There comes a point when the individual citizen must be free to choose — but he must also accept a portion of the responsibility if his choice adds to the difficulty of convincing federal agencies that there is a genuine demand for service in French.

On the other side of the coin, it does not show great sensitivity in language matters to do as Supply and Services did when it moved its Pensions Branch to Shediac (population: 4,285; about 80 per cent of French mother tongue) and installed a unilingual Anglophone director. There can be no satisfactory explanation for that decision.

Our audit of some 15 federal institutions in southwest Nova Scotia — and particularly in the counties of Digby and Yarmouth, where the population of French mother tongue is 30 per cent — reveals a situation that could almost epitomize federal services for the Atlantic Region as a whole. In those smaller communities where the bulk of the population is French-speaking, there are few problems obtaining services in French. It is in the larger centres where the main federal offices are located but the Francophone population is in the minority, especially in Yarmouth itself, that signs and documentation in French are inadequate and there is very limited operational capacity in French.

As we have already suggested, official designation as a bilingual region, where demand is to be assumed and service offered as a matter of course, is not a guarantee of instant bilingualism. But it is a whole lot better than the on-again-off-again bilingualism that occurs outside those areas, where all sorts of federal offices are marching to their respective drummers and few of them know the tune of active offer in French.

Snappers

Sometimes an institution's reaction to a complaint is more revealing of the situation it finds itself in than any commentary we could devise. Let them therefore speak for themselves.

Treasury Board, taxed with sending information to departments in English only:

> Because of the urgency of many situations. . . it is not always possible for us to send these telegrams (memos, etc.) simultaneously in both languages.

There are no prizes for guessing which version was to be forwarded "five working days later." So much for urgent telegrams in French.

Agriculture, after failing to communicate in French with its regional offices in Quebec:

> But, as you know, the problem raised by these two complaints is a complicated one and not one which can be resolved simply by a reminder or a directive [from the DM]. Not only is it a question of several offices and a good many people, but also a matter of habits, work methods, management attitudes and a recognition of the French fact. Unless we can alter all these factors, directives are of no use whatsoever.

Via Rail's elegant brain-twister explanation for failure to serve a passenger in the appropriate language:

> There were four employees aboard the 5 p.m. Ottawa-Montreal train on July 1: two belonged to CN and two to VIA, one bilingual and the others not.
>
> Your complainant does not say that he spoke to all the attendants, only that those he spoke to were unable to serve him in French. Could he have had the bad luck to speak only to the unilingual employees? If so, we are truly sorry, particularly as there was a bilingual VIA employee on board who would have been pleased to serve him in his own language.
>
> We regret such an incident and hope that your complainant's next train journey will prove more satisfactory.

Canada Post Corporation, meanwhile, is not the least bit impressed by all our arguments to show that *Nouvelle-Écosse* has been used as the official French name for Nova Scotia since at least the Treaty of Utrecht (1713), and is now consecrated in the French version of the Constitution; the Corporation continues to contend that:

> Considering there is no legal requirement for use of the term *Nouvelle-Écosse* in this instance, and given the operational and financial implications of the introduction of bilingual cancellation marks, our preference is to continue with current practice.

Of course, that *is* one of the disadvantages of our having two official languages — that it has "operational and financial implications." But then there are other implications as well, to which Canada's largest Crown corporation seems incredibly impervious.

Working Habits

PART III

As the Special Joint Committee on Official Languages reminded us in the report it devoted to language of work and equitable participation last June, federal policy in these areas stems from a proposition enunciated more than a dozen years ago by the B and B Commission:

> An individual should be free to work in the tongue in which he is most comfortable. Because he speaks one and not the other official language, he should not be unjustly penalized.

Fine words, but an idea that has caused incalculable headaches to federal managers. So much so that the Committee reasonably concluded its extensive review of the theory and practice of language of work by observing that:

- current government guidelines do not accomplish what the Parliamentary Resolution of 1973 recommended, namely that public servants be clearly and succinctly informed of their rights and obligations in this matter, with the result that departments "are still more or less in the dark on how to apply the overall language-of-work policy"; and

- since Treasury Board has never undertaken an overall, in-depth study of the question, the Commissioner's Office should take a close look at "the principles, the guidelines and the government programmes with respect to language of work."

Language of Work: Facing Facts

The study which we have conducted since that report was written represents, we believe, a careful attempt to synthesize available information, to clarify the issues, and to outline the ways in which we think government ought to respond. We continue to believe, however, that the principal difficulty with respect to language of work is not to determine what the facts are but to face up to them. There has been no want of studies over the years; what is lacking is the will to act.

What our analysis reveals, put into simple terms, is that, taken as a whole, the language-of-work problem has at least three major dimensions:

- defining where a language choice is theoretically possible in the work situation, and what personnel and documentary resources are necessary to achieve it;
- laying down communication rules to guide both corporate and individual behaviour; and
- recognizing and counteracting *all* the structural and personal inhibitions that work against such rules.

It was our conclusion that there are theoretical or practical weaknesses in all three areas.

The first and most fundamental difficulty lies simply in defining what is a feasible language-of-work regime. It is not sufficiently noticed, for instance, that the right to choose either English or French as one's working language, whether applied universally or within bilingual regions, has enormous institutional repercussions, more perhaps even than the public's right to be served in either language. The public can be handled administratively by identifying offices and positions which, in a sense, specialize in bilingual service. Carried to its theoretical extreme, however, an individual's right to work in either language could require that virtually every other public servant who comes in contact with him also be able at least to understand his language.

Bilingual regions

The notion of bilingual regions only partly mitigates that possibility since about 45 per cent of all public servants work in those areas. Yet at any given time and in any part of the bilingual regions, including Montreal and the National Capital Region, a fair number of work units may contain very few public servants of the minority-language group. And if there is only one such individual out of twenty, our present principle requires that all the organizational arrangements that are supposed to permit a choice of working language should be in place.

A typical scene

We must once more agree with the Joint Committee's sentiment that language of work — and for that matter service to the public — goes off the rails when it substitutes systems and statistics for human experience. To know how and why the policy falls short of the B and B billing or the commitment of the 1973 Parliamentary Resolution on language of work, it is enough to imagine a typical unit of fifteen

people working in Department X in Ottawa. Present statistics suggest that the following situation would not be far from the realities of life:

- four of the fifteen are Francophones (27%);
- six of the fifteen positions are identified as bilingual (40%) and at least three of these are supposed to provide bilingual supervision to employees;
- five of the six bilingual positions (83%) have qualified bilingual incumbents; three are occupied by Francophones (one intermediate and two advanced level in English) and two by Anglophones (one intermediate and one advanced level in French);
- the remaining position, at the intermediate supervisory level, is occupied by a unilingual Anglophone with incumbent rights; and
- all internal services and documentation are available in both languages, but the preponderance of the section's dealings (85%) are with clients who operate in English.

It takes no feat of imagination to see that, although both the numbers and personal capacities are close to the target range as defined by government policies, even the most aggressive Francophone employee is going to find his choices less than rich: at best he might work 25 per cent of his time in French; in reality he may be working no more than 10-15 per cent in that language.

And we are talking about Ottawa, where requirements to permit a choice of language have been in place for almost ten years. Is it surprising, then, that French as a language of work is all but unheard of in parts of Northern Ontario or New Brunswick or, for that matter, that English is virtually non-existent in some sectors of the public service in Montreal or the Eastern Townships? It is true that the detailed government inventory of bilingual regions where employees should be free to work in their own official language has always been incomplete and has now been made to some degree obsolete by new census data. This, however, is readily corrected, and we are prepared to act upon the Joint Committee's recommendation that this Office assume that responsibility. The fact remains, however, that by itself an updated list can make little difference to language-of-work practices.

The importance of numbers

It is obvious to the naked eye that the question of numbers is crucial. If the numerical presence of the minority language group falls below a threshold in the 20 per cent range, the chances of choosing to work in that language are soon reduced to little more than a procedural fiction.

Even when the numbers are present, we have not exhausted the impediments to an extended use of both languages which would better correspond to the B and B Commission's and the Parliamentary Resolution's concept of choice. The framework of bilingual regions, positions and documentation are only a beginning. Almost always, pressing in the contrary direction are:

- the belief that internal operational efficiency is at its greatest when only one language is used;

- traditional pressures, outside Quebec, to conform to an English-dominated environment, and increasingly, within Quebec, to a French-dominated one;

- long-standing conditioning among many Francophone public servants outside Quebec that makes them reluctant or unable to do their work in French; and

- a belief among bilingual Anglophones that they are less bilingual than their Francophone colleagues, that their French is not up to operational requirements, and that the use of the minority language is an artificial rather than a need-related requirement.

This is where effective communication rules come in. And this is why we remain convinced that what is needed is not more study but more understanding of why people are using English and French the way they are.

Thus far, the Government has not been able to face up squarely to the organizational and human implications of the proposition that public servants should be able to choose their language of work. For at least half of the last thirteen years, policy has wavered from a choice-within-bilingual-regions solution, to more radical solutions based on territory, or on specially created units. It seems finally to have settled for the bilingual-regions solution, but with something less than total understanding of the consequences, and while continuing to accept the possibility of French units where departments think them viable.

In the circumstances, it is once again our conclusion that the real task is not to redefine government language-of-work guidelines — by juggling the boundaries of bilingual regions or whatever — but to make them work. That means three things:

- getting the best possible distribution of both language groups in bilingual regions;

- being much more specific and forceful about the rules for internal communications: between supervisor and supervised, within working groups, and between units; and

- getting all employees, from senior management on down, involved in ensuring that the rules become a living and co-operative practice.

A review of the organizational facts and the human attitudes involved inevitably leaves a feeling that no one has been too anxious to give a realistic and detailed denotation to the vague and ambiguous notion of choice. This ostrichism has been costly. The question *how far* the choice of minority-language employees can effectively govern the choices of majority-language colleagues remains unresolved. In theory, there is only one answer: the extent to which the organization believes it worthwhile and affordable. At present, in spite of improved human and material conditions for choice, actual practice seems stuck at less than optimum level owing to the fact that almost no one — government or employee, Anglophone or Francophone — seems inclined to invest the effort to take it further. The solution is not to switch religions but to practice what we preach.

Equitable Participation: Worthy of Their Hire

Various aspects of policy on equitable participation, and departmental action to abide by it, came under attack in 1982. Since the Government gets it in the neck from both sides, either for doing too much or too little to bring about a reasonable balance, let us remind the reader briefly how things stand, regionally, hierarchically and sectorially.

It is obvious that, in spite of a good overall balance, the public service population is not always a fair reflection of official-language groups in the general population. Among the so-called bilingual regions, only the National Capital Region has a public service population that reflects that of the area as a whole. But the Capital

Comparison of the Distribution of English-Speakers and French-Speakers in the General Population and in the Public Service, by Major Geographic Region.

	Population by mother tongue						Public servants by first official language			
	English		French		Other		English		French	
	No.	%	No.	%	No.	%	No.	%	No.	%
Western provinces	5,566,600	79.8	185,855	2.7	1,224,295	17.5	48,550	98.3	815	1.7
Unilingual Ontario	5,899,555	79.7	144,990	2.0	1,359,190	18.4	31,640	97.5	813	2.5
Bilingual Ontario	401,380	59.6	217,550	32.3	55,040	8.2	2,650	78.4	728	21.6
National Capital Region	402,510	56.1	253,925	35.4	61,540	8.6	48,326	65.4	25,611	34.6
Bilingual Quebec (incl. Montreal)	530,415	19.8	1,784,415	66.8	357,735	13.4	1,342	8.1	15,303	91.9
Unilingual Quebec	151,025	4.2	3,381,730	94.1	62,510	1.7	727	5.0	13,758	95.0
New Brunswick	453,310	65.1	234,030	33.6	9,060	1.3	5,517	77.7	1,585	22.3
Other Atlantic provinces	1,468,680	95.5	44,765	2.9	24,190	1.6	20,285	97.0	631	3.0
Total in Canada	**14,873,475**	**61.3**	**6,247,260**	**25.7**	**3,153,560**	**13.0**	**159,037**	**72.9**	**59,244**	**27.1**

Sources: Statistics Canada, 1981 Census.
Official Languages Information System, December 1982.

stands as a good example of equitable distribution only if we ignore wide hierarchical and sectorial discrepancies. For example:

- Francophones are less than 20 per cent of the management category but over 40 per cent of the administrative support category; and
- the overall 65:35 English-French split includes widely divergent departments like Agriculture and Transport on the one hand, where the ratio is about 78:22, and the Public Service Commission and the Secretary of State's Department on the other, where the split is close to 30:70.

The trouble with the goal of equitable participation is that there is relatively little consensus about what it means. What started out as an effort to ensure that a person of the official-language minority "need not renounce his own culture," in the words of the B and B Commissioners, has taken on the character of a numerical jigsaw puzzle, but one in which there really is no absolute solution, no perfect fit. What can, however, be affirmed without much fear of contradiction is that, where the minority-language presence in a particular working group is less than 20 per cent, even in officially designated bilingual regions, effective opportunities to work in that language are few and far between. And when the minority-language presence gets down into the 10-15 per cent range or lower, the institution begins almost unconsciously to resist upgrading the representation of that group, and recruitment designed to compensate for that fact requires an extraordinary effort.

Recruitment measures

Much of the focus in 1982 was on such efforts and particularly on *how* federal institutions approach the problem of recruitment when minority numbers are inadequate. Indeed, the central agencies and a select number of departments carried out not one but two studies in this area during the year.

The first reviewed staffing patterns in New Brunswick and the bilingual regions of Ontario and Quebec, and came to the conclusion that members of the minority-language group were quite often not even brought into the selection process by being adequately informed of available job opportunities. And when they were present in representative numbers at the outset of a job competition, their survival rate in terms of appointments was inexplicably below what might have been expected. The second study, on Francophone participation problems in the scientific and technical categories, concluded that the priority objective for those categories that were notably anaemic should be to bring the public service rate at least to the level of French-speaking representation in the specialized labour force. Both reports raise the same fundamental questions: what is a reasonable target proportion; and what means can departments legitimately use to raise their recruitment of qualified minority-language candidates?

For the reasons we have already indicated, we do not find targets in the sub-20-per-cent range very convincing, whether they reflect the labour market or not. Obviously, representation can only be increased in reasonable stages. But if the *ultimate* goal remains too low, all incentive to aim higher dissolves; and we fall back into a vicious circle in which the principal precondition for equitable recruitment — the promise of a work environment where one's language will have an accepted value — also disappears.

It is probably because decisive action in these circumstances is so difficult that some departments have been perceived as flirting with the kind of affirmative-action recruitment that downplays merit and job-related requirements in favour of a particular language group. The unspoken premise is that minority-language numbers cannot be raised in any other way than through preferential hiring of people who would not be competitive on professional grounds alone. For our part, we remain convinced that this kind of assumption — perhaps even a term such as 'Francobank' — represents an unnecessary counsel of despair. We have yet to see convincing evidence that the recruitment, say, of Francophone scientists in Ottawa or of Anglophone employment counsellors in Quebec requires anything beyond a more vigorous effort in milieus where interested and competitive candidates are likely to be available.

The fact remains that minority participation rates are too low by any standard in too many sectors of the federal administration. So long as that is so, we do not require quotas to tell us that managers will have to bestir themselves to look for candidates who are well-qualified, but at the same time reflect the linguistic and cultural values of the surrounding minority-language public. There is no other way of achieving Parliament's long-standing objective of "achieving, within the merit principle, full participation in the Public Service by members of both the Anglophone and Francophone communities."

The Ins and Outs of Information

PART IV

Lasting language reform quite evidently cannot take place without a broad measure of public support. And in a democractic society, consensus emerges from informed debate. With these two simple principles as beacons, we strove in 1982 to keep the message of official bilingualism in the public eye, to help Canadians understand its importance to their country's future, and to hear what they had to say on the subject.

On the Road

Getting out of Ottawa to have a look at the realities of bilingualism assumed various forms in 1982: our regional representatives and their colleagues criss-crossed their territories; officers from headquarters were out and about in the course of their audits and investigations; and the Commissioner logged nearly ten weeks on the road, reaching every province from Newfoundland to British Columbia. You cannot be the drum major unless you get out onto Main Street.

Varied activities are packed into our itineraries. Premiers, ministers, officials, representatives of both official-language minorities and other minority communities, university administrators and professors, parents and teachers and plain, ordinary taxpayers — you name them and we have seen them in 1982. If we are to promote understanding and clear up misunderstandings of what language reform is all about, discussion and consultation with as wide a range of individuals and groups as possible take on a very considerable importance.

Explaining our language situation to non-Canadians and comparing notes with their linguistic experts also has a substantial place in today's world without frontiers. Hence an exchange of visits in 1982 with the agency responsible for promoting the use of the Irish language in the Republic of Ireland and the Commissioner's travels in Germany and France on behalf of External Affairs.

Frequently the occasion of a trip is an invitation to take part in a conference. There were many such occasions in 1982 — the Canadian School Trustees Association convention in Winnipeg, a symposium at Laval University on "The Theory and Reality of the Equality of Canada's Languages in Law," and the annual meeting of the German Association of Canadian Studies are three examples. In a departure from previous practice, we were also hosts ourselves at a conference at Trent University, where four dozen distinguished Canadians lent us the benefit of their experience as we looked ahead to the linguistic challenges of the coming decade.

We need hardly add that the press has a significant part to play in helping inform the public about the merits — or otherwise, if you see it that way — of bilingualism. Which accounts for the fact that we maintained close contact in 1982, both at home and on our travels, with working journalists, editorialists and radio and television interviewers. Half the Commissioner's media contacts were made outside Ottawa, where he also met a baker's dozen of editorial boards and answered questions on a number of open-line shows.

Coming to Terms

On all these occasions, we found more often than not a greater receptiveness to bilingualism than we would have expected a few short years ago. This impression is borne out in the mailbag. In one sampling, more than a quarter of our correspondents were asking about arrangements for learning a second language. A Gallup Poll reported in June that, besides the 26 per cent of Canadians who say they have learned both official languages, another 47 per cent wish they had. Rocketing enrolment in immersion programmes across the country is a further indication that a growing number of Canadians are coming to terms with bilingual realities — if only through the next generation — rather than hiding their heads in the sand.

Yet some of the old misunderstandings haunt us still. "Ramming French down people's throats" has not gone away — not by a long shot. It is important, however, to know it is still there, and to appreciate the need to go on explaining that the whole idea of institutional bilingualism is to make sure Canadians can live in their own official language, to provide government service in the taxpayer's own language, not to force anything on anyone.

Information Programmes

In the absence of more comprehensive government information efforts, this Office has always done what it could to introduce Canadians, especially young Canadians, to the advantages of bilingualism, both institutional and personal.

Our bilingual kits and other materials introducing young Canadians to the world of languages remain popular. Shipments were lower than in 1981, because the kits were out of print for several months for redesign. We took advantage of some of the suggestions that had been made for improvements and, to help keep costs down, made them less bulky.

But back orders totalling more than 30,000 piled up in the early months of the year, and by year-end the number of requests was building again to earlier levels. Since the beginning of the programme, we have met requests from schools, associations and individuals for more than 350,000 copies of the *Oh! Canada 2* kit for children ages 8 to 12, and for more than 230,000 copies of the *Explorations* kit for the 13-17 age bracket.

More compelling than statistics, though, is the mail we get from young Canadians. Letters about *Oh! Canada* 2 often come addressed to Geneviève, the wandering turtle who figures in the game. "My friends and I have organized a Geneviève Fan Club," one 12-year-old wrote from Prince Edward Island. "Do you mind?" No, we didn't mind a bit. Does *Oh! Canada 2* also serve its underlying purpose of getting children interested in learning the other official language by making it fun? "And how!" declared a 13-year-old from Sept-Îles. "I've already learned a good hundred words or more."

Reaction to the *Explorations* kit is in the same vein. "It helps me mostly in French which at first I thought was the most boring subject there could ever be, but with this game I'm already improving," one young Torontonian reported. From St. Romuald, Quebec, came an urgent plea in French from a group of *Explorations* junkies who keep elaborate statistics on the 200 or so games they have played: "Please send another kit because the first one is wearing out!"

After much discussion and review, the *World Languages* maps have been revised. The Canadian maps have been updated to take account of figures from the 1981 census and, following representations from some groups, the new world map presents more languages than the original version did.

We continue to publish a bilingual magazine, *Language and Society*, aimed at the general reader with an interest in linguistic questions of all kinds. Circulation stands at about 8,500. We also make available basic information materials about the Official Languages Act — leaflets, films, slides and printed materials — and have produced a new poster for children. In 1982 we sent out information materials at a rate of nearly 26,000 pieces a month — not counting the kits.

Regional Offices

Through a network of regional offices, we are able to stay close to the linguistic action where it happens. Working out of Edmonton, Winnipeg, Sudbury, Montreal and Moncton, our representatives maintain regular contact both with public servants who offer the service, and with members of the minority communities who are looking for it in the language of their choice.

On-the-spot exchanges often reveal important differences between the bright, shiny language policies conceived at head offices in Ottawa and the more workaday realities of service to the public. Our regional offices receive and investigate complaints and take part locally in audits of federal institutions. By working closely with official-language minority groups, they not only keep the Office up to the minute on evolving needs and concerns, but help ensure that the rights and the responsibilities set out in the Official Languages Act are understood by both the public and public servants.

The Public and the Media

We hear from Canadians as well as talk to them. During 1982, the Information Branch had more than 5,200 enquiries that called for personal responses — 1,200 letters and telephone calls from people seeking general information and 4,000 requests for materials — in addition to requests for *Oh! Canada 2* and *Explorations*.

In letters of general comment, the leading subject was the Quebec language law — something beyond our jurisdiction, of course, but a problem that casts its shadow over the whole language reform issue. In this respect, only Ontario's policy of "gradualism" in the direction of bilingualism matches Quebec's slide away from it. The cost of bilingualism is another continuing concern among our correspondents, especially those who write to us in English. Perhaps it is worth recalling that it comes to less than one cent out of every dollar of federal spending in the 13 years since the Official Languages Act was adopted.

Keeping the message of official bilingualism in the public eye can be an uphill struggle. Language questions are, as always, a staple of the Quebec press, and obviously remain a matter of great concern in the minority media across the country; but they are not a subject of systematic interest to the English-language media in the general course of their business. They are aired from time to time, of course, but usually when a specific issue flares up — the debate over the Charter of Rights and Freedoms, for example — but as a general rule, we find disappointingly little recognition that they are not something that can be left aside in favour of "more urgent" concerns.

Federal Institutions: One by One

PART V

Each year, rain or shine, we prepare report cards on the linguistic performance of federal institutions. This time around, we assess some one hundred departments, agencies and Crown corporations (yes, Virginia, they too are subject to the Official Languages Act). Our brief sketches sift through the findings of audits and investigations, as well as information and data obtained from government sources, to present what we hope is a fair summary of their accomplishments.

Anyone who is not familiar with governmental idiosyncracies may require some explanation of the criteria which underlie our rather terse observations and diagnostic judgements. Hence the elaboration which follows of the relative importance and value we attach to the indicators at our disposal.

Planning and monitoring

Every manager worth his salt sets out, as best he can, clear objectives, a detailed game plan and effective monitoring systems. Similarly, in the official languages field, there is a need for a policy and practical guidelines, an action plan assigning specific responsibilities and deadlines, and warning lights to detect or prevent slippage. It is also important that the boss not keep all this a secret — the staff needs to know what is going on and what is expected of them. We continue to push even the better achievers to respect these fundamentals.

Bilingual capacity

All government institutions are in the business of providing service, either for the public or a specialized clientele or other public servants. And if service is to be offered in both official languages, sufficient linguistic capability is an obvious

prerequisite. We judge capability in terms of the number of bilingual employees, their proper placement in the organization, and the level of language proficiency attained by them. Where appropriate, we also indicate the extent to which an institution employs "imperative staffing" (functionaries' jargon for the very normal procedure of appointing bilingual people to bilingual positions). This information is then compared with our own observations on general performance and the comments of our complainants, and an assessment is made.

Service to the public

Equality of status of both languages, as prescribed by the Act, entails a spontaneous or active offer of assistance in the appropriate language, not just service in response to a specific request. Signage, publications, advertisements and reception by telephone or in person should therefore be available as a general rule in both languages. These aspects of the situation we also monitor and report on as required.

Language of work

Providing service in the language of the client naturally imposes limitations on the right of the employee to use his own language in the workplace. However, audit reports are full of examples of public servants who feel obliged to use their second language on a regular basis, even when they are not dealing with the public, and this is not consistent with a regime which accords equality to the two languages. What interests us in this area are the presence of a reasonable body of employees who understand and use the minority language, the availability of corporate directives and services in both languages, the possibility of using them both at meetings and in the preparation of documents, supervision and performance evaluation in one's own language, and, above all, the example set and the support provided by senior management.

Equitable participation

A perfectly objective recruiting process would doubtless ensure equitable participation by both official language groups as a matter of course. In the real world, various factors intervene to upset this ideal arrangement. The famous old-boy network is one; others range from advertising a vacant position in only one language to failing to interview a candidate in the language of his choice. We report on these failings where space permits. We also comment as appropriate on participation rates (overall, regionally and within occupational categories), as well as on special geographic, cultural or vocational elements that affect these percentages.

Complaints

A final indicator of evident significance is the number and nature of complaints lodged against each institution. Not that the numbers are meaningful in themselves; people are often unwilling to voice their concern or too busy to get around to it. But complaints are useful in helping us find out where the weaknesses are and whether they are the consequence of a faulty policy or procedure or simply isolated mishaps. Recidivism also points to areas within an institution that are in need of more tender loving care or more vigorous spanking. And the attention paid to complaints received and an agency's readiness to take rapid action to remedy them are indications of how seriously it attempts to respect the letter and the spirit of the law.

Additional information on some of the institutions examined in the following pages can be found in individual audit reports, which are listed in Appendix B. They are available at the Library of Parliament, through the interlibrary loan system, or at any of our offices.

Agriculture

A number of the Department of Agriculture's 1982 efforts in the field of official languages were productive. These included publicizing available bilingual services, conducting a survey to find out the degree of employee satisfaction with language-of-work conditions, and endeavouring to increase Francophone participation.

The Department has 9,640 employees, some 2,100 of whom occupy bilingual positions, mostly in the National Capital Region and in Quebec. In 1982, it increased the number of employees meeting the language requirements of their positions to 73.5%, and is reviewing the language requirements of all positions involving service to the public. Outside the National Capital Region and Quebec, however, its ability to provide bilingual services remains limited: there are only 14 bilingual employees in the western provinces and a total of 10 in Newfoundland, Nova Scotia and Prince Edward Island.

Among the measures taken to promote French as a language of work, the Department now provides training and development courses in French, courses for Francophones in administrative writing, and editing services in French. These efforts are unfortunately hampered by a highly decentralized organization within which Francophone elements are widely scattered.

In spite of an overall increase from 20.8% to 21.4% in 1982, Francophones are still under-represented in the Department, especially among scientists and professionals (18%). The Department is therefore approaching Francophone scientific associations to make them aware of its programmes and of job opportunities. There is also a problem concerning the geographic distribution of Anglophones and Francophones. In New Brunswick, where one-third of the population is French-speaking, only 16% of employees are Francophone, while in Quebec Anglophones account for only 4.4% of employees. In Ontario, the figure for Francophones is 0.7% outside the National Capital Region and northeastern Ontario, and less than 1% of all staff elsewhere in Canada.

Our Office received 26 complaints against the Department in 1982. Half of them involved a failure to communicate with clients in the language of their choice. The other half dealt with language-of-work questions. One case in particular proved rather thorny. An applicant for a position as a farm-hand was rejected because he was not bilingual, despite the fact that the job apparently involved neither contact with the public nor supervisory responsibilities. Eventually, the person in question was hired, although the underlying issue is still not entirely settled.

Air Canada

In 1982, Air Canada continued on its expedition to the official languages summit, but a lack of qualified climbers is still impeding the final phase of the ascent. In particular, although written communications with the public are generally bilingual, verbal exchanges between the travellers and Air Canada outside Quebec are a very different affair.

Despite its vast network and complex operations, Air Canada has successfully put in place the systems and controls it needs to comply with the Official Languages Act. Mechanisms are also in place to implement the Corporation's official

languages policy, and regular monitoring of its application is the subject of a semi-annual report covering all of Air Canada's activities.

As a result, where material considerations are involved, the Corporation has pretty well resolved all outstanding problems. Timetables, signage and folders, for example, are all scrupulously bilingual; correspondence is in the language of the client; and recorded messages are bilingual almost everywhere. But where the human element comes into play, matters are somewhat more complicated.

By way of illustration, the Corporation has established a system of bilingual counters to ensure that the Francophone passenger is served in French. These counters are set up at 14 airports and are announced by lights (barely visible) and signboards (more visible). The problem is that when counters are not staffed, or when the lights are turned off, or when unilingual English personnel is on duty, the system falls apart.

Even telephone services differ greatly from one sector to another: a Francophone in Winnipeg, for example, is reasonably sure of obtaining information in French for flight arrivals and departures, but trying to make a reservation in French is a bit of a gamble. In the first case, information is given by a recording; in the second, service is provided by a real, live person — but not necessarily a bilingual one.

Another example, albeit minor, is nonetheless significant: many Francophone passengers see their ticket issued to "Mr." or "Mrs.", rather than to "M." or "Mme"; and these same passengers are all too frequently greeted only in English over the telephone, at counters or when boarding aircraft. In the circumstances, why should they suppose that service is available in both official languages? We have raised this issue of bilingual reception many times and still believe that the Corporation's approach is too timid.

Regular in-flight announcements are almost always made in both languages, but despite considerable improvements, unilingual English reports from the flight deck continue to be a problem. Moreover, meal and bar services are frequently not offered in any active sense in both languages by stewards and stewardesses. And what more can be said about flight attendants who are not able to deal with even the simplest of requests — coffee please, *un café s'il vous plaît* — in both official languages?

On a more positive note, it should be recorded that a new collective agreement provides that agents transferred to smaller airports where there are too few bilingual staff will have to have some knowledge of the other official language and will have to improve it in the eighteen months following their move. This clause should considerably improve the chances of providing adequate service in both languages in airports like Yarmouth or Sudbury, and especially in Timmins, when positions become available. In the meantime, at Timmins' airport there is a less-than-satisfactory telephone service available for passengers wishing to be dealt with in French. Worse still, five airports abroad and fifteen city sales offices (five in Canada, four in the United States and six in the southern districts) have no bilingual employees and no bilingual telephone support. The Corporation is, of course, expected to respect host country legislation, but at the same time it should not forget Canadian laws.

However, credit should be given where credit is due: language training continues; every new employee receives a brochure entitled "Welcome Aboard" which describes the Corporation's official languages policy and directives; the Corporation has developed a slide show designed to make passenger agents more aware of their linguistic obligations; and In-flight Services have created their own information programme for flight attendants. These and other initiatives designed to place language requirements in a service context should be helpful in improving attitudes, if not in producing a change of heart among service personnel.

In the language-of-work area, French has done no better than hold its own. Although it is widely used in Sales and Service in Quebec, and to a lesser extent in other operations in that Province, it is little used elsewhere or even at headquarters. This is unlikely to change, despite the existence of bilingual manuals, forms, lexicons and central services, as long as there are so many unilingual staff at head office.

The proportion of Francophone employees at Air Canada has increased from 21% to 21.6% (4,520 of 20,900). There has also been a slight increase in the number of senior Francophone managers (from 16.9% to 17.5%). The situation varies in other sectors: only a small proportion of pilots are Francophone (220 of 1,830, or 12%); in Maintenance, however, they have increased by 1% (to 37%), and in management by 3% (100 of 450, or 22%). At the same time, they moved downward in In-flight Services from 27% to 26%, and the figures on passenger agents — 26% Anglophone in Quebec, but only 10% Francophone in the Maritimes and 2% in the Central and Western regions — speak for themselves.

The 140 complaints received in 1982 concerned service at airports (47), in-flight services (25), publicity (25), language of work (19), reservations (14) and various other subjects (10). The Corporation has continued to be very co-operative in its efforts to resolve these matters.

Atlantic Pilotage Authority

The Atlantic Pilotage Authority is responsible for ensuring the safety of large vessels mooring and manoeuvring in about twenty harbours and bays in the Atlantic and southern Gaspé regions. It serves three distinct clientele: shipping agents who represent shipowners, the crews of piloted ships and a few independent or contract captains who are issued pilot licenses by the Authority. Our 1982 audit revealed that it is steering the right course in terms of service to its clients, but that the crew is pretty well bereft of Francophones.

The Authority has not yet adopted a formal language policy, a weakness it should correct without delay, but at the same time it has not ignored official languages considerations: signage, publications and invoices are in both languages. However, requests in French have so far been rare, and no offer of service in that language is made to its clientele. Indeed, it could hardly do otherwise, when it appears to have neither bilingual positions nor bilingual employees.

A survey of a representative sample of shipping agents reveals that a small proportion (three out of 49 respondents) would prefer to be served in French. Presumably, a few crews and captains would also have the same preference, although

data are not at present available. The agency has plans to create a bilingual position in Saint John, New Brunswick, but this good intention has yet to be realized.

The situation can hardly be described as satisfactory with respect to the participation of the two language groups. According to an internal survey, all 67 permanent employees are Anglophones (three of the ten contract pilots are Francophone). These figures in no way reflect the linguistic distribution in the region served (more than 12% Francophone), and the Authority should make a genuine effort to improve the situation as positions become vacant.

We received no complaints against the Atlantic Pilotage Authority in 1982.

Atomic Energy Control Board

The Atomic Energy Control Board watches over the health, safety and security aspects of atomic energy in Canada, and exercises control through licensing and inspections. This year it was audited by our Office for the first time. We found its services to industry and the public to be generally satisfactory from the official languages standpoint, but French is little used in internal communications and Francophone participation is below par.

The Board itself consists of five appointed members. At the time of the audit, it had ample bilingual capability and the ratio of Anglophones to Francophones was three to two. The AECB's permanent staff numbers 220. About 190 are at headquarters in Ottawa, and the other 30 at nuclear sites and at regional offices in Calgary and Mississauga. Almost 50 of the staff are rated bilingual.

The AECB has been used to conducting its official languages programme rather informally, but the influx of new staff and changes in the organization make a more systematic approach necessary. The AECB should, for example, prepare a brochure for staff explaining how the official languages policy applies to their dealings with clients, the general public and colleagues. The responsibilities for language matters assigned to individual managers must also be clearly defined, and the language situation monitored periodically to make sure that the policy is being followed.

Although English predominates in the nuclear power industry as a whole, the construction of the Gentilly II station in Quebec has created a substantial demand for service in French. The AECB has coped quite well. Its unit at the site operates in French and provides interpretation services for visiting specialists, if necessary. However, the agenda, background material, proceedings and minutes of meetings that the AECB arranges to discuss matters of common interest with Hydro-Quebec and the New Brunswick Electrical Power Commission are often in English only.

Licences for radioisotopes are issued in the language the client prefers, and inspections and correspondence are conducted in that language. Clients who have been refused a licence or had one revoked may present their case directly to the Board in the official language of their choice.

The use of French as a language of work at the AECB is confined to a few small units dealing with clients in Quebec or a cluster of Francophone employees. Inter-

nal meetings are almost invariably held entirely in English. The vast majority of reports, manuals and consultative documents are drafted in English, even though many of them will ultimately be required in both languages. If the language skills of Anglophones who have at some time received language training were brought up to scratch, Francophones might be more inclined to exercise their right to work in French.

The AECB has 178 Anglophone and 36 Francophone employees (17% of the total). Many of the Francophones were hired fairly recently and are at the lower and middle levels of their group. As a result, only three of the 29 managers and supervisors are Francophone. The AECB is now using bursaries and term employment to attract science and engineering students at Francophone universities whom it considers potential candidates for jobs in the future. It also seeks out Francophone candidates to enter competitions for administrative positions. It should continue and intensify its efforts.

We received no complaints about the AECB in 1982.

Atomic Energy of Canada Limited

The Atomic Energy of Canada Limited's activities are heavily concentrated in Ontario, but it also has a research establishment in Manitoba, a Candu Operations group in Montreal and heavy water plants in the Maritimes. There has been an improvement in its linguistic performance since last year, and some interesting projects are in hand, but there remains a great deal to be done to rectify weaknesses which go back to the origins of the Corporation.

In March the President of AECL told the Joint Committee on Official Languages of the Corporation's plans to locate its new breeder accelerator research centre in Quebec, thus enabling Francophones to work on advanced nuclear technology on their home ground and largely in French. Construction is scheduled to begin in 1983. In the meantime, a new group, led by a Francophone vice-president and known as the Quebec Bureau, has been set up to strengthen AECL's relations with the scientific community, universities and businesses in the province. It also coordinates recruitment campaigns in Francophone institutions on behalf of the various AECL companies.

A Francophone was appointed in the spring to head the Candu Operations group in Montreal. Both official languages are now used at the group's senior management meetings, and more of the work at other levels is being done in French. Some 60 Anglophones and ten Francophones are taking language training, and a number of technical courses have been provided to employees in French for the first time.

There has been a slight improvement in the bilingual capability of corporate headquarters in Ottawa. Half of the 200 positions are designated bilingual, but even now only 60 have linguistically qualified incumbents.

AECL provides bilingual guides for visitors at its Pinawa and Chalk River research stations and pamphlets are available in both languages. Some signs of importance to visitors were not in both languages when we checked, but this is now being corrected.

AECL's bilingual capability outside Montreal and the National Capital Region is still very weak. At Chalk River, where the people who are to run the future research centre in Quebec will be trained, French courses have resumed after a lapse of several years. The Engineering Company's main establishment at Mississauga, which has frequent contact with engineering staff in Montreal, could muster only three qualified incumbents for bilingual officer positions at the beginning of the year; it too has revived language training.

Although more Francophones have been appointed to senior positions, their total strength has risen only slightly to 525, or 7% of AECL's work force of 7,800. A hiring freeze was in effect for most of the year, and in the fall AECL announced a substantial reduction in the work force. Only time will show what effect this has on participation rates.

One complaint was made against the Corporation in 1982. It related to a telephone answering service and was quickly resolved.

Auditor General

In addition to setting standards for good financial behaviour, the Office of the Auditor General of Canada may be on the way to becoming a model of linguistic probity. In 1982 it gave priority to developing more functional bilingualism among its employees and to increasing Francophone participation. Recruitment initiatives met with considerable success at the junior and intermediate levels, but the Office still has to find a solution to the long-standing problem of under-representation of Francophones in senior positions.

Most of the Office's 535 employees are stationed at headquarters in Ottawa; others work out of seven regional offices located across Canada. Approximately half of the occupied positions are designated bilingual and 95% of the incumbents meet the requirements. To date, 28 of 180 clients with which the Office deals have indicated that they wish to be audited in French, 17 in the National Capital Region and 11 in Montreal. Sixty-six employees in these two locations ensure that service is available to these organizations, and bilingual reinforcements may be seconded as required.

The Auditor General's priority is to make sure that the current incumbents of bilingual positions are able to function competently in both languages. To this end, the budget of the official languages programme was increased in 1982 to permit the development of specialized courses in which 40 employees participated. Another 24 were enrolled in the Public Service Commission's language training programme. These are sensible initiatives. Nevertheless, we still have difficulty accepting that 58 of 122 executive and senior management positions in the National Capital Region are unilingual English.

Anglophone-Francophone representation now stands at 70%-30%. During 1982 the number of Francophones rose from 25% to 38% in the administrative and foreign service category and from 20% to 27% in the scientific and professional category, largely due to a concerted recruitment effort (40 Francophones among 99 new employees). In the management category, however, they lost ground from 13% (7/53) to 10% (6/59).

The Auditor General's Office still has a considerable way to go before French becomes a full-fledged language of work. The figures with respect to bilingual capability and Anglophone-Francophone participation at senior levels make it pretty clear why. As we have pointed out on numerous occasions, French will only attain an acceptable status as a language of work when senior management sets the example and when its ranks reflect a balanced representation of both linguistic communities.

There were no complaints against the Office in 1982.

Bank of Canada

This year's linguistic report for the Bank of Canada leaves us with mixed feelings. We were pleased that bilingual service is now available at eight of its nine agencies and that all signage is bilingual. But we would have liked to see a higher proportion of bilingual staff, and more work carried out in French.

Except in Regina, where wicket service is not yet available in French, the Bank generally provides service in both official languages. It has also improved its bilingual capacity in the Winnipeg and Saint John agencies, where it was below par last year.

Unfortunately, the internal situation is changing more slowly. A draft policy for employees, which was to have been issued early last year, has still not been published, although a brief policy statement on official languages has been prepared for a new employees' manual. After another year of language training, the proportion of Anglophones who have reached the upper half of the Bank's language proficiency scale has increased by only 1%, to 16.7%, whereas 83% of all Francophone employees meet this criterion. Certain memoranda are now written in French, but with few exceptions the language of work and supervision continues to be English. It is an interesting development, however, that last year 40% of the Francophones — as compared to only 12% two years ago — chose to have their evaluations completed in French, and that the Bank was able to ensure that managers respected the language preference of employees.

Representation of both official languages groups remains virtually unchanged. Of some 2,000 employees, 65% are Anglophone and 35% Francophone, and in senior management the ratio is 77% to 23%. The Bank has, however, managed to increase the size of its Anglophone staff in Montreal by four, to 18 of 144.

The one complaint lodged against the Bank concerned a telephone listing in Calgary in English only. The matter was resolved promptly.

Canada Council

Although the Canada Council has no trouble providing service in both official languages, it is still plagued by two somewhat paradoxical problems — underrepresentation of Anglophones on its staff, and at the same time infrequent use of French as a language of work.

During 1982, the Council conducted a survey which revealed that almost all its clients were satisfied with the linguistic quality of the services it offers. This is not surprising since 209 of the Council's 229 employees are in bilingual positions and 199 of these meet the language requirements.

The under-use of French as a working language is explained in part by the fact that 80% of grant applications from clients are in English. Moreover, as we have noted in our last two reports, the Council still has a few unilingual supervisors, which does not help matters. However, internal and personnel services are available in both official languages, as are most work documents. An exception is a manual on financial administration which the Council seems in no hurry to have translated into French.

We also noted last year that overall Anglophone participation was low. The figure actually worsened slightly in 1982, dropping from 40% to 38.4% as the result of an increase in the number of Francophone employees (from 134 to 141) and a slight decrease in the number of Anglophones (from 89 to 88). While we recognize that the Council maintains a high level of institutional bilingualism, we nevertheless believe that it should make a more determined effort to recruit more bilingual Anglophones.

At year's end, we received a complaint concerning a unilingual English programme for a performance by a company subsidized by the Council. It is still under study.

Canada Labour Relations Board

A small agency with a high bilingual capability, the Canada Labour Relations Board has no difficulty providing good service in both French and English. The few language-of-work problems it has experienced in past years are also being resolved. However, the Board needs to deal more vigorously with the problem of low overall Anglophone participation.

Fifty-eight of the Board's 77 occupied positions require a knowledge of both official languages and all but two of the incumbents meet that requirement. The Board provides bilingual service automatically to its specialized public in Montreal and at headquarters in Ottawa. A toll-free French-service telephone link with Ottawa is available in Halifax, Winnipeg and Vancouver.

Since a large proportion of applications to the Board are in English, much of its work is performed in that language. Nevertheless French is freely used for many activities including meetings, and by and large supervision is provided in the preferred language of the employee.

Francophones account for 67.5% of all employees and are predominant in every occupational category. The Board should strive to redress this imbalance, particularly in the administrative support and the administrative and foreign service categories.

The sole complaint received against the Board this year concerned delay in the production of the English version of a Board decision. To resolve this problem, our Office has asked the Translation Bureau to examine with the Board what improvements might be made to accelerate the production of decisions in both official languages.

Canada Mortgage and Housing Corporation

The Canada Mortgage and Housing Corporation provides service to public and private organizations and institutions seeking assistance in matters dealing with the housing industry. It also has frequent contacts with the general public at the local office level.

The Corporation has made some progress since last year on its official languages policy. It has finally published chapters devoted to translation, official languages and language training in its "Guidelines and Procedures Manual"; it has designated 218 key bilingual positions to be staffed with linguistically qualified incumbents; and it has included the linguistic aspect of operations in all the operational audits conducted in bilingual offices. In the coming year, it needs to improve bilingual service in certain offices, strengthen the status of French as a language of work, and correct remaining imbalances in the participation of the two language groups.

Although service is usually offered in the client's preferred official language, CMHC has yet to unravel several snarls that have developed in providing services related to energy conservation and home insulation programmes. The bilingual capacity in field offices such as Fredericton, Saint John, Toronto, Windsor, Winnipeg and Vancouver needs to be improved, and the Corporation has been somewhat slow in taking remedial action.

The Corporation has 846 occupied bilingual positions out of a total of 3,446, but unfortunately more than one-quarter of the incumbents do not meet the language requirements. There is a particularly poor showing at the executive level, where only 19 of 29 are bilingual. This gap inevitably has a negative effect on the language-of-work situation: in the National Office and all regions except Quebec, meetings are held primarily in English, supervision in French is weak, and English is the predominant language of work. We must see more substantial progress in these areas.

The proportion of Anglophones and Francophones at the Corporation is 68% to 32%. At the National Office, Francophones continue to be slightly under-represented at the top of the scale (six of 24 executives) and significantly over-represented in the administrative support category (260 of 523). Anglophone represen-

tation in Quebec is much weaker (13 of 463), with only six of 189 at the executive, professional and senior administrative levels. This situation is manifestly unsatisfactory and should be dealt with as a matter of priority when vacancies permit.

Two complaints carried over from 1981, both dealing with unilingual telephone reception services in the Maritimes, were settled this year. Of the 20 complaints received in 1982, the majority concerned unilingual telephone and counter reception services, and the others dealt with communications in the inappropriate language, or in faulty English or French, and with advertisements not published in the minority French-language press. Thanks to very good co-operation, 15 complaints were satisfactorily settled.

Canada Post Corporation

The Canada Post Corporation has been a Crown corporation since October 15, 1981. Unfortunately, that change has resulted in a deterioration of the institution's already dismal record in the official languages area. However, the Corporation is in the throes of a major reorganization and there are indications that the language situation may improve somewhat in the not too distant future.

As a Crown corporation, Canada Post is governed by the Canada Labour Code rather than the Public Service Employment Act. The former makes no mention of the language requirements of positions, and seniority apparently remains the basis for appointments to such positions. Management considers that it cannot require that candidates for bilingual positions meet the language requirements of these positions upon appointment. When discussions were re-opened in 1982 with the Canadian Union of Postal Workers, management did not bring up the matter and thus lost a useful opportunity to improve the linguistic quality of service to the public. If this is the stance adopted by one of the largest of Canadian public institutions, one is left to wonder about the significance of the new constitutional provisions with respect to language of service to the public.

On the brighter side, a few regional and district managers have shown an increased awareness of their responsibilities in the area of language reform. They have met with minority associations to establish areas of significant demand for service and are preparing plans to provide such service in the minority language. Unfortunately, this has not yet become standard procedure for all managers, but we will continue to encourage the Post Office to move in this direction.

As part of the reorganization, a co-ordinator was hired in October to handle all aspects of the official languages programme, and each of the Corporation's nine new regional divisions will have a regional official languages co-ordinator reporting to the Director of Personnel. Language matters should therefore benefit from a higher profile within the organization.

Of the Corporation's 59,194 employees, only 6.3% are in bilingual positions. Although no up-to-date regional breakdown is available, we have been informed that it remains roughly as it was in 1981. This is hardly encouraging news. In last

year's Report, for example, we noted that only 45 of the some 20,000 employees in southern Ontario were qualified incumbents of bilingual positions. In eastern and northern Ontario, the figure was 30% of 1,096 and in the National Capital Region 31% of 3,900. In New Brunswick and the bilingual areas of Quebec, each with roughly 1,500 employees, about 15% were in bilingual positions. In British Columbia, there was only *one* out of 7,000, while in Manitoba there were only 30 out of 2,286. In the circumstances, it is impossible to believe that the management of the Post Office take their official language responsibilities seriously. We will continue to hold them accountable on this score and we express the hope that the Joint Parliamentary Committee on Official Languages and the Treasury Board will do likewise.

English remains the dominant language of work everywhere except in Quebec, although internal documents are produced in both languages, and central and personnel services are generally available in the preferred language of employees. Some progress has also been observed regarding the use of French at headquarters.

Overall Francophone participation has increased from 29.3% to 29.9%, reaching 30% and 32% respectively at the junior and intermediate levels, 18% among senior managers and 24% at the executive level. Again, although no up-to-date regional figures are available, we may assume, judging by last year, that there are few Francophone employees outside Quebec and the bilingual regions of Ontario. Anglophones, on the other hand, account for only 2% of the 15,500 employees in Quebec. The Corporation therefore has its work cut out to ensure more equitable representation of the official languages minority groups, Anglophone in Quebec and Francophone outside that province.

As usual, most of the 127 complaints received this year referred to a lack of bilingual service at Post Office wickets. The Corporation takes forever to resolve even the simplest matters. At year's end, we had a backlog of over 50 complaints, some dating back well over a year. Vigorous action is needed to correct this situation, and the Corporation should streamline the cumbersome procedures it has adopted for handling complaints.

Canadian Broadcasting Corporation

The Canadian Broadcasting Corporation occupies an unusual position on the world broadcasting scene, with two distinct, linguistically-based services coming under its authority. Since each language group has its own network, radio and television programming for the public presents few language problems. Moreover, employees of both groups are fully involved in the activities of the Corporation. Nevertheless, there is still room for improvement with respect to the language-of-work situation.

In the past, the main problem in terms of service to the public concerned telephone reception, and we are happy to note that there has been some improvement in this area. Wherever both networks produce programmes, telephone recep-

tion is bilingual, at least during working hours. In Toronto and Sudbury, bilingual employees are on hand to answer the telephone even after working hours. Callers elsewhere are answered by a bilingual recorded message — except in Regina where the message is unilingual English — and in Nova Scotia, Newfoundland and Prince Edward Island, programme or general information enquiries have to be directed to the local CBC stations and are answered in English. Finally, there are still a number of unilingual signs both outside and inside buildings, French in Quebec and English elsewhere.

Employees generally work in the language of their choice. However, outside Quebec and Ottawa, television technical crews are too often unable to provide service in French to Francophone producers, and there are language problems with personnel and central services. In Montreal, the language situation is reversed, with Anglophones experiencing difficulties in obtaining service in English.

The Corporation employs 11,873 people, of whom about 62% are Anglophones and 38% Francophones. The rather high ratio of Francophones is understandable in view of the existence of the two networks.

We received 10 complaints against the Corporation in 1982. Four referred to errors in French on the television screen and two dealt with documents that were not completely bilingual. The remainder concerned such matters as unilingual billboards and the absence of radio and television services in French in various areas of the country. The Corporation continues to be very slow in dealing with complaints.

Canadian Centre for Occupational Health and Safety

The Canadian Centre for Occupational Health and Safety, established in 1978, has its headquarters in Hamilton and an Ottawa office with a staff of seven. Its mandate is to promote occupational health and safety for Canadians through co-operative activity, joint planning and the dissemination of information.

At present, the Centre cannot provide service in French as readily as it can in English; the language of the workplace is entirely English; and Francophones are under-represented at all levels of the organization. However, it is eager to improve its linguistic performance and, if it continues to apply itself, we expect to see positive changes by next year.

Some of the recommendations resulting from our 1981 audit have already been acted upon: the Centre has recruited an official languages administrator; it has ensured that its written material is of a high standard in both languages; and it has hired several bilingual employees for positions serving the public. However, it sorely lacks an official languages planning framework, an information document for employees explaining policies and procedures, and control mechanisms.

Although there has been some improvement in bilingual capacity over the last year, it is still not sufficient. A total of 24 employees are considered to be bilingual;

but until recently there were no bilingual employees in the Enquiries Service, the focal point for service to the public.

Of 96 employees, 84% are Anglophone and 16% Francophone. The total lack of Francophones in senior positions and the penury of bilingual Anglophones in Hamilton, combined with a largely Anglophone clientele, make it almost impossible for an employee to work in French at headquarters. One redeeming note is that personnel, library and typing services are available in French.

This year we received three complaints against the Centre, concerning the poor quality of service in French at the Enquiries Service, the Centre's Hamilton telephone listing, which is in English only, and a unilingual English address label. Two of these have been resolved.

Canadian Film Development Corporation

The Canadian Film Development Corporation again deserves congratulations for an excellent linguistic performance.

Of the Corporation's 25 employees, a total of 15 (12 in Montreal and three in Toronto) are capable of providing service in both official languages. An in-house survey has revealed that 90% of the clientele rate the Corporation's linguistic performance from good to excellent.

The language of work is French in Montreal and English in Toronto, and administrative and personnel services are available in both languages. There are 13 Anglophones and 12 Francophones on staff.

No complaints were lodged against the Corporation in 1982.

Canadian Human Rights Commission

Our 1982 audit of the Canadian Human Rights Commission revealed that, despite considerable progress in its language programme as a whole, it still has problems living up to the requirements of the Official Languages Act. Most services are provided to the public in both languages, but we found that officers' language preferences sometimes take precedence over those of witnesses being questioned during investigations. And at headquarters in Ottawa, where close to 38% of staff are Francophone, French is still used little as a language of work.

The Commission produces all its publications, press releases and speech texts in both languages, and its staff has a good bilingual capability. Of 120 employees, 82 are in bilingual positions and almost all meet the language requirements. In 1982, the proportion of positions requiring an advanced knowledge of the second language increased from 20% to 24%. However, the level of bilingualism required for certain positions in the Complaints and Compliance Branch and in the Information, Education and Co-operation Branch is not always high enough to enable their incumbents to perform their duties effectively in their second language.

The Commission's six regional offices all have a bilingual capability, but it is minimal in some, notably in Toronto and Halifax (which also serves New Brunswick). Fortunately, the Commission has begun to raise the language requirements of some positions in its regional offices and to staff them with qualified bilingual employees.

For the agency as a whole, Anglophone participation stands at 66%. Francophones make up 34% of employees, in part because they are so numerous among support staff (19 of 40). Efforts to recruit Francophone officers in the administrative and foreign service category appear to have produced results: Francophone representation rose from 20% in 1981 to 27% in 1982 (19 of 70).

At headquarters, senior management encourages Francophones to use French and officers may draft their investigation reports in the language of their choice. However, some employees' skimpy knowledge of French continues to limit its use at meetings and in performance evaluations. Communications with Francophone employees at the Montreal office are also often conducted in English only.

Three complaints were lodged against the Commission this year. One concerned lack of service in French at the Edmonton office. In another case, a person was mistakenly sent the English version of a publication. The third case concerned the use of unilingual English labels. All three complaints were settled quickly and in a satisfactory manner.

Canadian International Development Agency

The Canadian International Development Agency remains one of the leading lights of language reform. It has always taken its official languages responsibilities very seriously and has tried to integrate them fully into its general activities. Although it has not yet resolved all the weaknesses noted in our 1981 audit report, the Agency is nevertheless following up on our recommendations and is continuing its progress toward a more complete institutional bilingualism.

CIDA has some 1,100 employees, all of whom are located in the National Capital Region. The approximately 50 positions abroad discussed in our last Report no longer fall within its jurisdiction. With 75% of its positions bilingual, it is particularly well equipped to deal with its clientele in both official languages. Most of these positions require an intermediate or advanced level of language proficiency and 87% of their incumbents meet the requirements. It is surprising that, with such a high bilingual capacity, the problem of unilingual telephone reception in certain administrative units keeps cropping up.

CIDA ensures that consultants and co-operants selected for its various programmes abroad are able to function in the language of the host country. On the other hand, it has not yet followed up on its plan to include the linguistic aspect of services provided by consultants among the factors to be considered in their performance evaluations.

Doubtless owing to the nature of its activities in Commonwealth and Francophone countries, the Agency has always had on staff a pretty well even proportion of Francophones and Anglophones. The Agency's staff is currently 52% Francophone and 48% Anglophone, and both groups are well represented in the various professional categories.

With the exception of meetings where English predominates because some participants have a limited knowledge of French, the use of the two languages within CIDA is very widespread. To a degree, the language of work depends on the language of the countries with which a branch deals: French predominates in the Francophone Africa Branch, for example, and English in the sectors dealing with Anglophone Africa and Asia. Guidelines regarding performance evaluations now mention the right of employees to choose the language in which they wish to be rated, and the Agency plans to establish controls to ensure that this right is respected. Nevertheless, since approximately 40 of the 320 supervisors occupying bilingual positions are unilingual Anglophones, there will obviously be difficulties in ensuring that employees are supervised in the language of their choice.

Except for certain sectors of the Comptroller's Branch and the Resources Branch, which are not always able to provide service in French to employees, central services are usually available in both languages. There has also been some progress in the production of bilingual documents in the computing sector.

We received two complaints about CIDA in 1982. One concerned an advertisement which did not appear in the minority Francophone press, and the other dealt with telephone reception in English only. As always, the Agency's co-operation in resolving these complaints was excellent.

Canadian National

At the rate at which Canadian National Railways' official languages programme is moving down the track, it will be a long time before travellers receive the language service to which they are entitled.

CN has no bilingual position designation system, and the only complete figures available on the bilingual capability of its 69,000 employees are for headquarters in Montreal, where 52% of its 3,372 employees have some competence in both languages, and for the CN Tower in Toronto, where 55% of the attendants can offer services in both official languages. Written communications with the public are generally in the language of the correspondent, but face-to-face bilingual services on ferries and in hotels pose chronic problems.

The Company retains a vestigial role in the passenger sector, through CN employees on board VIA trains, and its inertia on the seniority issue continues to have a harmful effect on bilingual service to the public. By year's end, there had been no serious discussion about the inclusion of language clauses in collective agreements. CN tells us that it has requested a meeting with its unions on the subject, but we are convinced that Parliament will be more impressed with the Company's unhappy record of failure to take decisive action in this quarter.

Fortunately, the recommendations in our 1981 audit report on CN Marine have led to some welcome improvements in telephone service and signage on ferries. However, concessionaires still lag behind.

The participation story makes slightly happier reading. The number of Francophones at both executive and middle management levels has increased — from 15% to 19% and from 25% to 28% respectively — as has overall Francophone representation at headquarters and in Quebec. The Company's recruitment efforts in the Francophone universities also seem to be paying dividends.

CN's notorious lack of data makes it almost impossible to tell what results are being achieved in the language-of-work area. However, work documents are increasingly bilingual, with computerized information and manuals available across the system in both official languages. One of the first places to reinforce bilingual documentation with more substantial policy changes should be the Atlantic Region, where it remains the Company's policy that English is the language of work, despite our earlier observation that this is clearly unsatisfactory with a staff made up of 33% Francophones.

There were 33 complaints against Canadian National in 1982, of which almost one-third concerned its hotels. One of these was particularly instructive. The "Season's Greetings" sign outside the Chateau Laurier, a major CN hotel in the heart of the National Capital, was in English only. In response to a complaint, and our urgent intervention with CN management to have a French version added, we were treated to days of stalling when simple, decisive action could have put things right in a matter of hours. If you cannot get your greetings in both languages in the Season of Goodwill, how are we going to resolve more difficult problems of language reform?

Canadian Radio-television and Telecommunications Commission

Again this year, the Canadian Radio-television and Telecommunications Commission is one of the high flyers in the official languages field. It has concentrated essentially on maintaining accomplishments of previous years and is making an effort to improve the balance between Anglophones and Francophones in some of its employment categories.

Of the Commission's 430 positions, 285 are classified bilingual and 90% of these are filled by employees who meet the required language standards. As a result, the CRTC is consistently in a good position to communicate with the public in both official languages. It is also worthy of note that its publications are bilingual and that it regularly provides simultaneous interpretation at hearings.

Overall participation figures remain much the same as last year: Anglophones represent 52% of the staff and Francophones 48%. The balance within the management category stands at 71% Anglophone and 29% Francophone. However, Francophones represent only 16% of the employees in the scientific and

professional category while Anglophones account for only 38% of those in the administrative support sector.

In the occupational categories where Francophone representation is high, both languages are generally used, and French is alive and well in the executive offices of the CRTC. Manuals are bilingual, supervision continues to be available in the preferred language of the employee, and central and personnel services are obtainable in either language.

In 1982, the CRTC was the target of three complaints. One concerned the lack of service in French at the general enquiries number during the lunch hour and has been resolved. The second dealt with an advertisement which was placed in an English-language daily in Regina, but not in the French-language weekly newspaper of the area, while the third touched on a language-of-work problem. These two complaints are still under study.

Canadian Transport Commission

The Canadian Transport Commission is a court of record made up of committees responsible for regulating transportation activities within federal jurisdiction. It has 754 permanent employees, over 85% of whom work in the National Capital Region.

For a number of years, the Commission has shown a commitment to meeting its official languages obligations. After placing the emphasis on service to the public and language of work, it produced, in 1982, a five-year plan to raise Francophone participation to an equitable level in all its divisions by 1986.

The percentage of bilingual positions dropped slightly to 53.6 % in 1982. On the other hand, 87% of incumbents now meet the language requirements of their positions. As indicated by the results of our survey, most Francophone employees use English on the job. In a few cases, this is the result of unilingual supervisors, but often it can be accounted for more by tradition, habit, the line of least resistance, indifference or fear of being misunderstood. The Commission has done well at changing its structures; it now needs to take up the challenge of changing attitudes.

Anglophone-Francophone representation is roughly 70%-30%. Much remains to be done, however, to guarantee more equitable participation in all sectors, such as financial administration and research where the proportion of Francophones is 8% and 13% respectively. If fully implemented, the five-year plan will correct these weaknesses by 1986.

We received two complaints against the Commission in 1982. One concerned the everlasting issue of unilingual railroad crossing signs, a problem which finally seems nearer to resolution: the Department of Justice has prepared an amendment to the Railway Act, requiring the use of pictograms throughout the country, which must now be presented to Parliament for approval. The second was about the absence of hearing notices in a French-language weekly and is also about to be settled.

Canadian Wheat Board

The Canadian Wheat Board's mandate is to ensure the orderly marketing of wheat and certain other grains grown on the Prairies and in Western Canada. Its headquarters are in Winnipeg, and it has small offices in Vancouver, Montreal, London and Tokyo.

The Board's public is very largely English-speaking, and Francophones calling headquarters used to have difficulty locating someone who could speak to them in their language. The Board has remedied this by listing a number in the telephone book at which they can be sure of obtaining service in French and by including it in the heading of its newsletter.

Publications of a general nature are issued in English and French. However, documents required for transactions between grain producers and the Board or its agents are available only in English. These include forms and regulations relating to purchasing arrangements and quotas, and the producer's permit books which have to be presented when making deliveries to the grain elevators.

The number of producers who prefer to have these documents in French may be small compared with those who want them in English. However, the Official Languages Act, and more recently the provisions of the new Constitution, make it quite clear that both have the right to be served in the language of their choice, and the Board must find an acceptable way of meeting these requirements. Unfortunately, it has wasted a lot of time and energy looking for legal loopholes instead of coming to grips with the problem.

The Board does not keep accurate records of the number of Francophones it employs. The figure it gave last year was on the high side; it now puts the number at about 20 of a total of 575 employees (3.5%), with only 15 of them at headquarters in Winnipeg. It should seek to improve Francophone participation by making job opportunities better known in the Francophone communities it serves.

In 1982 our Office received two more complaints regarding the unavailability in French of the producer's permit book.

Chief Electoral Officer

The Office of the Chief Electoral Officer continues to offer excellent service to Canadian voters in both official languages. In response to our comments in earlier reports, it has also made a serious attempt to add more Anglophones to its staff.

The Office has 67 permanent employees, of whom 34 occupy bilingual positions and 33 meet the language requirements. In matters of service to the public, the main challenge relates to personnel who are recruited on a temporary basis at election time. In 1982, for example, the Office organized three by-elections which involved hiring, training and supervising more than 2,000 employees. In all cases the most exacting language standards were met.

Other service problems remain, however. We are still waiting for amendments to the Elections Act which would allow for the publication of candidates' financial reports in both languages in bilingual ridings, and for some means of identifying bilingual personnel at polling stations. This year, we also looked into the role of Electoral Boundaries Commissions and have recommended that they advertise in both languages and offer simultaneous interpretation at public hearings.

English and French are freely used at the Office and all work documents are available in both languages. The Office had a notable success this year in increasing the number of Anglophones on its staff, thus raising their representation from 16% to 24%. However, an imbalance between the two language groups remains evident at the senior management level, where all three directors are Francophone, and in the operational category, where only one of the ten employees is Anglophone.

We received no complaints about the Office of the Chief Electoral Officer this year.

Commissioner for Federal Judicial Affairs

Language training for judges occupied the lion's share of official languages activities in 1982 at the Office of the Commissioner for Federal Judicial Affairs. The Office put special emphasis on the legal terminology programme and directed its energies toward developing and administering French, English and bilingual courses for the increasing number of judges who want to be able to perform their duties in both official languages.

The level of enrolment in language training testifies to its popularity: 163 judges took advantage of immersion programmes and another 158 attended less intensive training preparatory to specialized courses in legal terminology. The results are generally encouraging: whereas last year the language-training programme produced only two judges who could preside in both languages, this year it is expected that nearly 65 course graduates, from both language groups, will be capable of hearing proceedings in English and French.

With 17 bilingual employees out of a total staff of 23, the Office has no difficulty in ensuring service in both official languages. There is still progress to be made, however, in establishing French as a full-fledged language of work. We were pleased to note that the use of French in day-to-day operations, including meetings, had increased 25% over last year, but we remain concerned that only four of 15 performance appraisals for Francophone staff members were in French this year.

There were no complaints in 1982.

Communications

In 1982, the Department of Communications continued to provide satisfactory bilingual services to its varied clientele. Despite persistent efforts, however, the Department is still having difficulty attaining its language-of-work and equitable participation objectives.

Over 1,500 of its 2,264 employees are located in the National Capital Region, with the remainder in five regional and 50 district and satellite offices. About 44% of the occupied positions are bilingual and over 81% of the incumbents are linguistically qualified. Most of the bilingual positions are located in Quebec, New Brunswick and the Ottawa area, leaving only 26 in other regions, a figure which seems hardly adequate.

Overall participation appears satisfactory at 72% Anglophone and 28% Francophone, but the latter's representation in the scientific field stands at only 18% and remains inadequate in the Research and Space Programmes (18% and 10% respectively). Regional imbalance is also unfortunate, with Francophones underrepresented in seven provinces and only two Anglophones among the 153 employees in Quebec.

French is not yet in a position to challenge the predominance of English as a language of work in many sectors of the Department, partly because almost one-quarter of the supervisors in bilingual positions do not possess the necessary language skills. This year, the Department undertook a publicity campaign to inform employees in the Ottawa area of the numerous language courses it offers. In addition, it has persevered in its programmes to encourage the use of French as a language of work and scientific communication.

Our Office conducted an audit of the Government Telecommunications Agency in 1981. It revealed that service to the public is generally provided in both languages but, as in the rest of the Department, improvements are needed on the language-of-work front. The Agency has already taken action on many of our recommendations, including the establishment of an official languages internal audit function in all regions and a standard system for monitoring telephone reception.

Nine complaints were lodged against the Department in 1982: three involved the Government Telecommunications Agency, one related to an information session in Moncton which was held in English only and the remainder dealt with various aspects of service to the public. The Department's collaboration in settling complaints has been excellent.

Comptroller General

The Office of the Comptroller General continues to make progress in improving its linguistic performance, mainly because management is committed to making the official languages programme work. It has been able to maintain an excellent overall balance between Anglophones and Francophones, and French is used more often as a language of work. The Office also helped to resolve a long-standing linguistic anomaly in the alphabetical presentation of Treasury Board's Main Estimates.

A high proportion of positions at the Office are classified as bilingual (100 of 175) and 87 employees meet the language requirements. As a central agency, the Comptroller General's Office must frequently discuss complex issues with a variety

of departments and agencies. Nearly a quarter of its clientele uses French and the Office staff have no difficulty accommodating them. However, the linguistic requirements of their positions are only rated as intermediate. We believe that this classification fails to reflect either the real requirements of the positions or the language knowledge of their occupants. We once again suggest that the language profiles of at least some positions be upgraded.

For some time now, we have taken exception to the format of the Main Estimates, where departments are arranged in English alphabetical order, for example, with *Affaires des anciens combattants* appearing under "V" for "Veterans Affairs." A minor matter no doubt, but nevertheless one that is irritating for Francophones and not in keeping with a regime of linguistic equality. We were therefore pleased to note that, at the suggestion of the Comptroller General's Office, the Main Estimates will be published in separate French and English volumes as of 1985-86, and that in the meantime the present volume will include separate tables of contents.

The language-of-work situation continues to leave a good deal to be desired. Central services are generally available in both languages, for example, but pay services tend to be in English only. The Office conducted a survey early in the year which showed that it has had some success in encouraging the use of French, but still has some way to go before the two languages will be on an equitable footing. According to the survey, Francophone employees work in French one-third of the time and communicate with their supervisors three-quarters of the time in English. Although these figures are an improvement over 1981, they still suggest that Francophones are not fully at ease in the organization.

Overall representation of the two groups is 71% Anglophone and 29% Francophone. Among senior managers significant improvements were recorded in 1982, with five out of 23 (22%) now Francophone as compared with three out of 21 (14%) in 1981. However, 31 of the Office's 51 Francophone employees remain in the lower ranks of the organization, a situation we shall continue to monitor.

We received no complaints about the Comptroller General's Office in 1982.

Consumer and Corporate Affairs

The official languages programme at the Department of Consumer and Corporate Affairs has had its ups and downs. However, in 1982 the Department showed signs of progress and is moving to implement the recommendations contained in our audit report. Service to the public has improved and there have been real gains in the area of participation. Nevertheless, much remains to be done before French enjoys the same status as English as a language of work.

Forty-three percent of the Department's 2,419 occupied positions require a knowledge of French and English (a one per cent increase over last year), and 87.6% of employees in bilingual positions meet the language requirements, a marginal gain. However, all of the 21 employees in Newfoundland are unilingual Anglophones and

only eight of the 288 employees in the West are bilingual, with the result that service in French in these areas is inevitably a catch-as-catch-can affair. There have also been problems with the Trade Marks Opposition Board, which has in the past handed down decisions in English to Francophone clients. And the Department has not sought to involve Francophone universities and researchers in its projects to the same extent as their Anglophone counterparts.

Although French now seems well established as a language of work in the Quebec Region, the Department has not been markedly successful in promoting its use at headquarters and in bilingual regions. Francophones outside the Quebec Region are often supervised and appraised in English and meetings are frequently conducted only in that language. Moreover, in some sectors, such as the Bureau of Corporate Affairs, professional training is not always available in French. Many work documents, including internal memoranda and draft reports, continue to circulate within headquarters in English only, and oral and written communications between headquarters and the Quebec Region are still sometimes only in English. Firm action is required to get to the root of these problems.

Francophone participation in the Department stands at 34.6%, an increase of 3.7% in two years. This participation rate is somewhat deceptive, however, since half of all Francophones are in the support group. Elsewhere, it is reasonably balanced except for the scientific and professional category where it now stands at 16%, an improvement of 4% in two years. It would thus appear that the Department's recruitment efforts are beginning to pay off and should be actively pursued. However, it should also take steps to recruit more Anglophones for support positions, since they account for less than 54% of all employees in that category.

The five complaints lodged against the Department in 1982 concerned lack of service in French in Saint John, Sudbury and Victoria, an English-language questionnaire sent to a French-speaker and the absence of the French version of a publication at an exhibition. The Department has acted on all of these matters.

Correctional Service

In 1982, the Correctional Service of Canada began to improve its hitherto lack-lustre performance in official languages. It appears that senior management has now resolved to make language reform a priority. However, it will have to be more than a little tenacious if it is to overcome the poor bilingual capability of the staff in its 60 or so institutions.

The Service has expanded the scope of its official languages policy to include orientation activities and disciplinary court proceedings among the essential services to be offered to inmates in the language of their choice. It has also required the administrators of these institutions to establish an action plan, and has carried out periodic evaluations to define problems more precisely and give managers a better understanding of the importance of the official languages aspect of their operations.

The dark side of the Service's linguistic performance is still its weak bilingual capability outside Quebec and the National Capital Region. Of some 10,000 positions, less than 13% are bilingual and 80% of these are located at headquarters and in Quebec. West of Ottawa, only 170 of more than 5,700 positions are bilingual. Add to this the fact that 40% of the bilingual positions require only a minimum-level language capacity, and it is not surprising that services offered to Francophone inmates in Ontario and at institutions in Western Canada still leave much to be desired, particularly in the areas of health, psychology, chaplaincy and case studies.

In an attempt to correct the most obvious weaknesses, the Service has evaluated several institutions with the assistance of our Office and has developed specific action plans. However, as we have repeated year after year, these plans will remain on the shelf until the Service increases its real bilingual capacity by hiring bilingual staff and providing language training for employees now on strength. The 1982 statistics on this subject are disappointing. Of 34 bilingual positions staffed in Ontario and in the West during the year, only four were filled by incumbents who met the language requirements at the time of appointment and a mere 20 employees have taken language training in these regions.

The overall participation rate of the two language groups is reasonably well-balanced, Anglophones accounting for 68% of the staff and Francophones for 32%. However, only four of the 17 senior managers are Francophone and regional distribution of the two groups continues to present a major problem. Of 2,950 employees in Quebec, only about 15 are Anglophone, while in the English-speaking provinces only 125 of the 6,600 employees are Francophone. In light of these figures, it is not surprising that English is the sole language of work in the institutions of the English-speaking provinces and that French clearly predominates in Quebec. At headquarters, French has yet to find a reasonable place, even though 37% of the staff are Francophone.

Thirteen complaints were lodged against the Correctional Service in 1982. Nine dealt with a lack of bilingual services for inmates, one with unilingual services to visitors, one with unilingual signage, another with internal communications, and the last with a letter sent in English to a Francophone organization. Five of these complaints and nine from previous years were resolved during the year.

Crown Assets Disposal Corporation

The activities and employees of the Crown Assets Disposal Corporation were gradually integrated this year into the Department of Supply and Services, under the name "Disposal Operations". Despite the resulting administrative upheaval, this unit continued to function well linguistically and to offer services in both official languages.

The unit has 93 employees across Canada, 47 of whom occupy bilingual positions. Thirty-eight incumbents (81%) meet the language requirements of their positions and nearly all have attained at least an intermediate level of second-language proficiency.

Owing to high staff turnover in the western provinces, participation rates have changed dramatically since last year and the unit now comprises 73 Anglophones and 20 Francophones, as compared to 52 and 39 respectively in 1981. Internal documents and memoranda are distributed as a matter of course in both official languages and employees are generally able to work in their preferred language. In addition, they now receive central and personnel services from Supply and Services, which has a good bilingual capability in this area.

We received no complaints concerning this unit in 1982.

Defence Construction (1951) Ltd.

The Defence Construction (1951) Ltd., a newcomer to this Report, has two types of clientele: the Department of National Defence, and private enterprise to which it entrusts construction or service contracts. Its business orientation seems to have guided it in its concern to serve clients in the language of their choice. In our 1982 audit, we noted that all publications are bilingual, and that documents concerning calls to tender are available in both languages and are placed in both English- and French-language newspapers. The Corporation also keeps an up-to-date list of the language preference of contractors, consultants and other suppliers.

Of the Corporation's 243 positions, 60 are designated bilingual. While only 42 (70%) of the incumbents meet their language requirements, it is a positive factor that the Corporation recognizes only intermediate and advanced levels of proficiency. However, the first results of a survey we conducted on a sample of the Corporation's clients revealed that some companies in Quebec do not receive service in French from DCL.

Francophone participation dropped from 20% in 1978 to 19% in 1982, and Francophones represent only 16% of staff at head office. Furthermore, there is an unfortunate polarization of the two language groups: there are no Anglophones among the 22 employees in Quebec, and only nine Francophones among 181 Anglophones in the other regions. Retirements over the next three to five years should give the Corporation an opportunity to achieve a better linguistic balance.

The Corporation has adopted a number of measures relating to language of work. For example, at head office an effort has been made to increase the proficiency of employees who have taken French courses through the use of teaching aids and periods in which they are encouraged to work in French. A circular has also been distributed to all employees specifying that communications between head office and Quebec should generally be in French.

No complaints were lodged against the Corporation in 1982.

Economic and Regional Development

The Ministry of State for Economic and Regional Development is a new addition on the federal scene. A transmogrification of the Ministry of State for Economic

Development, it has important regional policy and co-ordination functions. While it would be premature to judge its ultimate bilingual skills at this early stage, it does seem to be heading in the right direction.

In order to provide appropriate services in both languages, the Ministry intends to define the language preferences of its clientele in the regions and to identify areas of significant demand. Management has informed all regional co-ordinators of their language responsibilities and proposes to monitor the linguistic aspects of services provided.

A considerable number of its 265 positions remain to be filled, particularly outside the National Capital. However, 171 are classified bilingual, 36 of them in the regions, and each region seems to have identified a sufficient number of bilingual positions. The actual bilingual capability of the New Brunswick and Quebec regions is already good.

The Ministry works with documentation that is primarily in English. The staff at the end of the year stood at 65% Anglophone, 35% Francophone, the same as in the former Ministry of Economic Development. At the executive level, however, there were only three Francophones out of 19. All in all, it is not surprising that the language of work is predominantly English — a matter to which management should address itself before bad habits come to be regarded as acceptable.

No complaints were lodged against the Ministry in 1982.

Economic Council

The Economic Council of Canada, grand prognosticator of our economic activity, has no difficulty conducting its analyses in accordance with the linguistic requirements of the law. This year, however, we must again criticize the absence of a language policy for employees and of directives concerning publications. Failings with respect to the use of French at work remain a problem as well.

There is little change to report on the matter of bilingual positions, with 66 of 85 incumbents meeting the language requirements of their positions. However, almost all positions still require no more than the intermediate level of second-language skills.

Although the overall participation of Francophones is high and has increased from 40% to 42% over the year, their representation in the scientific and professional category is unchanged at 23%. On the other hand, they are in the majority in the administrative support (18 of 34), administrative and foreign service (15 of 21) and technical (10 of 18) categories.

Francophone participation appears to have had little impact on the language-of-work situation. Two research groups use French fairly regularly, but English predominates elsewhere within the Council both because of unilingual Anglophone employees (including senior managers) and the preponderance of English in the

economic sector. As a result, French is still in its infancy as a language of work and shows few signs of further development.

No complaints were lodged against the Council in 1982 and two complaints under study in late 1981 were resolved.

Eldorado Nuclear Limited

Eldorado Nuclear Limited, a Crown corporation engaged in the mining and refining of uranium, has approximately 1,300 employees. Its mining interests are mainly in Saskatchewan, but it conducts exploration in other provinces as well, including Quebec. Its refineries are at Port Hope and Blind River, Ontario. In 1982, our Office audited the linguistic situation at the Corporation's headquarters and at its research laboratory, both of which are in the National Capital Region. Our conclusion was that Eldorado's performance is patchy: good in some areas, but poor in others. A more systematic approach to linguistic matters is needed to get the best results from existing resources.

About 35 of the 100 employees at headquarters claim to have a working knowledge of both official languages. Receptionists are bilingual and greet callers in both languages. The personnel division can handle enquiries in either language, but there is very little bilingual capability in the marketing and the information divisions. As a general rule, correspondence is answered in the official language of the client's choice. However, there is a tendency to assume that, because English is commonly used in international uranium marketing, Eldorado does not have to offer foreign clients the choice of doing business in French if they wish.

Communications between Eldorado headquarters and its mines and refineries is in English. All of them, with the exception of the refinery at Blind River, are in predominantly English-speaking parts of the country.

The language of work at headquarters is English, with the exception of the unit responsible for exploration in Quebec and the Maritimes, which works in French. Six of this unit's seven geologists are Francophone, and all members of the unit are fluently bilingual. Their reports are presented to the executive vice-president in French.

Some of the forms and pamphlets dealing with terms of service, pay and benefits are bilingual, or have been translated to meet a specific request, but a number are available in English only. An inventory should be made and a schedule for translation drawn up.

Of the 100 employees at headquarters, 79 are Anglophones and 21 Francophones. However, Francophone professionals are concentrated in the exploration division, with those in other divisions occupying mostly clerical or secretarial positions. When Eldorado begins recruiting again, it should make a special effort to reach potential Francophone candidates for administrative and managerial positions.

Eldorado's Ottawa laboratory has a complement of 60, about 11 of whom are bilingual. It has practically no dealings with the general public, and most of its contacts are with English-speakers in the mining and nuclear industries or with the Corporation's employees at other sites. However, it does occasionally correspond with clients in French.

The usual language of communication in the laboratory is English. The seven Francophone employees work in different units and only use French when talking to each other. Some of them, however, have bilingual supervisors and, wherever possible, employees should be encouraged to work in the official language of their choice.

The one complaint received against Eldorado Nuclear Limited in 1982 dealt with the lack of advertisements in French for positions at the Blind River refinery.

Employment and Immigration

The linguistic performance of the Canada Employment and Immigration Commission was uneven in 1982. The Commission improved the linguistic quality of its services to the public in bilingual regions, but paid a good deal less attention to regions with smaller minority populations. Some progress was made on the language-of-work front, but the under-representation of Anglophones in Quebec is still a major problem.

The Commission has shown considerable initiative in improving its services in regions where demand is significant, particularly at the service centre in Toronto which is designed to provide assistance in French to the Francophone public of that city. Established in close co-operation with Francophone associations, that office has been an unqualified success; requests for service in French increased dramatically in 1982.

The Commission also has a significant bilingual capability in other regions with sizeable official-language minorities. For example, bilingual employees represent 43% of staff in New Brunswick, 50% in eastern and northern Ontario and 54% in the Montreal region. As a result, services can be offered as a general rule in these areas in both languages without difficulty. The situation is also reasonably good in other parts of Quebec and acceptable in Manitoba. Elsewhere, however, it is a good deal less commendable. For instance, in British Columbia, Alberta and Saskatchewan the number of employees in bilingual positions who meet the language requirements is only 60 out of 3,900 employees, and in Ontario outside of the areas mentioned above, 140 out of approximately 5,600. Yet some cities in these provinces — Hamilton, Windsor, Edmonton and Vancouver, for example — have a sizeable number of Francophone residents. Rather than try to provide bilingual services, the Commission avoided the issue or argued about the extent of demand for quite a time before admitting there was a requirement. A related problem which is still outstanding is the absence of professional training courses for clients in both languages in regions of significant demand.

A number of the Commission's activities, such as distributing reception kits to indicate the availability of bilingual services and launching information programmes in collaboration with Francophone associations, should help at least partially to compensate for the lack of bilingual staff. In addition, the Commission plans to centralize all its French-language services through an office in Saskatoon and one in Regina, as it has done in Toronto. This initiative should be extended to cities such as Hamilton, Edmonton and Calgary and looked at carefully by the Commission as a policy to be followed across the country.

The Commission has also followed up on its project to assess demand for services in the minority official language at its Farm Labour Pool offices. The results show that there is a requirement in the Okanagan valley, southwestern Ontario and in certain regions of Quebec and New Brunswick. Although a minimal bilingual capability exists in these areas, the Commission plans to increase the number of bilingual employees.

A serious problem with respect to access to French-language training for unemployed non-Francophones in Quebec continues to be of concern. Possible solutions were being actively discussed with the Commission as the year closed.

Language use within the Commission continues to receive attention. A new language-of-work policy was produced this year and senior management has reminded Francophones of their right to draft documents in their own language. Training courses and central services are also offered in both languages. Nothing is perfect, however, and our 1982 audit of offices in northern Ontario revealed some obstacles for Francophones wishing to work in their language — unilingual memoranda and directives, for example, and a lack of supervision in French and communication with the Toronto regional office in English only.

Both language groups are adequately represented as a general rule. Anglophones comprise two-thirds of staff and Francophones the remaining third. These proportions are to be found in all employment categories, with the exception of management, where Francophones represent 20%. Anglophone participation in Quebec, however, is quite unacceptable at 2.5%; the Commission is putting together a plan to correct this imbalance and our Office will be watching the matter very closely.

We received 136 complaints against the Commission in 1982. Many concerned lack of bilingual telephone and personal services, and others written communications in English to Francophones. Twenty-five complaints involved unilingual billboards. The Commission's co-operation was rather lukewarm in the first half of the year, but improved in the last few months. Ninety-one complaints were settled during the year.

Energy, Mines and Resources

The performance of the Department of Energy, Mines and Resources showed a marked improvement in 1982, particularly with respect to service to the public and increased participation of Francophones. If this momentum is maintained for another two or three years, EMR may find itself among the front runners of

language reform, a feat few would have thought possible when our Office first did an audit early in 1980.

Service to the public continues to improve as the result of increased use of imperative staffing (over 200 competitions during the year were restricted to linguistically qualified candidates) and stepped-up language training. Despite the huge volume of forms and publications which it distributes, and the consequent correspondence, we have had few complaints from people receiving material in the inappropriate language.

Departmental staff increased from 4,100 to 4,700 in 1982 and the number of qualified bilingual employees rose by 26% to reach 1,260. Plans have been made for a further 450 employees to take language training as it becomes available, and this will bring the proportion of bilingual positions with linguistically qualified incumbents to well over the 90% mark.

The use of French as a language of internal communication appears to be making some headway, but it is still largely confined to three or four areas where there is a high concentration of Francophones. Now that significant progress is being made in recruiting Francophones, and more Anglophones are taking language training, management must ensure that working in French becomes a viable option throughout the Department.

The overall proportion of Francophones in the Department rose from 20% to 23% during the year. Gains were recorded in the executive group, where the number rose by four to seven out of 98, and in the scientific and professional category, where they increased by 53 to 157 out of 1,114. However, the Department obviously has a long way to go in both these cases.

In addition to its efforts to make its career opportunities better known in Francophone universities, the Department created a pool of scientific and professional positions (known as Francobank) where recruits would initially work almost exclusively in French. Francobank was the subject of some controversy, and it may be that, however carefully the ground rules are worked out, it will appear to some observers to smack of discrimination against Anglophones. We ourselves are inclined to believe that elaborate schemes of this nature are unnecessary, provided that departmental management is prepared to work closely with the Francophone as well as the Anglophone community (universities, professional bodies, and so forth) to ensure that a sufficient number of candidates come forward from both groups.

This year 12 complaints were received concerning telephone reception, billboards, items mailed in the inappropriate language, and a teaching aid available only in English. Twenty-six complaints outstanding from 1981 and eight of the current complaints were resolved. The Department's co-operation was very good.

Environment Canada

Environment Canada is a large department with over 12,000 employees in six loosely-linked services: Parks Canada, Atmospheric Environment, Environmental

Conservation, Canadian Forestry Service, Environmental Protection, and Administration. All things considered, the Department's linguistic performance in 1982 was quite encouraging.

Parks Canada, with 5,000 employees, is by far the biggest of the Department's services and is in regular contact with the general public. This year it celebrated the 150th anniversary of the Rideau Canal, which links Kingston and Ottawa. The celebrations were a great success from all points of view. Signs, displays, interpretive programmes, leaflets and brochures were in both languages, and some 500 events were publicized in English and French. The experience will no doubt be of great value in preparing for the Banff centenary in 1985.

Unfortunately, services in French at the Fortress of Louisbourg in Nova Scotia are still subject to irritating lapses. Indeed, it took two complaints and many months for Parks Canada to bilingualize the sign identifying the park at the main entrance.

The Atmospheric Environment Service is slowly increasing its capacity to provide weather information in both official languages in bilingual areas throughout Canada, but tape-recorded messages and telephone reception still give rise to complaints.

Hitherto, the Department's official languages planning has been largely looked after by language programme specialists. Managers throughout the organization are now required to participate in the process and will be held responsible for the linguistic performance of the units under their control. The number of employees who meet the language requirements of their bilingual positions is now 1,960, a gain of 100 over last year. The Department has also increased its bilingual positions from 2,230 to 2,560. However, since no less than 360 incumbents are exempt from meeting the language requirements, this increase is a rather hollow gesture.

The Department's five-year plan to increase Francophone participation is on schedule. The number of Francophone employees grew by 200 during the year, bringing their percentage of total employees up to 19%.

Thirty complaints were received in 1982, nearly all of them relating to various aspects of the Department's service to the public. The Department was generally co-operative in dealing with these issues and clearing up the backlog of complaints from last year.

Export Development Corporation

The Export Development Corporation offers assistance to Canadian exporters through a variety of services related to insurance, financing and loan guarantees. Its official languages policy has assured it good protection from complaints over the years, but has not yet enabled it to promote the use of French at work or to increase the percentage of Francophones in the organization.

Our recent audit indicates that the Corporation's clients conduct most of their written business in English, but that French is used with some frequency for more

informal contacts. Forty percent of EDC employees are bilingual, but the bilingual capability of receptionists in certain areas leaves something to be desired and should be upgraded. The Corporation should also determine more systematically and more actively the preferred official language of its clients and ensure that their choice is respected.

Most work in the EDC is done in English, partly because that is the language preferred by the majority of clients, but also because 38 of the 98 supervisors are unilingual. Moreover, dealings between headquarters and the Quebec region are often conducted in English. Internal documents such as "Board Papers" are unilingual English, and meetings are usually conducted in English only except in the Personnel and the Africa divisions. Performance appraisals of Francophones are often conducted in English. Technical services such as economic analysis, loans, legal and insurance, are not available in French. In short, there is more than ample room for improvement in matters of language of work.

Francophones account for 23% of the staff of the Corporation, as they did last year. They are fairly well represented at most occupational levels except senior management, where only 15 of 78 are Francophone (19%). Efforts should be made to improve this situation.

No complaints were lodged against the EDC in 1982.

External Affairs

In 1982, the Department of External Affairs added international trade and aid activities to its list of responsibilities. All in all the Department grew by over one-third, to approximately 4,500 employees at year's end. Although the 12-month reorganization may have delayed various official languages initiatives at headquarters — particularly in the areas of language of work and personnel and central services — it was business as usual at the Passport Office and in the 120 posts abroad. We had the opportunity to examine these last two sectors at first hand during the initial stage of our audit of the Department.

Last year the Department embarked upon an extensive language knowledge evaluation of locally-engaged staff in posts abroad. The results revealed that in one-half of the 98 posts where locally-engaged staff are responsible for reception services, the persons involved could not function in both official languages. Our audit confirmed that there were indeed serious weaknesses. The heads of post concerned have been instructed to adopt immediate measures to rectify the situation.

Among Canadian staff serving abroad, the number of bilingual foreign service officers declined from 85% in 1981 to 81% in 1982. This is mainly due to the fact that half of the 126 officers recruited this past year are unilingual. It is unfortunate that more recruits are not bilingual on entry, but those who are not are sent on language training for up to two years prior to posting. The Department also experiences difficulties in recruiting secretaries who can work in both languages: only

24% of the rotational secretaries hired in 1982 were bilingual, and overall, the proportion of bilinguals in this category has dropped from 58% in 1980 to 53%. Neither of these situations is satisfactory and the Department should take more vigorous action to set them right.

Although headquarters consistently produces information and publicity material in both languages, posts abroad do not always follow suit. In particular, we noted on a number of occasions that information on cultural activities was not printed in English and French.

The Passport Office continues to work toward providing a completely bilingual service and, with the addition of a second bilingual employee, progress has been made toward meeting the problem we noted last year at the Winnipeg office. Our audit revealed, however, that the Toronto office does not display French passport applications in the reception area, thereby requiring clients to make a specific request for them.

Until the Department emerges in its new form, it will be impossible to get a complete picture of the levels of participation of the two language groups. The only data now available are for the foreign service group where the proportion of Francophones declined slightly (from 23.6% to 22.6%) following the integration of officers from the Trade Commissioner Service. Francophone representation also remains weak in the scientific and professional category (9%) and in the technical occupations (19%).

In general, staff at headquarters are able to work in either language and the Official Languages Division regularly briefs new employees on their linguistic rights and obligations. There are weaknesses, however, in the provision of personnel services, as evidenced by a complaint we received that rotational staff are not always able to obtain information on conditions abroad in their preferred language. There is also an unfortunate tendency for various missions abroad to be identified as either English or French for language-of-work purposes. The Department would do well to encourage the use of both languages in its operations outside Canada; and the newly-revised official languages policy would be the ideal place in which to provide guidelines on this matter.

We also noted in our audit of posts abroad that telexes of a general nature often arrived from headquarters in one language only — usually English — bearing the postscript "French to follow." The Department subsequently established a control to correct this. It also succeeded in raising the language requirements of a few positions offering personnel and central services; however, because of the reorganization, the major part of this exercise has been deferred to 1983.

The majority of the 11 complaints against the Department in 1982 concerned unilingual English service and signage; two referred to information material produced in English only and one, outlined above, was about briefings for rotational staff. Although the Department was usually co-operative in handling the complaints, it sometimes needed prodding to provide complete responses.

Farm Credit Corporation

The Farm Credit Corporation provides long-term credit and management counselling to farmers wishing to buy or develop farm businesses. Since its inception, it has recognized that its clients have a right to learn about its services and to discuss their affairs in the official language of their choice. The linguistic aspect of its services is now rated very good. As regards the use of the two official languages for internal communications, however, there is still room for improvement.

The Corporation has 650 employees, about 150 of whom are located at its headquarters in Ottawa. The others work in over 100 small offices across the country. The Corporation has identified 22 areas where service is required in both official languages and has provided ample bilingual staff to meet the need.

Precise information on the use of the two languages for internal communications is hard to come by as this aspect of the Corporation's activities is not regularly monitored. We would, however, remind the Corporation that its district offices in bilingual areas should be free to communicate with their regional offices in either official language.

The participation of the two linguistic groups is equitable overall. Approximately 29% of the Corporation's employees are Francophones. They represent 35% of the staff at headquarters and are reasonably well distributed among the various employment categories. The participation of Anglophones in Quebec is unacceptably low, however, at only 3%. The Corporation should make a special effort to get in touch with Anglophones at agricultural colleges in the province and inform them of the career opportunities the Corporation has to offer and of vacancies as they arise.

We received two complaints against the Corporation this year. One was from an Ottawa firm that received invitations to tender in English although its preference was for French. In future, to avoid misunderstandings, the Corporation will ask suppliers to indicate their language preference. The other related to an exhibition booth in Regina, and is still under investigation.

Federal Business Development Bank

The guardian angel of the small business sector, the Federal Business Development Bank adequately meets its linguistic obligations under the Act, but must make greater efforts to increase the use of French at work. In order to make the necessary improvements, it should give particular attention to modifying its official languages guidelines and control mechanisms.

Without designating bilingual positions as such, the Bank is trying to establish a bilingual capability in the 27 of its 96 branches where it considers there is significant demand. It recognizes that bilingual capability is somewhat lacking in a number of areas and is seeking to correct the situation. It is also in the process of organizing a system for evaluating the language knowledge of employees, reorganizing its linguistic services to provide more effective application and control of offi-

cial languages policy, and reviewing its language training policy and programme. Lastly, in order to reach minority communities more effectively, it is increasing its advertising in the minority-language press.

Francophones constitute 26.9% of the Bank's 2,100 employees and 41.2% of Montreal headquarters staff. They represent 25.6% of the scientific and professional category and 34.6% of the senior executive group. Participation of the two language groups is fairly well balanced in the regions, except in Quebec (outside headquarters), where Anglophone participation is much too low at only 5.2%. The Bank should take more vigorous steps to deal with this imbalance.

The language of work remains predominantly English. Both at headquarters and in the bilingual branches outside Quebec, meetings are usually held in English and documentation is available only in that language. A number of senior and middle managers are unilingual Anglophones. However, the Bank has conducted a study of language of work at headquarters in order to discover ways of encouraging the use of French. Progress is likely to be rather slow given the lack of linguistic resources, and the Bank should get down to business without delay.

Of the eight complaints received in 1982, six dealt with unilingual publicity, and two concerned unilingual telephone reception. The Bank was very co-operative in settling these complaints.

Federal Court

The Federal Court of Canada offers its services in both official languages, thanks largely to a long tradition of operating bilingually and to the fact that Anglophones and Francophones are almost equally represented on its staff. However, its official languages administration has suffered from a lack of continuity, it has yet to develop a comprehensive policy and system of controls, and could improve certain aspects of its language-of-work regime. Procedures for evaluating managers on their performance in the area of official languages have been developed, but we have seen few clear directives to guide them on the matter.

In 1982, the administration set up a language training programme which has proven very popular: 25 of the 146 employees are taking the courses offered. Ninety-two of the Court's staff occupy bilingual positions and 87 meet the established language requirements. Unfortunately, only ten positions, all in the administrative group in Ottawa, require an advanced knowledge of the second language.

Bilingual service is available whenever requested for court proceedings, which can be conducted in both languages through the use of simultaneous interpretation. Despite its policy of hiring linguistically qualified candidates for court registrar positions, the Court still has only 15 bilingual registrars out of 40. One is in Toronto, while the others are concentrated in Ottawa and Montreal. Bilingual service in other major cities must be provided by one of these three centres. Even in the Ottawa office, as elementary a service as reception cannot always be assured in both languages because the Court must still contend with the problem of unilingual commissionaires.

French is being used more frequently at work, at meetings and in drafting documents, but progress is slow because three managers out of ten are unilingual Anglophones. All basic work documents are available in both languages. Francophones make up 52% of the employees, a proportion that rises to 60% in the administrative support category and 75% in the operational category. When vacancies permit, the Court should take steps to redress the under-representation of Anglophone employees, particularly in the latter categories.

We received no complaints about the Federal Court in 1982.

Federal-Provincial Relations Office

The year of patriation was a high-water mark for the Federal-Provincial Relations Office. Would that we could say the same for its linguistic performance. Nevertheless, in spite of pervasive lethargy on that front, the Office did manage to improve its situation slightly. Rather than acting on recommendations contained in our earlier reports, it has decided to wait for the results of a linguistic audit we undertook this summer. In the meantime, as we have noted before, French is under-used in the workplace, mainly because of the presence of a few unilingual English supervisors.

Official languages planning has stalled. Although managers are theoretically accountable for their performance in this area, controls are poorly defined and we have yet to see clear evidence of any follow-up. During the year, the Office did inform employees and managers of specific regulations and guidelines on particular aspects of official languages administration. However, because of its high staff turnover, we believe it would be useful to organize more comprehensive information sessions on a regular basis.

The Office provides service in either language as required. Of 54 employees, 48 occupy bilingual positions and 44 meet their language requirements. The six English-essential positions are all in regional offices, where the clientele is mostly Anglophone.

Again, as noted last year, the Office must deal in English with most of its clientele, a fact which necessarily limits employees' use of French. However, French is not thriving as a language of work in situations where its use could easily be encouraged, such as at meetings and in the preparation of documents. Most performance evaluations were conducted in English again this year, even though the staff had been reminded of their right to an evaluation in their first language.

Of 54 employees at FPRO, 29 are Francophone and 25 Anglophone. High Francophone representation is the result of the large number of Francophones (20 of 26) in the administrative support category. Representation is better balanced among executives, where there are ten Anglophones and five Francophones.

We received no complaints about the FPRO in 1982.

Finance

The Department of Finance has spent yet another year in a linguistic no man's land. Although it carried out an in-depth language-of-work survey, analysed the reasons for its lack of Francophone economists, studied proposals and wrote reports, the flurry of paperwork has not won it any new ground. Our recent audit of the Department revealed serious shortcomings: for example, it does not have a comprehensive, up-to-date language policy for employees; telephone reception is not consistently bilingual; and two publications widely read by economists within the Public Service are published almost entirely in English.

While a reasonable 62% of the 1,007 positions are classified bilingual, for the fourth year in a row we must point out the clearly inadequate level of language skills required: fully 25% of the positions call for the elementary level and only 3.5% for the advanced level. The Department should take steps to remedy this situation without further delay.

Although the Department has made a certain effort to encourage the use of French, and its survey indicated that French was used more often than last year, the language of work continues to be English. The appraisals of 65% of Francophones were completed in English and supervision was also mainly in that language.

Representation of Anglophones and Francophones within the organization remained constant at an acceptable 66% and 34% respectively. However, the proportion of Francophone economists has not exceeded 20% for the last four years and the proportion of Francophone executives has decreased, from five of 30 in 1981 to five of 34 in 1982. The Department has, however, decided upon a number of measures which should prove helpful. They include, for example, summer and co-operative employment programmes for university students, improving the Department's visibility at French-language universities, and ensuring that the departmental career management programme applies with full equality to both Anglophone and Francophone groups of economists.

We received 11 complaints against the Department in 1982. Four regarding errors in French in a letter which was distributed widely outside the Public Service have been resolved. Seven dealt with the Canada Savings Bonds campaign, most of them regarding unilingual French posters in the Montreal area, and possible measures to avoid a recurrence of the problem in 1983 are under discussion.

Fisheries and Oceans

The Department of Fisheries and Oceans has finally emerged from the doldrums and is beginning to make headway with language reform.

About two years ago, it restructured its regional operations in the Maritimes so that it might better meet the needs of fishermen in the Gulf of St. Lawrence. The majority of Francophone fishermen served by the Department live within the bounds of the new Gulf Region. Regional headquarters at Memramcook and the

various district offices provide services to clients in their preferred official language, and lapses are now relatively infrequent.

The Department is also able to serve its clients in the language of their choice in the National Capital Region and Quebec. Its services in French in the parts of Nova Scotia that lie outside the Gulf Region are improving. It has used posters, press notices and pamphlets to make the public aware of its bilingual capability in these locations.

In southern Ontario and Manitoba, however, its bilingual capability is weak (one bilingual position in Ontario, four in Manitoba), and is pretty well non-existent in British Columbia, where the Department has 1,650 employees and no bilingual positions at all. Enquiries and correspondence in French cannot be handled expeditiously in these circumstances and measures should be put in hand to improve the situation.

Publications for the public at large and for fishermen are produced in both languages as a general rule. The Department still does not have a formal policy on the translation of scientific publications, but the translation unit has been strengthened and a specialist in icthyology added.

Although the infrastructure is in place (bilingual forms, manuals, and so on), the scarcity of Francophone or fluently bilingual Anglophone managers and the fact that about 80% of the Department's activities take place in predominantly English-speaking areas severely restrict the development of French as a language of work at headquarters. At present, the Gulf Region provides the best opportunities for employees to work in French.

Of a total of almost 6,400 employees, only about 700 are Francophones (10.9%); modest though this is, it represents an increase of 190 (2%) in three years. The Department has found it difficult to recruit Francophone scientists trained in the disciplines it needs, but has been more successful with administrative and clerical staff and technicians.

We received 17 complaints against the Department this year, 12 relating to the language of service and five to the language of work. The Department is dealing with complaints more expeditiously than in previous years.

House of Commons

Occasions for praise are all too infrequent in our reports. That we are able to congratulate the House of Commons administration for improving on an already sound performance is therefore particularly gratifying. Language-of-work and participation problems remain, however, as blemishes on the tableau.

In 1982, the House continued to improve its capacity to serve the public in both languages. About twenty security guards and fifteen pages completed language training, and almost all students hired as guides for the summer season were bilingual. The House also gave particular attention to the visible manifestations of our

linguistic character and a number of remarkable transformations were achieved, notably to the exteriors of the Centre Block and the Confederation Building, to the Memorial Chamber and to various inscriptions and plaques on the Commons side of the Parliament Buildings.

The administration now has precise data on the language requirements of positions and the capabilities of incumbents. Sixty per cent of 2,200 positions have been identified as bilingual but a large percentage (36.5%) are occupied by unilingual employees. The services of the Clerk of the House, as well as those of the Restaurants, Cafeterias and Logistics sector are all poorly equipped in this regard, the percentage of bilingual positions filled by unilingual employees being 44% and 46% respectively.

Progress has been made in the language-of-work area. Job descriptions are produced in both official languages as soon as they are revised, and French is gradually being used more for drafting documents. Central and personnel services are also provided in both English and French. The weak spot remains the large number of unilingual employees in management positions. Of 26 employees occupying bilingual executive positions, eight are unilingual.

At 38%, the overall proportion of Anglophones is low, although 13 of 26 senior managers are Anglophone. The House should move ahead as quickly as circumstances permit toward its objective of hiring a greater number of bilingual Anglophones.

The number of complaints received concerning the House of Commons fell from 20 in 1981 to six in 1982. The first two related to unilingual English commissionaires, the third dealt with an announcement that was not published in a French-language weekly, the fourth with a unilingual English memorandum, the fifth with a tour guide's poor French, and the last with a unilingual French messenger. The House handled these matters in a prompt and satisfactory manner.

Indian Affairs and Northern Development

The Department of Indian Affairs and Northern Development remains pretty much where it was last year — among the official languages basement dwellers.

The Department must pay more attention to elementary aspects of service to the public. At present, not all of its publications are bilingual and some of the exhibitions it stages do not take the language factor into account. In areas of less significant demand, where service in the minority language is rarely available, the Department plans to make use of an INWATS telephone line to headquarters to provide a measure of assistance to minority-language groups. While this initiative may have some merit as a stop-gap measure, we urge the Department not to think of it as a permanent solution, but to strive to develop a real bilingual capability in its regional offices.

Of the Department's 5,315 employees, some 22% occupy bilingual positions and a little over 77% of them meet the language requirements. This year, the Depart-

ment identified 46 positions which must be filled with employees who already meet the language requirements. We can only encourage it to continue its efforts in this direction, and we look forward to seeing more concrete results.

Overall Anglophone-Francophone representation stands at 85%-15%. Francophones account for 19% at the management level, a very low 8.4% of 1,378 employees in the scientific and professional category, and 4.7% of 527 employees in the operational category. Indeed, Francophone representation is too low in all the categories except administrative support, where it has climbed to 30% from 20% last year.

The language-of-work situation also offers no cause for complacency. For example, some work documents are still in English only; as a general rule, employees cannot count on being supervised in their preferred language; and headquarters still does not regularly communicate with the Quebec Region in French, notwithstanding a departmental policy to this effect. Managers have now been asked to report twice a year on the official languages situation in their sectors, but they have not yet been given specific objectives to meet.

Two complaints were lodged against the Department in 1982. One concerned the lack of service in French at an exhibition, the other an advertisement placed in an English-language daily but not in the local minority-language weekly newspaper. Both complaints were satisfactorily resolved.

Insurance

The Department of Insurance makes steady progress, but we wonder whether it could not accelerate the pace of language reform. While most of the recommendations of our 1980 audit have been carried out, the Department has still not produced a comprehensive linguistic policy for employees, defined specific language goals for each division or examined the need for French-language work documents. It has, however, prepared language guidelines for managers.

Approximately 90% of client companies deal with the Department in English. Consequently, the number of bilingual employees (55 of 201) is sufficient to provide service in either official language, particularly since approximately half of the bilingual positions require superior language skills.

The language of work continues to be mainly English. However, this year the Department took the excellent initiative of asking employees to identify their preferred language for performance evaluations, and 19 chose French. Fifteen of these evaluations have been completed but only 11 were in French. The Department should therefore ensure more systematic respect for each employee's language preference.

In 1982 the Department filled 42 positions and hired 14 Francophones. Nevertheless, the overall representation of Anglophones and Francophones remained stable, at 77% and 23% respectively. The proportion of Francophones in the

actuarial group increased to 43% (10 of 23); all, however, are at the lowest level. Similarly, in the commerce officer group all Francophones are at the lowest level, compared to only 36% of the Anglophones. The Department is aware of the problem, but needs to concentrate harder on doing something about it.

No complaints were filed against the Department in 1982.

International Development Research Centre

Despite encouraging signs last year, the International Development Research Centre showed little zeal for official languages matters in 1982. Although it has made praiseworthy efforts to attract Francophones to its ranks, other facets of its language programme appear to have been left by the wayside. As a result, precise language responsibilities have yet to be established for managers, control mechanisms are still non-existent, and French has an inferior position as a language of work.

The Centre estimates that approximately 45% of its employees have a knowledge of both languages. Its general interest publications are bilingual, but certain specialized works of interest to both language groups are either available only in one language or translations appear several months after the original version. We should note, however, in the case of its unilingual scientific publications, that the Centre will henceforth include a summary of the text and of each chapter in the other official language. At year's end, the Centre also intended to conduct the survey we proposed last year in order to define more clearly the language interests of readers of specialized publications.

At head office, Anglophones represent 62% of 310 employees and Francophones 38%, mainly because of their high representation among support staff (64 of 129). A third Francophone has been appointed to one of the 11 senior executive positions, where two years ago there was only one. Francophones are well represented in all other categories except the scientific and professional (19 of 81). If the Centre continues the laudable efforts it made this year to publicize its activities in Francophone scientific circles, it should be able to recruit more French-speaking professionals in the future.

English predominates as the language of internal communications, meetings and employee supervision. While striving to recruit French-language professionals, the Centre must also make it possible for them to work in their own language. Too few efforts have been devoted to this end. The fact that only 17 of 223 performance evaluations were prepared in French is indicative of the extent of the problem.

There were no complaints against the Centre in 1982.

Justice

The Department of Justice finally came around to dealing with its language-of-work situation by making it the 1982 priority of its official languages effort.

Unfortunately, even a priority programme works with judicial circumspection in the Department, with the result that it was still too early by year's end to evaluate its effectiveness.

Approximately 230 of 1,200 Justice employees provide legal advisory services to federal institutions in the National Capital Region, and the Deputy Minister wrote to client departments this year to remind them that these services are available in both languages. A survey conducted by the Department indicates that, in general, clients are satisfied with the current situation. There are 83 linguistically qualified incumbents of 104 bilingual legal advisor positions, which represents an increase of eight bilingual lawyers over last year. We shall be taking a closer look to see whether levels of competence, as well as numbers, are sufficient to ensure adequate service in both languages.

Eighty-nine of 423 employees in the nine regional offices have a knowledge of English and French. However, most of the bilingual employees are to be found in the two Quebec offices, with the other seven offices having no more than a limited bilingual capacity. Edmonton remains the only office without a bilingual legal advisor but the Department is attempting to deal with this situation through language training. At headquarters, 372 of the 553 positions (67%) are designated bilingual and 306 incumbents (82%) meet the requirements.

The Department has maintained its overall objective of 70% Anglophone and 30% Francophone representation. However, in the legal advisor category, Francophone participation fell one point this year to 24%, and at the entry level it was only 20%. We urge the Department to look into its recruitment methods without delay to make sure that qualified Francophones are being encouraged to apply.

The Department hopes that its recently prepared employee language preference inventory will finally put a stop to incidents where personnel and central services are provided in the "wrong" language. Senior managers, who were asked to determine the extent to which English and French are used in their committee meetings, replied that, in 11 of 17 committees, English is used 80% of the time or more. The Department must now formulate a plan to increase the use of French in meetings.

An interesting initiative undertaken this year was an exchange of lawyers between the Winnipeg and Montreal offices, designed to provide an opportunity to work in the other official language. Language training remains a priority in the official languages programme, but 36 of 102 supervisors in the National Capital Region are still unable to perform their duties in both languages. This number is much too high.

The Department continues its efforts to increase the proportion of legislation drafted in French: 20 of the 97 bills placed before the current session of Parliament were originally drafted in that language.

The one complaint lodged against the Department in 1982 concerned unilingual English documents at a seminar on the Charter of Rights and Freedoms. It was satisfactorily resolved.

It was a different story, however, at the Canadian Unity Information Office, which reports to the Minister of Justice. The number of complaints more than doubled from 1981 (5 to 11), and the Office's co-operation in their resolution was less than satisfactory. Seven of the complaints concerned unilingual billboards. Despite experience elsewhere which suggests that bilingual billboards can be a success, the CUIO has long maintained that "the message is lost" with this type of presentation. We do not agree. Moreover, we are certain that unilingual French billboards in Toronto, or the reverse in Montreal, are likely to cause more serious problems than any loss of message might entail. However, CUIO may be softening its position in response to feedback from a Treasury Board task force which is trying to create a more uniform and consistent policy.

Our attempts to resolve the remaining four complaints had mixed results. Two concerned unilingual French advertisements in bilingual publications: one was settled satisfactorily and we are still discussing the other with the Office, which seems to see no harm in publishing an advertisement in French in a predominantly English-language neighbourhood newspaper. A complaint about errors in the French text of a brochure was satisfactorily resolved, but the last one, concerning an offer of information on the new Constitution which appeared in a German-language publication, is still under study. The text of the advertisement was in German, and the brochures being offered were listed only in English, even though 18% of the publication's total circulation is in Quebec. The CUIO claimed there was insufficient room to include the French titles. A likely story, especially since two-thirds of the advertisement was occupied by a drawing.

Labour

This year the Department of Labour kept busy cultivating its linguistic garden. It issued a brochure to employees explaining their official languages rights and obligations; published a bulletin concerning services to the public and those provided under contract and by third parties; and conducted a survey of client satisfaction. Language-of-work problems persist, however, and Francophone participation remains low at senior levels in most categories.

The Department provides bilingual services at four of its five regional offices (Moncton, Montreal, Toronto and Winnipeg) and at four of its 16 district offices (Quebec City, Ottawa, Sudbury and Fredericton), where it considers there is significant demand. Some competence in both official languages is required for one-half of the 802 occupied positions, and some 80% of incumbents meet the established standards. However, an advanced knowledge of the second language is mandatory for only a few positions. The Department should review this element, which is so closely related to the quality of service.

In 1982, Francophone participation increased by nearly 3% to almost 30%. However, the gain occurred chiefly in the administrative support category where Francophones, representing 38% of the group, are already too numerous. Progress has been less noticeable in the other categories, where Francophone participation remains below average, particularly at the senior levels of the scientific and

professional and the administrative and foreign service categories, where it does not exceed 15%. The Department must make a special effort to correct this imbalance.

Language of work is the sore point in this Department. Although internal work documents are available in French and English, the presence of unilingual supervisors still hinders the use of French, which is already limited because the Department's clientele is mainly Anglophone. The language-of-work survey announced in 1981 is nearing completion and we are eagerly awaiting the results.

Two complaints were lodged against the Department in 1982. The first concerned a circular letter in English which was mistakenly addressed to a Francophone. The second related to a unilingual rubber stamp. Both were quickly resolved.

Law Reform Commission

The Law Reform Commission had no trouble maintaining a high standard of official languages performance in 1982. Indeed, it may well have improved upon its previous record.

The Commission's language policies are well integrated into all facets of its operations. Thus, for example, all of its publications, whether prepared by Commission staff or contract employees, are automatically vetted for linguistic quality. Service to the public is also monitored regularly and in its next annual report the Commission will invite opinions about the linguistic aspect of its services.

The proportion of bilingual positions increased slightly over last year: 35 of the 40 occupied positions (87%) require a knowledge of English and French. It is now a well-established practice that all communications with members of the legal profession, provincial governments, bar associations, police forces, or the public at large, take place in the language chosen by the client.

It is also taken for granted that employees can work in their preferred official language. All internal working documents are produced in English and French.

The only shadow over this otherwise shining tableau is the inequitable participation of the two language groups among permanent staff, where 63% are Francophone and only 37% Anglophone. Among contract employees, however, the proportions are 74% Anglophone and 26% Francophone. Nevertheless, taking both groups into account, English-speaking employees remain under-represented at 57%.

There were no complaints lodged against the Commission in 1982.

Library of Parliament

The Library of Parliament was content to maintain the status quo in 1982. While it can undoubtedly offer service in both official languages to its parliamentary public and provide its employees with opportunities to work in the language of their

choice, the Library has been reluctant to establish a clear official languages policy and an implementation programme which can be systematically monitored.

The level of bilingualism remains high, with 150 of the 214 members of staff able to function in both languages. Positions are still not designated bilingual or unilingual, however, and we have already pointed out that the Library could only benefit from identifying positions that require a bilingual capability. So far there has been no action on this suggestion.

Language is mentioned briefly in the recently-published *Employee's Guide to the Parliamentary Library.* Unfortunately the Library did not take advantage of this opportunity to give details about employees' linguistic rights and responsibilities, mentioning only that they have the opportunity to work in the language of their choice. However, a document on language training is planned and we hope that the Library will make this a first step toward developing an official languages policy.

Although the two language groups are fairly equitably represented in most employment categories, the Library has not yet been successful in recruiting more Anglophones for the support staff group, where their participation rate is only 25%. Because this is the largest category, Francophones are in the majority overall, representing 53% of the staff.

Staff are encouraged to use either language at most committee meetings. At the senior management committee, however, English prevails, despite the fact that Francophones outnumber Anglophones five to four. Performance appraisals are reported to be in the language chosen by the employee, although the continuing lack of bilingualism among a few division chiefs makes us wonder if this is always the case.

In 1982, we received one complaint against the Library. It concerned the failure to place an advertisement in a French-language newspaper and was still under review at year's end.

Medical Research Council

The Medical Research Council continues to be in the top category of bilingual institutions.

Twenty-eight of its 40 positions are designated bilingual and most of them require a high degree of linguistic competence. They are manned by 25 employees who meet the language requirements. Service to the public is readily provided in both official languages and all publications for general distribution are bilingual. About 20% of the submissions the Council receives are from Francophone institutions, and they are examined in the language in which they are received by peer review committees composed of members who have the necessary linguistic competence.

Francophones account for a somewhat high 50% of the Council's employees. Two of the five members of the executive category are French-speaking, as are five of the 11 employees in the administrative and foreign service category. Anglophone participation in the administrative support category is rather weak — ten employees out of 23 (44%). The Council should try to make some adjustments in its work force over time in order to correct this imbalance and to achieve a more equitable overall distribution of Anglophones and Francophones.

French is not yet used as much as English as a language of work within the Council, largely because about 90% of all submissions it receives are written in English, including some from Francophone institutions. However, the great majority of internal documentation is bilingual, central and personnel services are provided in both languages, and for the most part employees are supervised in their preferred official language.

No complaints against the Council were received in 1982.

National Arts Centre

The National Arts Centre maintains its excellent linguistic record for service to the public, and the participation of Anglophones and Francophones appears adequate. A few problems still remain, however, in the language-of-work area.

The Centre now has an official languages policy, but as yet no control mechanisms are in place to ensure that it is implemented. Indeed, the policy has not yet been distributed to all employees, despite the fact that its purpose is in part to inform them of their rights and obligations. The Centre has not ascribed linguistic standards to permanent and part-time bilingual positions, a weakness we noted as far back as 1979. A consultant reported on these and a number of other language issues in June, and it is to be hoped that action will be forthcoming on outstanding matters.

The NAC's programming is generally well-balanced linguistically. Contacts have been established with cultural groups and schools from both linguistic communities in order to increase their participation in the Centre's activities and projects. The Theatre Department has always had an excellent record in this regard, and the Music Department, which had been weak on the French side, has recently begun working with Francophone groups in Hull.

English remains the principal language of work, mainly because too many directors and supervisors lack sufficient fluency in French. Because of the lack of linguistic standards for bilingual positions, it is also difficult to ascertain whether any given manager or supervisor is sufficiently bilingual to allow his subordinates to work in their preferred language. A language assessment test has been developed by the University of Ottawa, but the Centre intends to use it only for new employees. In our view, all permanent and part-time employees should take the test.

Although it appears that a large proportion of the Centre's staff is composed of Francophones, it is difficult to arrive at firm conclusions since the first language of almost half the total complement of 523 has not been established.

We received five complaints against the NAC in 1982. They concerned the absence or poor quality of French in written communications and the unavailability of person-to-person service in French. The Centre's co-operation in these matters was excellent.

National Capital Commission

God created the world, people made the town, and the National Capital Commission has married the two with a fair measure of linguistic success. The NCC has made steady progress over the years in ensuring bilingual service to the public. However, more effort is still required to smooth out its participation rates and to foster greater use of French on the job.

The NCC has no lack of occupied bilingual positions — 463 (56.2%) of a total of 824. It also sets a high standard of bilingualism for public contact positions. Unfortunately, however, 28.5% of the incumbents of bilingual positions still do not meet the language requirements.

Central and personnel services are offered in both official languages and French is used as a language of work along with English in many branches and divisions within the Commission. However, on-going problems include a number of supervisors who are not bilingual and others who do not possess a sufficient knowledge of their second language to enable them to provide effective supervision in that language. This is a particularly sore point in the management category where five out of seven people do not meet the language requirements of their positions. The NCC should address itself to this problem with greater vigour.

Of its 824 employees, 391 (47.5%) are Francophone. They account for more than 40% of the employees in each employment category except for management, where six of the seven incumbents are Anglophone. The Commission should take steps to achieve a better balance in participation rates.

The five complaints lodged against the NCC in 1982 concerned mistakes in two signs, a unilingual notice, a mistake in an advertisement and the poor quality of French in a publication. The NCC was very co-operative in dealing with these matters.

National Defence

In 1982, the Department of National Defence put in place a number of measures that confirm its willingness to pursue its campaign to promote equality for English and French. The audit we began in 1982 also revealed positive developments in managers' attitudes toward the official languages programme which should help the Department achieve its plans.

National Defence has assigned new official languages responsibilities to base commanders and informed all its employees of their rights and obligations in two brochures, one directed to military personnel and the other to civilian staff. These measures should help to correct a lack of information about official language matters in Canada's military environment.

Having set up shop in 1981, the Directorate of Evaluation — Official Languages has already conducted 19 audits. In addition, requests for translation are more closely monitored, as are the language requirements of civilian positions.

Signage, publications for the general public and advertising for civilian and military recruitment are almost always bilingual, but personal contacts reveal a number of weaknesses. In particular, the fact that a significant number of military personnel and dependents on most DND bases and stations are members of the official-language minority has been given insufficient attention. Linguistic services provided to personnel and their families (for example, children's education, base exchanges and base newspapers) are of varying quality, ranging from excellent on bases in Quebec and northern and eastern Ontario, to mediocre on some bases in the Maritimes, southeastern Ontario and the Prairie provinces.

Only 12.5% of departmental positions are bilingual (14,000 of 112,000), and only half of the incumbents meet the language requirements. The rate is higher among civilians than among military personnel, and the shortage of bilingual military personnel is not being significantly reduced since language training does no more than compensate for the attrition of bilingual Forces members. This situation results in continued weaknesses in reception, telephone and security services, even if there has been some improvement in these areas.

French as a language of work reflects some progress. Fifty-three new French-language units were established in 1982 in Quebec and aboard HMCS Algonquin. About 90% of administrative documents now exist in both languages and an additional 7% are in the translation pipeline. There has also been some improvement in central and personnel services. Military training in both languages has not advanced beyond last year, since it has not been possible to increase the pool of instructors qualified in French and because only 3% of technical documents are bilingual. The Department did, however, initiate a more vigorous attempt in 1982 to solve the thorny problem of translating technical documents.

Further advances have also been made in the area of participation. Among military personnel, the Anglophone-Francophone ratio now stands at 73.5% to 26.5%, and among civilians at 80.3% to 19.7%. In the junior military officer group, Francophone participation has risen from 22% to 23%, in the scientific and professional category from 25% to 26.5%, and in civilian senior management from 8% to 10.6%. However, these percentages should not be allowed to obscure the fact that 6,200 of 6,650 Francophone civilian employees occupy junior positions and 20,550 of 21,150 Francophone military personnel are junior officers or other ranks.

The 37 complaints received in 1982 reflect the weaknesses noted above: 22 concerned various aspects of service to the general public, and 15 dealt with language of work. Two delicate issues were raised which involved the Department and

provincial jurisdictions. The first concerned court documents sent in French to an Anglophone member of the public following a traffic violation on federal property at the St-Jean Base in Quebec. The second had to do with French-speaking military personnel stationed in Edmonton whose children are obliged to attend French immersion classes rather than classes designed for Francophones. Both matters are still under review. Thanks to the Department's co-operation, 46 cases were settled in 1982.

National Energy Board

The National Energy Board's capacity to serve the public in both official languages continues to be good. The ten-member Board includes three Francophones, but in general Francophones are poorly represented on staff and French is little used as a language of work.

About 110 of the Board's 430 employees are bilingual, which seems ample as far as numbers go. The Board should therefore concentrate on bringing managers' skills up to the point where they can supervise technical work done in French. A number of research and administrative tasks could be performed equally well in either official language, but at present the use of French as a language of work is virtually confined to personnel and information services, and to administrative support sectors.

The Board must also make a determined effort to provide at least some French in the specialized technical orientation course it organizes in conjunction with the Department of Energy, Mines and Resources. This year, 11 of the 17 participants were Francophones, but the entire course was conducted in English.

The Board managed to increase the number of its Francophone scientists and professionals by eight (they now constitute 11% of this group), a commendable achievement. On the other hand, it still does not have a single Francophone among its executives and senior managers. Although the Board's staff increased by 16% in 1982, and there were also vacancies to fill due to normal turnover, the proportion of Francophones rose by only 1% to reach a modest 15% overall. It must do better than this.

One complaint was received this year. It related to the temporary appointment of a unilingual person to supervise a word processing unit. The matter has not yet been resolved.

National Film Board

Thanks to some judicious fine-tuning, the National Film Board has managed to maintain and even improve upon an already excellent official languages performance.

The Board has 467 bilingual positions and a very high 93.3% of these are occupied by employees who meet the language requirements. The requirements of

several positions in the administrative area, as well as in the technical and administrative support categories, have been upgraded. All of the Board's 30 distribution centres have the capacity to serve clients in their preferred official language and publications are bilingual. With characteristic thoroughness, the Board plans to carry out a survey to gauge the degree of client satisfaction with the linguistic quality of the services it provides, and comments from the public will be analysed to determine areas requiring corrective action.

Anglophones and Francophones are roughly equal among the NFB's 1,027 employees. Since films are produced in English and French by separate production units and the Board's headquarters is located in Montreal, a 50-50 ratio does not seem inappropriate.

The majority of employees who are recruited to provide central services to staff, or service to the public, as well as those at the senior management level, are bilingual when hired. Obviously, this approach can only have a positive effect on the language-of-work climate within the Board. It is not surprising therefore that both languages are freely used at management committee meetings and that, as a general rule, employees can work and be supervised in their preferred official language.

In 1982, the one complaint lodged against the National Film Board concerned the inauguration ceremony in English only of new office premises in Winnipeg. The matter has not yet been resolved.

National Harbours Board

For the National Harbours Board, 1982 was largely a year of revitalization: studies, analyses, surveys, plans and forecasts — all of which kept the ship of progress from venturing out of port.

The Board did, however, provide all harbour employees with information on official languages. It also looked at the matter of bilingual positions to be staffed on an imperative basis. And it set about devising ways of making managers responsible for official languages programmes and for monitoring their performance.

The Board also conducted a survey in order to determine the need for service to the public in the two official languages, but since the questionnaire was sent to employees rather than clients, there may be some reason to wonder about the validity of the results. Generally speaking, however, although their exact number is not known, there appears to be a sizeable percentage of bilingual employees, and service to the public is satisfactory from the linguistic point of view.

The Board's 1,700 employees, located in 15 ports and at headquarters in Ottawa, generally work in the language of their choice. In Quebec ports, French is the principal language of work while English is used elsewhere. Both languages are freely used at headquarters.

Anglophones represent 59% of the 133 employees at headquarters and Francophones 41%. In the ports, the two language groups are geographically

polarized: of the 937 employees in Quebec, 883 are Francophones, and Anglophones account for 623 of the 677 employees outside Quebec. The Board will need to take steps to check this polarization and to work toward more satisfactory representation of the official-language minorities. Particularly worrying is the declining participation rate of Anglophones in Quebec, which will require decisive action to halt, let alone to reverse.

Three complaints were lodged against the National Harbours Board this year and the Board has been unduly slow in dealing with them.

National Health and Welfare

The Department of National Health and Welfare has maintained a reasonable standard of linguistic competence in the area of service to the public. Language of work and participation problems remain a more difficult nut to crack.

Of the Department's 9,068 employees, some 30% occupy bilingual positions. Service in both languages is particularly well handled in Income Security and Social Services, the two branches with most frequent contact with the general public. In Income Security, service standards for each office have been established on the basis of a survey of clients' language preferences, and an implementation plan to achieve these standards has been approved by senior management. In Social Services, most contacts with the public are in the New Horizons Program; since the Branch has a 90% bilingual capability, it seldom has problems providing service in both languages.

Although contacts with the general public are more limited for the Health component, the three branches — Health Services and Promotion, Health Protection and Medical Services — have designated areas of significant demand and are preparing action plans to help meet this demand.

The language-of-work situation has not yet shown much improvement. Although a number of initiatives undertaken by the Department may produce results in the longer term, English remains by far the predominant language of work at headquarters and in most areas outside Quebec.

Departmental efforts to improve matters have largely been focussed on language training to upgrade the bilingual capability of supervisors and employees who provide personnel and central services. As mentioned in our last Report, the Social Service Programs Branch, in conjunction with the Public Service Commission, set up a special language training course aimed at upgrading the comprehension skills of Anglophone employees in order that their Francophone colleagues could be understood when they spoke French during meetings. Preliminary results indicate that those who participated were generally happy with the project, and the use of French has increased in the Branch. This is an interesting initiative which should be the subject of careful evaluation to determine the extent to which it might be helpful elsewhere in the Public Service.

Overall Francophone participation has increased marginally to almost 22%. While slight progress has been made among the 1,951 scientists, rising to 15% from 14% last year, the operational category remains virtually as it was — 10.3% of 863 employees.

Much-travelled Fitness and Amateur Sport has moved again. As of October 1, 1982, it left the Department of the Secretary of State to become part of National Health and Welfare. Our audit of the Branch revealed that it has not yet developed a comprehensive official languages policy and guidelines governing financial assistance to sport and fitness associations. Furthermore, although it is able to provide adequate service to the general public, very few of its sport consultants are capable of providing service in French or of fostering the participation of Francophones in the activities of the sport governing bodies. It was also observed that managers generally have no clear idea of goals and objectives in the area of language reform and have little commitment to the resolution of linguistic problems.

At year's end, we were informed by Health and Welfare that a number of initiatives were being undertaken to improve the situation in this area. A review has been carried out of the linguistic capability of the Branch and of client associations; a senior official has been given the responsibility of co-ordinating Branch official languages programmes; an official languages plan for the Branch is to be drawn up in early 1983; the National Sport and Recreation Centre has been invited to prepare a similar plan; and sport and fitness associations will be made aware that continued financial assistance will be conditional upon their ability to provide a much broader range of services in both official languages. We shall be looking to see what success the Department has in following through with these measures in 1983.

In 1982, we received 20 complaints concerning the Department. Most referred to unilingual English telephone reception and unilingual signage. The Department showed excellent co-operation in handling complaints which, on two occasions, were resolved the day after they were brought to its attention.

We received five complaints against Fitness and Amateur Sport. One which is dealt with in Part II of this Report concerned a lack of service in French provided to a group of Francophone athletes; two involved correspondence in English sent to Francophones; another dealt with a document which was not available in French; and the last concerned an English term in a French text. Good co-operation was shown in the handling of complaints.

National Library

The National Library managed in 1982 to maintain its position as one of the better institutions in terms of official languages. Progress was made on both the service and language-of-work fronts, although in the latter a little tidying up is still required. On the debit side, Anglophone participation dropped somewhat in the administrative support category.

In order to evaluate the linguistic quality of its services to the general public, the Library conducted the survey referred to in our last Report. Of the 88 people who

responded, only four were dissatisfied: two Anglophones and two Francophones. These results are no doubt attributable to the fact that 337 of the Library's 576 employees are in bilingual positions and 286 of them meet the language requirements. The Library now intends to monitor client satisfaction on a regular basis.

As part of its effort to improve its bilingual capability, the Library has virtually eliminated the lowest level of language proficiency for all middle and senior management positions. There are still, however, 11 positions at this level in the Collections Development Branch, which in any event has few bilingual employees. Until recently, none of the 15 employees dealing with other libraries for exchanges and collection research was bilingual. At year's end, an additional bilingual employee was hired, but there is obviously still room for improvement.

The Library estimates that there are three groups of employees, totalling 62 altogether and mainly in the administrative area, who work most of the time in French. Among the other groups, French is used between 25% and 50% of the time. A survey will be conducted within the next six months to determine with more certainty actual usage and employee satisfaction. All central and personnel services are available in both official languages.

Overall Anglophone representation is slightly low at 63.9%. It remains, however, at a healthy 74.4% in all employment categories except administrative support. In the latter, there are only 123 Anglophones among the 248 employees, a situation the Library should try to correct.

We received three complaints against the Library in 1982. One referred to a unilingual English job description; a second noted English abbreviations in a French text; and the third concerned unilingual English telephone reception in the Collections Development Branch. All three were satisfactorily resolved. As usual, the Library's co-operation on these matters was excellent.

National Museums

Last year, we noted that the National Museums of Canada provided generally good bilingual service to the public, but still exhibited weaknesses in matters relating to language of work and the balanced participation of Anglophone and Francophone employees. In 1982, the situation remained basically the same, and the appointment of official languages co-ordinators in the Corporation's various components has not yet produced the improvement we had hoped for.

Seven hundred and twelve of the Museums' 1,016 employees are in bilingual positions and 80% of them meet the required linguistic standards. The latter have been upgraded so that more positions call for the two higher levels of language competence than was previously the case. Bilingual service is provided by the various components of the National Museums within the National Capital Region and elsewhere in the country at travelling exhibitions. However, not all the Museums' scientific publications are available in both official languages and the French versions of descriptive labels at the Museum of Science and Technology and the War

Museum leave something to be desired. Furthermore, complaints indicate that the French in some of the documents put out by the National Gallery and the Museum of Natural Sciences is of poor quality. The Corporation should correct these deficiencies.

English continues to be the principal language of work in the Museums. Last year, we pointed out that a number of managers and supervisors were not sufficiently competent in French. Little has changed in 1982.

Overall Anglophone-Francophone participation within the Corporation stands at 69%-31%. However, Anglophones are under-represented in both the administrative support (59%) and operational categories (52%), and Francophones are under-represented in senior management (14.3%). Although the Francophones' situation has improved slightly in the scientific and professional category (from 10% to 12%) and in the technical category, where they now account for 17% compared to 16% last year, these figures are also too low. Given this kind of imbalance, it is hardly surprising that French takes a back seat within the Corporation as a language of work.

The 12 complaints lodged against the Museums in 1982 covered such matters as the poor quality or lack of French in documents, publicity material and oral presentations for the public's benefit. All were settled in a satisfactory manner.

National Parole Board

The National Parole Board has managed to emerge from last year's linguistic doldrums and is steadily setting a progressive course. Although its overall language situation has always been fairly good, the Board does have a few persistent weaknesses — in particular the problem of unilingual Board members — which it is finally beginning to correct.

A Committee of Board members, headed by the Vice-Chairman, has designed a programme to evaluate the language knowledge of new appointees and plan language training as required. Five of the 26 permanent Board members are either taking language instruction or scheduled to do so. Others are planning to participate in exchanges to areas where their second language is spoken. Nine are already bilingual.

In view of the limited contact the administrative staff has with the public, bilingual capacity is satisfactory: over half of the 260 occupied positions at headquarters and the five regional offices are designated bilingual, and 93% of the incumbents meet the requirements. The offices in Moncton, Montreal and Kingston have adequate capacity in English and French and the Board will establish bilingual positions in Saskatoon and Burnaby as vacancies occur.

Bilingual application forms and information brochures notwithstanding, it still appears to be the case that few Francophone inmates in institutions outside Quebec exercise their right to a parole hearing in French: less than one per cent of the hearings held outside Quebec were in French. One explanation we have been

offered is that, because the atmosphere in these institutions is overwhelmingly English, inmates become accustomed to using it in all aspects of prison life. The reasons why a parole hearing is held in a particular language are too important to be left to speculation. The officers of the Correctional Service of Canada are responsible for advising inmates about parole application procedures, and we strongly suggest that the Parole Board collaborate with this agency to investigate the matter.

The proportion of Anglophones and Francophones among Board members is unchanged from last year at 65% and 35%. Francophones are still slightly over-represented on staff at 40%, a level which is maintained throughout the range of occupational categories. We would suggest that the Board look at its staffing process to ensure that qualified Anglophones are encouraged to apply for positions at all levels.

Management has made some efforts to encourage greater use of French at meetings and unilingual French reports are now routinely presented. Internal communications of a general nature are monitored and reminders issued when they are unilingual. Nevertheless, the Board must examine the reasons why at headquarters, where Francophones make up 49% of the staff, only 28% of performance appraisals were completed in French.

We received no complaints against the Parole Board in 1982.

National Research Council

During the past year, the National Research Council has made steady progress in improving its official languages situation. The NRC is experiencing difficulty, however, in recruiting Francophone scientists, a problem highlighted by its President in his appearance before the Joint Committee on Official Languages.

There is also room for improvement in the quality of services offered to the public. However, in order to ensure the linguistic quality of its publications, the Council did set up a text-editing facility in 1982, thereby correcting a deficiency noted in last year's Report.

The Council employs over 3,200 people and has a total of 766 bilingual positions. Only 3% require a superior level of proficiency, but an on-going assessment of linguistic profiles has resulted in a 12% increase in the number requiring an intermediate proficiency level, to a total of 375. Only 72% of incumbents meet the language requirements of their positions, 3% less than in 1981.

Overall Francophone participation at the NRC has continued its upward trend, increasing by 2% to 19%. However, it stands at only five out of 41 in the executive group, a situation that warrants the Council's special attention. It should also increase its efforts to recruit Francophones in the scientific and professional and technical categories, where their participation rates are still low (10.4% and 15% respectively).

Much remains to be done if both official languages are to enjoy equality of status in the scientific and technical operations of the NRC. At present, French is the language of work at the Industrial Materials Research Institute in Quebec and at three research units in the National Capital Region. There are also plans to increase the number of units working in French in Ottawa and to establish a laboratory in New Brunswick that will function in French.

A study of NRC's work documents reveals that they are generally available in both official languages, and the remaining unilingual manuals are in the process of being produced in bilingual format. The Council has also recently undertaken a survey to determine the extent to which employees may work in their preferred official language; we very much hope the results will show the way toward a number of improvements.

One complaint concerning unilingual English telephone reception was lodged against the Council in 1982. It was satisfactorily resolved.

National Revenue (Customs & Excise)

Despite some laudable efforts, the 1982 language picture at the Department of National Revenue (Customs and Excise) looks no brighter than last year. On the positive side, the Department held information sessions, developed an internal language training programme, set up terminology centres in several regions and expanded its text revision service. Nevertheless, service in French is not always readily available to the public travelling across the border or going through customs posts at international airports, the two languages have not yet achieved equal status as languages of work, and there are still geographical and hierarchical imbalances in Anglophone and Francophone representation.

The Department has almost 10,000 employees who serve the public from regional offices across the country, at approximately 100 border crossings and airports and in some 500 other offices. Almost one-third of the employees occupy bilingual positions and 90% of them (2,685 of 2,980) meet the language requirements of their positions.

Even though the number of bilingual employees in most offices appears sufficient on paper, the Department is not always able to tap this capacity and provide adequate service without delay. Minority-language clients may be required to wait until a bilingual officer can be summoned by telephone or, in some cases, have to deal over the telephone with an officer located miles away. We have observed in earlier reports that the telephone referral system is cumbersome at best. It seems clear that it is not in keeping with the kind of service which should be available at customs posts, especially given "the nature of the office," to use the language of the new Constitution, and we must recommend firmly that it be replaced by adequate bilingual service.

On the language-of-work side, the Department has taken steps in the right direction. Senior management has tried to encourage the use of French during meetings

by setting the example. For instance, during the management committee meeting of one branch, at least one item on the agenda is discussed entirely in French. The Department has also set up a language monitoring system for communications between Ottawa and the Quebec Region, and has developed technical glossaries to facilitate communication. However, working documents such as internal guidelines or instructions are still sometimes issued in English only. The main difficulty continues to be the lack of supervision in French, with many supervisors not meeting the requirements of their bilingual positions (20% in all, 31% outside Quebec).

Overall representation of Anglophones and Francophones remained stable this year at 74.8% and 25.2% respectively. There has, however, been a substantial improvement in the upper levels of the administrative services and finance groups, where Francophones were seriously under-represented (from 16.7% to 31% and from 6.7% to 14% respectively). However, the lack of Francophones is still obvious in the executive group (13%), and at the upper levels of the personnel and programme management groups (12% and 14% respectively), while Anglophone representation in Quebec is a low 6.9% (up from 6% last year).

We received 22 complaints against the Department in 1982, a considerable drop from the 45 which were lodged in 1981. They concerned the absence of service in French at border crossings or at airports, public documents with a faulty or missing French version and the absence of service in French at certain offices.

National Revenue (Taxation)

The Department of National Revenue (Taxation) proceeded cautiously along the path to language reform in 1982, but there still are a number of obstacles to overcome. Although the vast majority of Canada's 14 million taxpayers are dealt with very smoothly in their preferred official language, a number of gaps in service remain. Within the Department, the use of French is gradually increasing in the National Capital Region and New Brunswick, but supervision in their own language is not readily available to some Anglophone employees in Quebec and to many Francophones in other areas. Finally, in spite of departmental efforts to improve matters, imbalances in the participation of both language groups still persist.

Our audit of the Department revealed that internal audits and monitoring activities often neglect the subject of official languages and that it has an outdated policy and does not provide sufficient information to employees about their rights and responsibilities. With regard to service, we noted the following shortcomings: public relations activities do not give sufficient consideration to the needs of minority-language groups; many district offices fail to offer their public-enquiries services in both languages; and a few taxpayers have not been receiving their correspondence in their preferred language because of data input error. In addition, persons contacted in connection with tax avoidance investigations are not always given the option of using English or French.

The Department has roughly 16,000 employees, 81% of whom work outside the National Capital Region. Some 2,800 occupy bilingual positions and more than

88% meet the language requirements of their positions. Given the demand for service in French and English in almost all parts of the country, we are of the opinion that the number of bilingual positions in most regions, especially in the new data centres, is too low.

French predominates as the language of work in Quebec and English is used virtually everywhere else, including head office. Internal manuals and publications are bilingual, but directives and circulars are sometimes issued in one language only, even in bilingual areas. Internal services are generally available in both languages and the Department has been doing a good job of offering equal training opportunities to the two language groups.

The overall representation of both linguistic groups stands at an acceptable 74.3% Anglophone, 25.7% Francophone. However, at the executive level there are only six Francophones compared to 33 Anglophones. Also, minority official-language communities are under-represented in almost all regional offices. In the Quebec Region, Anglophones represent less than 3% of the staff.

In 1982, the 35 complaints lodged against the Department dealt with such matters as correspondence mailed to the taxpayer in the wrong official language, telephone service not readily available in the client's preferred language, and lack of bilingual counter service. Three concerned language of work and participation. Almost half of these complaints originated in the National Capital Region. The Department responded expeditiously to individual complaints; however, faster action to correct the underlying problems could have prevented a number of them from arising.

Natural Sciences and Engineering Research Council

The Natural Sciences and Engineering Research Council has maintained its enviable ability to provide high-quality service to both linguistic communities. It has also managed to increase Anglophone participation significantly.

Good service can be put down to the fact that there are a sizeable number of bilingual positions at NSERC, that most are occupied by linguistically qualified staff, and that a good proportion have reached either an intermediate or advanced level of proficiency. In addition, committees assessing grant and scholarship applications appear to have a sufficient bilingual capability and a linguistically balanced membership. The Council has also expanded its French text-editing facility, thereby improving the quality of its services to Francophone clients.

There are approximately equal numbers of Anglophones and Francophones at NSERC (45 and 44 respectively). Three of the Council's eight senior managers are Francophones and both groups are well represented in the administrative and foreign service category. In the administrative support category, however, Anglophone participation increased only slightly, to 14 of 44. NSERC should persevere in its efforts to correct this imbalance.

Our 1982 linguistic audit of the Council revealed that employees are, for the most part, supervised in their preferred official language. We also noted that English predominates as the language of internal written communication and of most selection committee meetings. We have drawn attention to this problem in past reports, but NSERC has not yet adopted measures to promote the increased use of French by committee members. We suggest it do so.

We received no complaints concerning NSERC in 1982.

Petro-Canada

While there has been some progress during the year, the dynamism that Petro-Canada displays in its commercial activities is not yet evident in its handling of linguistic matters. An official languages policy was produced in the spring, with the promise of an action plan to follow, but the plan did not materialize until the end of the year. Although some progress was made in the meantime, mainly in the marketing area, it was largely unfinished business from 1981.

Petro-Canada has installed bilingual signs at just over 90 of its 1,350 service stations — 53 in Ontario (21 in the National Capital Region), 34 in New Brunswick and Nova Scotia, and seven in the Prairies. These stations were chosen because census information showed there was an official-language minority group in their immediate vicinity, but the selection can hardly be regarded as complete. Moreover, there has not yet been any systematic assessment of demand for service in both languages at stations which deal primarily with travellers.

The Company has also declined to install any bilingual signs at its stations in Quebec. Nor has it taken steps to regularize the use of the accent on its legal name in French. In our view, neither of these situations is compatible with the equality of status accorded the two official languages by the Official Languages Act or the new Constitution. Petro-Canada's acquisition from BP Canada of a further 1,640 service stations (giving it a 20% share of the retail market in Quebec, among other things) will make it all the more important that it act decisively on these matters.

Petro-Canada's promotional pamphlets are available in both languages, usually in bilingual form, and it makes a point of placing advertisements in the minority-language press. Since October, bilingual application forms for credit cards have been available at its service stations across the country, and customers can be billed in the official language of their choice, no matter where they live.

Information on the linguistic capabilities of Petro-Canada's 6,000 employees, and on the distribution of Anglophones and Francophones within the organization, is fragmentary. The identification of positions requiring a knowledge of both languages has barely begun. A survey of translation needs has been carried out but priorities have still to be determined and a system set up to do the work expeditiously.

On the other hand, there seems to be growing acceptance of the official languages policy since it was announced in the employees' newspaper in the summer. No

less than 220 employees in Calgary and 70 in Montreal are taking French courses. Commendable though this is, Petro-Canada must see to it that corporate linguistic reform is built not only on employees' interest in language training but on a firm organizational framework which actively involves managers at all levels.

Twenty-three complaints were received in 1982 and 21 were carried over from 1981. They related to unilingual signs, forms, billboards, personal service, advertisements, and the absence of an accent on Petro-Canada in French texts. Twenty-six were resolved. Co-operation improved as the year went on.

Prime Minister's Office

This year we conducted an audit of the Prime Minister's Office that confirmed its capacity to provide service to the public in both official languages and revealed steady improvements in its language-of-work situation.

The Office has adopted a consolidated policy on official languages, has set objectives with managers, and is now establishing control mechanisms to ensure that they are respected. However, we remain concerned about the lack of written guidelines for evaluating employees' language skills.

Fifty-two of the 71 PMO employees are bilingual and the Office has no trouble ensuring that its services are offered in both official languages. The use of French as a language of work has also increased since we first began scrutinizing the PMO. French-speakers use their language more freely at meetings and when drafting reports, and generally have no difficulty obtaining central and personnel services in French. However, our audit revealed that employees are not always supervised in the language of their choice and we have recommended that the Office revise its official languages policy to recognize this right specifically.

The staff of the Office includes 35 Anglophones and 36 Francophones. The high level of Francophone participation results from their preponderance in the administrative support category, where they occupy 23 of the 40 positions. At more senior levels, 12 employees are Anglophone and five Francophone.

We received no complaints about the PMO in 1982.

Privy Council Office

The Privy Council Office provides assistance to Cabinet with its research and secretariat services and guides all departments through the intricacies of Cabinet decision making. To date it has had little problem doing so in both languages, although too many Cabinet documents are still submitted in English only (or with "French to follow") and we would urge the Office to take a firmer line with departments and agencies on this matter. The PCO should be a leader, not a follower, in matters of language use; this has too seldom been the case in the past.

In previous reports we have also suggested that the Office take a more energetic approach to language of work. This year we are pleased to note that it has taken a number of initiatives designed to encourage greater use of French. Managers are evaluated on their attainment of official languages objectives, and stricter control measures are being implemented.

The proportion of bilingual positions rose to 86% from 82% last year and the practice of hiring linguistically qualified staff is now the norm. A very high proportion of incumbents meet the language requirements of their positions (246 out of 286). Since discussion of Cabinet memoranda can be complex, the Office has also raised the level of language skills required for a number of positions. An interesting initiative is to fill officer positions with candidates who have an intermediate knowledge of their second language, and require them to attain an advanced level within two years.

In order to encourage employees to use their own language freely, emphasis has been placed on comprehension rather than expressive skills. A few problems persist: at the management level only 19 of 29 incumbents meet the language requirements of their positions; the Office itself estimates that telephone calls are answered in both languages only 75% of the time; and, like many government agencies, PCO cannot be sure of having bilingual commissionaires on duty.

Management encourages Francophone employees to use their language at work and French is being used more frequently at meetings. Internal work documents produced by PCO are bilingual, but over half of PCO's Francophone employees were evaluated this year in English. The Office has, however, agreed to add a question to the evaluation form asking the employee to state his or her preferred language.

Overall, Francophones account for 164 of the Office's 343 employees (48%). Their numbers are particularly high in the administrative support category where they make up 56% of the staff. At the executive level, Francophones remain under-represented at 17%.

In 1982, we received two complaints against the PCO. The first, concerning a unilingual commissionaire, was settled with dispatch; the second, which concerned the absence of publicity in the minority-language press, arrived late in the year and was still active at year's end. Our Office also initiated discussion on a more complex case involving working papers drafted and distributed in English only by the Royal Commission on Conditions of Foreign Service. While we recognize the difficulty of translating all such documents, we have suggested that the PCO establish language guidelines for the reports of commissions. This question remains under study. Four complaints carried over from 1981 have been resolved, including three concerning the poor quality of the French text of a press guide to the Economic Summit.

Public Archives

Public Archives maintained its excellent record in official languages during 1982. Improvements have been noted in service to the public and language of work, but

efforts could still be made to raise the participation of Anglophones, particularly in the administrative support and operational categories.

As we noted last year, archival services are offered in the language of the client, and all information material is produced in both official languages. There are still problems, however, with a lack of bilingual people in security services and the cafeteria. At the same time, there have been some improvements in the latter area — the quality of French on menus is better than in the past, and two part-time bilingual employees have been added to the regular staff of eight.

A re-evaluation of bilingual positions with a view to raising their standards has now been completed for all senior and middle management positions, and the lowest level of proficiency has been eliminated. Of the 786 employees in the organization, 511 are in bilingual positions and almost 77% of them meet the language requirements.

The Archives estimate that Francophones work in French between 25% and 50% of the time, although in some areas, particularly in administrative support, the figure rises as high as 90%. All central and personnel services are available in both languages. A survey will be conducted within the next six months to determine with more certainty actual rates of usage of the two languages and employee satisfaction.

Francophone participation has risen to close to 38% from 36% last year. This is mainly due to the high proportion of Francophones in the administrative support and operational categories, where they represent 43.2% of 203 employees and 46.1% of 21 employees respectively. The Archives should try to bring more Anglophones into these areas.

No complaints were received against the organization in 1982. This is a noteworthy improvement since there had been a total of 13 in the previous two years.

Public Service Commission

The Public Service Commission has shown considerably greater leadership this year as a central agency with a major role in the area of official languages. The Commission also performed well in terms of service to the public and language of work, but the overall proportion of Anglophone employees is still low.

The Commission has maintained a very high bilingual capability at headquarters and in its regional offices. Close to 74% of its approximately 2,500 positions are bilingual and 80% of their incumbents meet the language requirements. Anxious to continue in this vein, the Commission issued directives to its managers and employees in 1982 to remind them of their linguistic responsibilities, and near the end of the year it conducted a survey to measure the degree of public satisfaction with the language aspect of its services. A few complaints received during the year reveal that telephone reception is not always in both languages in certain units at headquarters.

The Commission is also in an advantageous position in the language-of-work area. Both languages are used regularly in all sectors and at all levels, in both written and verbal communications. Ninety per cent of Anglophones and 70% of Francophones received their performance appraisals in their own language. Although the Commission compares very favourably with other federal institutions in this respect, it should nevertheless try to determine why about one-third of Francophones received their appraisals in English.

The participation of each language group has remained unchanged over the past few years, with Francophones (excluding the language training group) comprising 58% of staff and Anglophones 42%. There is better balance in the management category, where Anglophones make up 60% of staff; in administrative support, however, they represent only 32% of 830 employees. The Commission could and should make a greater effort to rectify this situation. Francophones also account for 76% in the language training group, which is less surprising, given that the majority of students are enrolled in French-language training.

In terms of its role as a central agency, the Commission has been more active this year in reminding departments and agencies of their obligation to provide documentation to candidates entering competitions in the language of their choice. It has also tightened up the language requirements for members of selection boards and has improved its capacity to offer professional training in both languages, particularly in the area of computer programming and courses for senior managers and executives.

Last year, we urged the Commission to take more decisive action to help establish a better balance in various departments with respect to representation of the two language groups in certain regions and employment categories. There is some good news to report on this front. In co-operation with Treasury Board, the Commission has completed a plan to improve Francophone participation among scientific and professional staff and is putting the finishing touches on a study of the participation of official-language minorities in New Brunswick, Quebec and northern and eastern Ontario where members of the minority communities are clearly under-represented. However, the Commission and Treasury Board must keep up the pressure on departments so that plans are translated into concrete action.

As was the case last year, most of the 29 complaints received in 1982 concerned unilingual telephone reception and correspondence, lack of documentation in French for candidates entering competitions and the absence of competition notices in minority-language weeklies. Twenty complaints have been resolved satisfactorily and nine are under study. The issue of the publication of competition notices in weeklies is still unresolved. The Commission has been more co-operative this year in settling complaints.

Public Service Staff Relations Board

The Public Service Staff Relations Board has maintained its good reputation for service to the public in both official languages, and has taken steps to deal with the language-of-work problems noted in previous annual reports and in our 1981 audit.

In 1982, the Board surveyed its clientele to determine more precisely the preferred language of its numerous correspondents. The Board began to revise its language policy, and the language requirements of certain positions are being reviewed to bring them more into line with operational needs.

Over two-thirds of the Board's staff are considered to be bilingual. Of 165 employees, 136 occupy positions requiring a knowledge of both languages and 116 meet the language requirements. In addition, simultaneous interpretation is available at public hearings conducted anywhere in Canada. Arbitration decisions are delivered in both languages, with priority accorded to the language in which the hearing was held. Although delays in translation continue to be the norm rather than the exception, the Board does publish in both languages simultaneously any decision affecting large numbers of people.

The Board has made considerable progress in increasing the use of French as a language of work. All work documents are available in both languages, as are specialized training courses. Employees are encouraged to use French at meetings and in drafting reports, and have been informed of their right to have their performance evaluations prepared in the language of their choice. However, a significant number of Francophone employees do not choose to exercise this right. The reason for this situation may become clear in 1983 as a result of a questionnaire which has been distributed to employees to determine their degree of satisfaction with the use of English and French at work.

The remaining difficulties in the language-of-work area are all the more surprising when one considers that almost half the Board's staff are Francophone. Of 165 employees, 85 are Anglophone and 80 Francophone, and seven of 14 senior managers are Francophone. Although we do not consider these proportions to be too far out of line, the Board should continue to monitor them and to ensure that Anglophone candidates are made aware of positions that become available.

We received no complaints about the Board in 1982. Two carried over from 1981 were successfully resolved.

Public Works

Public Works has been dragging its feet when it comes to official languages matters; it is high time that it stepped up the pace of reform. The "imminent publication" of its official languages manual which we mentioned last year finally took place at the beginning of November, but a lack of evaluation, monitoring and control mechanisms continued to hamper the correction of deficiencies in the areas of language of service and language of work. We began an audit of the Department at the end of 1982 that should enable us to reveal in greater detail both its progress and its shortcomings.

This sizeable department has almost 9,000 employees located at headquarters in Ottawa and at six regional and 16 field offices. Approximately 1,700 employees occupy bilingual positions but 28% of them do not meet the language require-

ments of their positions, a disturbing two per cent increase from last year. We also have to report that, of the 2,262 bilingual positions, less than five per cent require a superior knowledge of both languages, and a surprising number have different requirements of English and French for the same position. One-third of the positions require only an elementary knowledge of English, French or both, a figure which is hard to justify on the face of it.

In the West, 20 new bilingual positions have been created, bringing the total number to 25, but at year's end only six of the incumbents were bilingual. There has been a similar, though smaller, increase in the number of bilingual positions in other regions. However, the fact that many positions are not filled, or that the incumbents are not bilingual, leads us to question the quality of service provided.

Signage continues to be a cause for complaints. Public Works is still having problems installing acceptable bilingual signage on leased and lease-purchase property because of difficulties in reaching agreement with lessors over costs and signs that will suit existing decor.

Outside Quebec, the language of work is primarily English. Written directives are often sent out in English, with "French to follow", and supervision is not always available in the employee's preferred language. A lack of training courses in French continues to be a problem and English is generally the language of meetings at head office. Indeed, since no monitoring systems are in place and no language-of-work survey has been conducted, the Department does not really seem sure of the extent of the problems in this area. These questions evidently need to be taken more seriously; vigorous action is long overdue.

Although overall Anglophone-Francophone representation in the Department is acceptable (73.4%-26.6%), there are imbalances in several categories. Francophones constitute only 22.4% of management, 16.5% in the scientific and professional category, and 21.5% in the administrative and foreign service category. There are also geographical inequities. Francophones are under-represented in Manitoba and New Brunswick (0.8% and 14.7% respectively) and Anglophones are under-represented in Quebec (3.7%). The Department must make a concerted effort to achieve a more acceptable balance of both language groups.

We received 17 complaints this year, most dealing either with signs or with service. The Department is still very slow in settling such matters.

Regional Industrial Expansion

Last January, the Department of Regional Economic Expansion was merged with the section of the Department of Industry, Trade and Commerce in charge of industry, small business and tourism. The new agency was baptized the Department of Regional Industrial Expansion. Let us hope that its first steps in the world of official languages are in the right direction.

Since the reorganization was still under way at the end of 1982, we are unable to provide much by way of detail about the official languages programme. However,

during the transition period, newly created bilingual positions are generally being staffed on an imperative basis and the Department has already conducted an audit of the linguistic quality of telephone communications with the public, notified managers of irregularities and helped check recurrences through follow-up activities. Managers who supervise unilingual employees in bilingual positions are periodically required to indicate the measures they adopt to guarantee bilingual services to the public. Lastly, a specialized language training programme is being developed to help Anglophone commerce officers improve their ability to communicate with clients in French.

English is the dominant language in most sectors, and the new Department has a long way to go before French becomes an everyday language of work. Although a number of managers are unilingual, administrative arrangements compensate for this to a certain degree and employees may choose the language of their evaluation. Central and support services are usually available in both languages, but many job descriptions exist only in English.

Since the Department has not yet completed its review of incumbents and positions, we are unable to confirm whether Anglophone and Francophone participation will be adequate at all levels. At first sight, however, it looks as if the proportions will be equitable.

In 1982, four complaints were lodged against Industry, Trade and Commerce and four against Regional Economic Expansion. The first four concerned unilingual telephone reception, a unilingual internal publication, unilingual English signage in a shopping centre, and an English document sent to a Francophone. The others were about announcements placed in an English-language daily newspaper but not in a Francophone weekly in the same region, unilingual English telephone reception and the absence of French on signs. The Department's co-operation in resolving these matters was very good.

Royal Canadian Mint

The Royal Canadian Mint maintained a stable and relatively healthy language situation in 1982. The Corporation continues to offer its services in both English and French, although it still has a problem with Anglophone participation and, paradoxically, with the use of French as a language of work.

The Mint has not yet completed its review of its official languages policy or taken steps to provide guidelines for its employees, two measures we have recommended in the past. It has, however, begun asking visitors to its plants to comment on its language performance, a commendable initiative.

The Mint offers its services to the public and issues its publications in both official languages. Twenty-seven per cent of its total staff of 652 are in bilingual positions and 75% are occupied by incumbents who meet the language requirements, an appreciable increase over last year's figure of 62%.

On the language-of-work front, English remains the language used in internal written communications despite very significant Francophone representation. French is used more freely in oral communications at the senior level, but it has not yet extended to other levels, and employees are usually evaluated in English. Personnel and central services are available in both languages, but this is not always the case with work documents.

Anglophones are still under-represented overall at 48%, except in the technical category where they have increased to some 70%. Little seems to have been done since last year to change this situation and senior management should act more decisively as positions become vacant.

We received six complaints against the Mint in 1982. Four of them concerned English-language advertisements placed in bilingual airline company magazines; the other two related to minor errors in serving the public. They were settled satisfactorily.

Royal Canadian Mounted Police

The Royal Canadian Mounted Police has made a determined effort in 1982 to come to grips with its official languages programme. However, the task is not made any easier by an inadequate number of bilingual police personnel.

In last year's Report we criticized the persistently high proportion of bilingual positions filled by unilingual police personnel. We also took note of the lack of regulations governing the language aspect of the staffing process, and the RCMP has now corrected this anomaly. However, it has not yet found reliable means of keeping track of the linguistic capabilities of its police personnel and has been unable to provide up-to-date statistics on this subject. This situation is unacceptable, for such data are essential for determining bilingual staff requirements.

The 1981 figures provided by the Force (unfortunately the most recent available) give an idea of what still remains to be done: only 16% of the 16,500 police positions were designated bilingual at that time, and only 55% of the incumbents met the requirements. We noted last year that this rate had remained unchanged for three years and we have no reason to think that it is different this year. Among civilian staff, however, the situation is somewhat better: 945 of the 3,800 positions are designated bilingual and almost 80% of the incumbents met the language requirements at the end of 1982.

Generally speaking, RCMP services are available in both languages in New Brunswick and in Quebec. The situation is gradually improving in Ontario, although unfortunate incidents occasionally surface to remind us that Francophones are not always served in their own language, even at locations as important as Parliament Hill. In Western Canada, slight progress has been made, but a number of regions have too few bilingual employees to meet the needs.

The RCMP is actively involved in providing language training to its staff and has developed two training programmes especially adapted to their requirements.

About 400 employees took language courses in 1982. The Force also provides its staff periodically with information about its official languages programme. However, in light of the two complaints mentioned below, current efforts are clearly not sufficient to prevent serious misunderstandings about the need for bilingual staff and about what the Force is prepared to do to enable its officers to become bilingual.

Anglophone participation among police personnel is 86% and Francophone 14% (compared to 13% in 1981). In order to attract more Francophones to its ranks, the RCMP has conducted a vigorous recruiting campaign which appears to be bearing fruit: the proportion of new French-speaking recruits was 24% between April 1981 and March 1982. This exceeds previous results, but is still considerably below the 33% objective set by the Force. Moreover, despite some progress, there are still too few Francophones in the senior ranks, where only nine of 61 officers are French-speaking. Among civilian staff, French-speaking personnel comprise 22% of the total, compared to 20% in 1981.

The RCMP is attempting to develop the use of French in the workplace by increasing the number of bilingual positions and by offering language training to unilingual employees. At headquarters, the use of both languages is encouraged from time to time at senior executive meetings by the use of simultaneous interpretation services. Unilingual Anglophone supervisors still present a major problem, however, and over 35% of the Francophones working in bilingual regions are not satisfied with this situation.

We received 23 complaints about the RCMP in 1982, two of which made the headlines. Members of "A" Division and of the Security Service's Ontario Regional Office alleged that these divisions had too many bilingual positions, thus unfairly restricting Anglophone officers' opportunities for advancement. After examining the situation, we concluded that most of the designations were justified, given the nature of police contacts with the public, and the types of internal communications involved. However, we were also of the view that the RCMP's method of providing information to its personnel, particularly with respect to opportunities for language training, left something to be desired.

Most of the remaining complaints concerned unilingual English reception services, either by telephone or in person. Twelve were settled while 11 others were still being studied at the end of the year. Nine from earlier years were also settled. Unfortunately, the RCMP is sometimes very slow in investigating complaints.

St. Lawrence Seaway Authority

The St. Lawrence Seaway Authority seemed to be ice-bound in its official languages activities in 1982. For example, a policy was finally developed but has not yet been distributed, and mechanisms for applying it and monitoring its effects are not yet in place. Such mechanisms are necessary if the Authority's employees are to understand their responsibilities toward their clientele, who include the general public, tourists and the personnel of merchant ships and pleasure boats.

The Authority's obligations toward Seaway travellers seem to have been underestimated: as soon as shipping leaves Montreal and sails west, service in French is no longer guaranteed. Yet the Seaway's own surveys reveal that approximately 40% of pleasure-craft operators passing through the Iroquois lock near Prescott prefer to communicate in French. Although the Authority hires summer students to provide bilingual services at Iroquois, such services are not available 200 nautical miles further along the system, at the Welland Canal. In fact, in the Western Region, whose offices are located in St. Catharines, only about 30 of the 600 employees are bilingual. On the other hand, the Eastern Region, which is based in St. Lambert, has approximately 280 bilingual employees among its staff of 445.

Including the 100 bilingual employees at the executive headquarters in Ottawa and operational headquarters in Cornwall, 34% of the Seaway's entire staff (400 of 1,190) claim a knowledge of both official languages, but this is by their own assessment. Without wishing to bureaucratize the operation, we believe that a better method of evaluation is called for.

The language-of-work situation reflects the geographical distribution of the offices and locks: English is used exclusively in the Western Region, French predominates in the East, and both are used at headquarters.

Participation of the two language groups has remained stable: 39% of employees are Francophones and 61% Anglophones. Since the Eastern Region represents 38% of staff and the Western Region 50%, we consider these proportions acceptable. At the two headquarters, Francophones represent 35% of staff, but at the St. Lambert Engineering Branch only two of the 15 engineers are Francophones, a weakness we have mentioned in the past.

No complaints were received about the Seaway itself this year, but we did receive four against its subsidiary, the Jacques-Cartier and Champlain Bridges Corporation. The first case involved a receipt dated in English only and the others unilingual French signage; they were promptly resolved.

Science and Technology

The Ministry of State for Science and Technology maintained its strong bilingual capability in 1982. It has also achieved more equitable participation and surveyed its employees with a view to improving the language-of-work situation.

Over three-quarters of its 156 employees occupy bilingual positions and 87% of the incumbents are linguistically qualified. Since virtually all of these positions require an intermediate or superior proficiency level, the Ministry is able to offer high-quality bilingual service to its clientele. All publications are available in both official languages and readers have been asked to identify, by means of a reply card, the language in which they wish to receive future publications.

The staff is composed of 93 Anglophones and 63 Francophones. In 1982, Francophone representation increased in almost every employment group, particularly in the scientific and professional category which now has two Francophones out of

13 where there was none before. Unfortunately, the proportion of Anglophones in the administrative support category (21 of 54) has dropped by 4% since last year. Anglophone representation is also low in four of the Ministry's five organizational units.

The Ministry encourages Francophone employees to work in French, and central and personnel services as well as work documents are generally available in both official languages. In addition, a recent survey revealed that 95% of the employees are supervised in their preferred language. Despite this seemingly positive language-of-work climate, the same survey indicated that French is used only 37% of the time by Francophones and 16% of the time by Anglophones, both proportions having decreased since last year. Management will therefore have to develop a tailor-made strategy to provide more opportunities to work in French.

No complaints were lodged against the Ministry in 1982.

Science Council

The Science Council of Canada, established in 1966 as a national advisory body for science and technology policy, has attained a respectable level of linguistic competence.

Thirty-two of its 51 positions are designated bilingual and more than 70% of incumbents meet their language requirements. The Council provides adequate service to the public in both official languages, especially since steps were taken this year to ensure that telephone and visitor reception are consistently bilingual.

The Council's main point of contact with the public is through its numerous publications, most of which are released in English and in French. However, the translated versions of documents such as background studies and proceedings of workshops are not always released simultaneously with the originals.

The Science Council has a staff of 33 Anglophones and 18 Francophones. Only one of the 12 employees in the scientific and professional category is Francophone, and Anglophones are under-represented among administrative officers and support staff.

Most central and personnel services are provided in both English and French and, for the most part, the Council's employees are supervised in their preferred language. However, with the exception of one or two units in which there is a concentration of Francophones, the predominant language of work is English. At general staff meetings, participants are aware that they may use either official language but most Francophones choose English out of deference to their unilingual colleagues. The Science Council should adopt more vigorous measures to encourage its bilingual employees to use French more often as a language of work.

The only complaint lodged against the Council in 1982 dealt with unilingual English telephone reception and was quickly resolved. There are two outstanding complaints from previous years, both concerning the non-availability of publications in French.

Secretary of State

The Department of the Secretary of State has taken steps to strengthen some of the weaker areas we pointed out last year. The language requirements of all citizenship court positions are being reviewed and guidelines giving the correct procedure for dealing with citizenship candidates will shortly be sent to all the courts. All public-contact positions within the Department are also being re-examined to determine whether the required linguistic skills should be upgraded. Furthermore, the Department plans to give new, detailed instructions on how to provide service to the public to all employees supplying telephone and face-to-face reception services. However, it still does not exercise effective control over the linguistic aspects of services provided by organizations that receive financial assistance from it. More attention must also be paid to Anglophone-Francophone participation.

Excluding the Translation Bureau, 884 of the Department's 1,429 employees occupy bilingual positions, the great majority of which call for linguistic skills at the higher levels. Eighty-six per cent of them meet the language requirements of their positions. At present, members of the public can generally obtain services in their preferred official language at all the Department's offices, although telephone reception still causes occasional problems and correspondence is sometimes sent out in the wrong language.

The Department provides financial assistance to a variety of associations. A general provision included in the terms and conditions governing grants and contributions requires that such organizations respect the requirements of the Official Languages Act. However, no more specific guidelines in this area have been established to date and there is apparently little attempt to monitor compliance. As this problem is one that affects many departments and agencies, it is being examined on what is termed a priority basis by a committee of officials, of which the Department is a member. One must hope the committee will complete its work more quickly than most; in the meantime the Department should take the lead by demonstrating in a practical way what can be done to ensure respect for the Official Languages Act.

Not counting the Translation Bureau, the Department is composed of 54% Anglophones and 46% Francophones. Anglophone participation is therefore still too low in general terms, and has decreased over the year by 2% to 45% in the administrative support category. At the same time, the proportion of Anglophones at the management level has increased to 51% compared with 27% last year. Francophone representation in the technical category now stands at a reasonable 27%, compared to 17% last year, and in the scientific and professional category they make up 25%. These figures indicate that there have been improvements, but the Department should still try both to achieve a more reasonable overall participation rate and to remove sectorial imbalances.

The Translation Bureau is a special case. Eighty-one per cent of the translation it does is from English to French, and 85% of its employees are Francophones.

Generally speaking, most employees in the National Capital Region can communicate with their supervisors in their preferred official language. The day-to-day language of work varies from sector to sector depending on the nature of its activities

and the linguistic make-up of its staff, and meetings are often held in the two languages when both groups are strongly represented. At the regional level, English is the language of internal communication, except in Quebec where it is French and in New Brunswick where both languages are used.

Nineteen complaints involving the Department were received in 1982, of which five concerned unilingual telephone reception in Hull, Montreal, Hamilton, Edmonton and Vancouver. Another seven related to correspondence in the wrong language, and the remainder touched on a variety of language-of-service problems. All were handled in a co-operative manner by the Department.

Senate

In 1982, the Senate opened its eyes to its official languages responsibilities and took a firm step or two on the road toward language reform. Although it still has a considerable distance to go, particularly in the area of language of work, its efforts allow a pleasant pause in our annual lament about this institution.

One indication of the new climate is the appointment of an official languages co-ordinator who will draw up a general action plan, complete with deadlines, thereby acting on one of the recommendations of the Joint Committee on Official Languages and on another that we had made following our 1977 audit. The Senate also plans to identify the language requirements of its positions and evaluate the language skills of their incumbents.

Other positive measures introduced in 1982 include the appointment of a bilingual legal advisor, the revision of the French text of the Senate Regulations, improved simultaneous interpretation services for committee meetings, and putting the finishing touches on bilingual inscriptions on the Senate side of the Parliament Buildings. Steps have also been taken to ensure that security guards are able to receive visitors in both languages. With one or two exceptions, all committee clerks are now bilingual.

Although the Senate administration has not yet evaluated the language skills of its staff, it estimates that approximately 65% of its 374 employees may be classified as bilingual. Moreover, the number of employees enrolled in language training rose from four last year to 52 this year.

The Senate's efforts to date have been based on principles which need to be set out more explicitly to guarantee uniform application. Control mechanisms are also required to measure progress in a methodical manner. These two matters are on the priority list for 1983.

Although approximately 58% of staff are Francophone and 42% Anglophone, the Senate is not in a position to provide data on the distribution of the two linguistic groups by employment category. In our view, these figures are essential to evaluate the situation accurately and to introduce necessary corrective measures.

On the language-of-work front, the practice of issuing notices and directives to employees in both languages continues, and French is now used more often in meetings. On the other hand, supervision is not always provided in the appropriate language and the bilingual capacity of central services is weak at the senior levels. In 1983, the Senate should examine the language-of-work question more closely.

Three complaints were received in 1982. The first concerned the absence of simultaneous interpretation at a committee meeting held in Guelph; the second was a complaint about unilingual telephone reception; and the third involved a unilingual inscription. These complaints and three others from previous years were satisfactorily resolved. The Senate's co-operation in settling complaints has greatly improved.

Social Development

The Ministry of State for Social Development can provide service in either language to client departments, but has not yet managed to resolve its language-of-work problems. A few adjustments are also required to correct imbalances in the participation of both language groups.

Of a total of 71 employees, 49 are in bilingual positions and, of these, 41 meet the language requirements. Since most departments deal with the Ministry in English, the number of bilingual employees would appear to be sufficient.

English is the main language of supervision and is used almost exclusively at meetings. The Ministry should adopt stronger measures to correct this situation. On the other hand, memoranda to staff are now issued in both languages, and personnel and central services are available in the preferred language of individual employees.

The Ministry has 45 Anglophone and 26 Francophone employees. Overall Francophone participation is thus rather high, mainly as a result of the fact that Francophones account for 53% of the 32 employees in the administrative and foreign service, scientific and professional, and administrative support categories. At the middle and upper management levels, on the other hand, only nine of the 39 employees are Francophone.

No complaints were received against the Ministry this year.

Social Sciences and Humanities Research Council

In terms of service to the public and language of work, the Social Sciences and Humanities Research Council would be a hard act to follow. However, the Council should not expect a standing ovation until there is a better linguistic balance between its English- and French-speaking staff.

Since all but one of its positions have been designated bilingual, and the vast majority of incumbents are linguistically qualified, the Council experiences no difficulty in providing service to the public in both official languages. The clientele, one-quarter of which is Francophone, consists mainly of academics from universities across Canada who apply for research grants and scholarships. All application forms and other publications are available in both languages and the Council communicates with its clients in their preferred language, both orally and in writing.

Of 97 employees, 61 are Francophone and 36 Anglophone. The overall participation rate of Anglophones has declined again this year and they are under-represented in almost every category and at all levels. The Council should be taking more vigorous steps to correct this serious imbalance, which we have noted in our last two reports.

The language-of-work situation at the Council is enviable, with employees able to use their preferred official language in almost all work situations. However, a number of Anglophones and Francophones, apparently in deference to their supervisors, accept performance appraisals in their second language. The Council is aware of this deficiency but has not yet taken corrective measures, either by clarifying its official languages policy in this regard, or by determining the language preference of its employees.

No complaints were lodged against the Council in 1982.

Solicitor General

The Secretariat of the Ministry of the Solicitor General is not finding life easy on the road to linguistic reform. Last year we thought we detected some movement, but the intervening months have shown that this was illusory.

The Secretariat has still not distributed its official languages policy and, although it commenced action to fill the position of co-ordinator of official languages, a permanent incumbent has yet to be appointed. In fact the administration of the official languages programme has been provisional for over two years and will remain so pending the reorganization of administrative services and the Human Resources Branch. Until senior management takes decisive action toward putting the official languages programme on a permanent footing, progress will continue to be slow.

For instance, although 178 of the 253 occupied positions are bilingual, most require only minimum or intermediate level skills. Consequently, staff are frequently unable to respond verbally to complex questions and are obliged to use translation services for their written replies. The Secretariat therefore decided last year to upgrade the language requirements of 52 positions. All well and good, except that in reality only nine positions are affected, since the language requirements of the remaining 43 will not be changed until they are vacated.

Anglophone-Francophone representation remains unchanged at 71%-29%. The number of Francophones has, however, increased significantly in the management category where they represent 25% of the executive and 33% of senior

management; they also make up 30% of the administrative and foreign service group. Notwithstanding a 2% increase in the proportion of Francophones in the scientific and professional category, they are still under-represented at 10%.

A concomitant of having more French-speaking managers should normally be greater use of French in day-to-day operations. However, this does not appear to be the case. Headquarters remains as predominantly English as it was last year. Only five per cent of performance appraisals (11 of 222) were completed in French and the Secretariat has yet to meet its own objective — set in 1979 — of ensuring that employees are supervised in their preferred language. Ten of the 54 supervisors do not meet the language requirements of their positions.

The one complaint we received in 1982 concerned the lack of bilingual capability among students hired for the summer project "Operation Identification" which is sponsored by the Secretariat. It is still under review.

Standards Council of Canada

Variety may be the spice of life, but standardization is better for business. The role of the Standards Council of Canada, a newcomer to our review, is to promote standardization in Canada and to facilitate domestic and international co-operation in the field. The Council employs a total of 67 people at headquarters in Ottawa and at its International Standardization Branch in Mississauga.

Although the Council's bilingual capacity is weak in some areas, it is generally able to provide satisfactory bilingual service to the public. Our recent audit revealed, however, that it has not yet developed a specific official languages policy.

Since most standards-writing organizations operate in English, that language is used predominantly in the work of the Council. The level of Francophone participation among its employees is also unsatisfactory and should receive closer attention from management.

The Council does not have bilingual positions as such, but 34% of the staff are bilingual and it actively seeks to recruit bilingual employees. Its Education and Information Branch, which has the most frequent contact with the public, has no difficulty providing service in either official language. However, the International Standardization Branch has only one bilingual clerk to handle requests in French; the National Standardization Branch does not have sufficient bilingual capability; and members of technical committees do not always receive documents in their preferred official language. Our Office has recommended that these weaknesses be corrected.

Owing to the absence of Francophones in management, the lack of personnel services in French and the significant number of unilingual English forms used in the Council, it is impossible for Francophones to work in French to any significant degree, except in the Education and Information Branch. This situation should also be corrected.

Overall, Francophones constitute 21% of the staff. They are, however, absent at the director level and in the International Standardization Branch. Four of the seven officers in the Education and Information Branch are Francophones, as is one of the ten in the National Standardization Branch. We have urged the Council to seek over time to increase Francophone participation in the categories and branches where it is weak.

No complaints were received against the Council in 1982.

Statistics Canada

The official languages situation at Statistics Canada has been steadily improving. This year, while continuing to provide satisfactory bilingual services to its large public, the Bureau made headway in the area of participation and took some interesting language-of-work initiatives.

About 44% of Statistics Canada's 4,814 positions are bilingual and 76% of the incumbents meet the necessary language requirements, a decrease of five percentage points over the last two years. The Bureau plans to increase its bilingual capability by hiring more linguistically qualified employees and providing more language training opportunities.

During 1982, Statistics Canada took steps to improve its services to the public. For example, respondents to its Labour Force Survey are now asked to indicate the official language in which they wish to be interviewed. In addition, the Bureau has decided to establish a bilingual capability in its Newfoundland office, the only one of its eight regional offices unable to communicate with the public in both official languages.

Overall Francophone participation now stands at about 35% (1,669 employees), but over three-quarters occupy junior level positions. This year, however, Francophone representation increased from 18% to 20% in the management category and from 19% to 23% in the scientific and professional groups. On the other hand, Anglophones are under-represented in the Montreal and Ottawa regional offices, and the participation of Francophones is weak in all regions outside Quebec and the National Capital.

On the language-of-work front, Statistics Canada, in conjunction with the Department of Health and Welfare, has set up a local language training centre specializing in second-language development courses. A special programme is also being developed to increase the bilingual capability of the Bureau's predominantly English-speaking supervisors. A recent language-of-work survey involving over 2,000 employees confirmed the need for improvement in this area, revealing that French was used only about 16% of the time as a language of communication with supervisors.

Statistics Canada has taken a number of other interesting language-of-work initiatives. For example, meetings are being held with Francophone scientific and professional employees to identify the problems associated with writing technical

and administrative texts in French. In addition, an updated and revised version of *Statistics Canada Terminology* is being prepared with the assistance of the Translation Bureau.

This year, seven complaints were lodged against Statistics Canada: four concerned various aspects of service to the public and the others related to the poor quality of French in internal memos and a billboard notice in English only. The Bureau was very co-operative in resolving them.

Supply and Services

The Department of Supply and Services consists of two separate Administrations, each with its own official languages plan and objectives. Supply deals with other federal institutions, suppliers and the general public, while Services is mainly concerned with present and former public servants. Both groups have made progress in the official languages sphere but are experiencing difficulty in making French a language of work.

Both Administrations have similar language-of-work situations. With the exception of offices located in Quebec, the use of English continues to predominate, despite the large number of Francophone employees and the fact that central services and work documents are generally available in both languages. The Department plans to review and upgrade the linguistic profiles of bilingual supervisory positions, and it has developed a new policy on the use of translation services. In addition, it is conducting a language-of-work survey among Services Administration personnel in bilingual regions, and may extend it to Supply employees next year.

The Supply Administration has 4,888 employees, of whom 2,104 (43%) occupy bilingual positions. Although 86% of the incumbents meet the language requirements, almost half entail only a low level of oral proficiency in French. Nevertheless, the Administration is generally able to offer bilingual services to its clients, although Francophone firms occasionally receive calls for tender and specifications in the wrong language. This occurs because departments almost always submit these documents in English only and, in some cases, the Administration simply transmits the documents to suppliers without bothering to translate them. We believe management should come to grips with this easily-resolved problem without further delay.

The overall participation rate of Francophones within the Supply Administration is a rather high 42%. They represent 40% of the support staff and 63% of employees in the operational category. On the other hand, none of the 11 scientific and professional staff and only 187 of 1,022 employees in the Science and Engineering Procurement Service are Francophone. A better linguistic balance would be highly desirable.

Despite its large proportion of Francophones, the Administration has difficulty producing documents in French. Of the 13 complaints we received this year, nine dealt with documents and letters which were either unilingual English or written in

poor quality French. The other four concerned a lack of service to clients in their preferred official language. These complaints were handled in a co-operative manner.

The Services Administration's 5,271 employees are located across Canada, but have very little contact with the general public. There are 1,413 bilingual positions and over 81% of the incumbents are linguistically qualified, most of them having attained the two highest levels of proficiency. This year, the Administration conducted an extensive language-of-service survey involving public service pensioners. Of the 50,349 respondents, about 99% indicated that their dealings with the Superannuation Division were conducted in their preferred official language.

Francophones account for about 34% of staff of the Services Administration and, in the management category, their numbers have increased to ten out of 48. The Administration plans to improve Francophone representation in this category as well as in selected groups within the scientific and professional category. It should also make a serious effort to improve the participation rates of Anglophones in both the technical and operational categories, where they now represent 47% and 53% respectively.

In 1982, 13 complaints were lodged against the Services Administration. Ten of these concerned documents, letters and memoranda produced in English only, the remainder dealt with publicity. The Administration handled these complaints satisfactorily.

Supreme Court of Canada

The Supreme Court of Canada has no problem serving its public in both official languages, but we would like to see it do more to encourage the use of French as a language of work and to correct the under-representation of Anglophone employees. The Court administration, which has been rather inactive in the past in establishing an official languages programme, had begun moving in the right direction by year's end. It has no time to lose if it is to correct deficiencies that have persisted for several years.

At present, the Court administration still has no official languages policy or plan. A language co-ordinator will, however, be appointed in 1983 and will work with a management committee on these matters.

The Court offers service to the public in both languages. Of its 64 employees, 43 are bilingual and most have advanced language skills. All seven bilingual positions staffed this year were filled by linguistically qualified candidates.

The Court hears cases in either language, with simultaneous interpretation being used principally for cases attracting wide public interest or when arguments are being heard in French. Given the importance of the Court's activities, both practical and symbolic, we would hope to see this practice extended to cover all its cases. Judgements are also made public in both languages, the reasons for decision being published simultaneously in English and French when the case is one of

general interest, but otherwise appearing in the language of the proceedings and only afterwards in translation. We would like to see the translation delay, which now can be as much as three or four months, reduced to a minimum and eventually give way to a policy of simultaneous publication.

Even though 38 of its 64 employees are Francophone, the usual language of work at the Court is English. This situation persists because most Anglophone employees are unilingual, while their Francophone counterparts generally have a command of both languages. Finance and personnel services are available in English only, but other internal services are offered in both languages; all work documents are bilingual, and more performance evaluations were conducted in French this year than in 1981. The Court administration still has a long way to go in this area and should proceed more vigorously.

At the same time, it will have to move carefully to ensure that efforts to stimulate the use of French do not detract from plans to recruit more English-speaking employees who are under-represented at all levels. The proportion of Anglophones among Court employees has dropped from 51% in 1980 to 41% this year. The Court could attempt to deal with both the language-of-work and representation problems by more active recruitment of linguistically qualified Anglophones.

We received one complaint about the Court in 1982, to the effect that a schedule of judgements was only partially bilingual. The question was resolved satisfactorily.

Tax Review Board

Death and taxes may both be certain, but the latter at least are appealable. The duties of the Tax Review Board are to hear appeals on matters arising under the Income Tax Act and other related legislation and it has little trouble doing this in both English and French. However, our recent audit indicates that the Board should develop its own official languages policy and programme to increase the use of French as a language of work and to spell out participation objectives.

The three Francophone and four Anglophone members of the Board hold over 700 hearings a year at headquarters and in some 30 cities across Canada. Hearings are conducted in the preferred official language of the appellant; judgements are rendered in that language and then translated. Unfortunately, translations are not always produced as quickly as tax specialists and other interested persons might wish, and steps should be taken to accelerate the process.

Twenty-eight of the Board's 38 positions require a knowledge of both official languages and all but three of the incumbents meet the requirements. Paradoxically, although Francophones make up well over half of the staff, most are supervised in English and meetings are usually conducted in that language. To improve this situation, we have recommended that the Board make a special effort to promote a greater use of French on the job. Anglophones constitute only 40% of the staff and steps should be taken to increase their numbers, particularly in the support category.

No complaints were lodged against the Board in 1982.

Teleglobe

Teleglobe Canada has managed again in 1982 to maintain its excellent official languages performance.

The Corporation is able to serve its specialized public well in both English and French. Over 45% of its 1,379 employees (including about 20 telephone operators who handle overseas calls) perform duties that require a knowledge of both official languages, and the vast majority are linguistically qualified. Furthermore, Teleglobe is giving its operators special training to improve their language skills.

The overall representation of Anglophones and Francophones on the Corporation's staff, most of whom are located in Montreal, changed little this year and the ratio now stands at 51% to 49%. While most of the support staff are Francophone (72%), Anglophones outnumber Francophones in the administrative and foreign service and operational categories (68% and 61% respectively). The two groups are represented in approximately equal numbers in the management and scientific and professional categories.

Although English is generally recognized as the principal language of international telecommunications, Teleglobe has made a concentrated effort to promote an increased use of French in its own operations, especially in the technical and professional sectors where many Francophones continue to work predominantly in English. Almost all work documents are bilingual and employees are generally able to communicate with their supervisors, orally and in writing, in their preferred official language. A 1981 survey revealed that 89% of Teleglobe's staff were evaluated in their own language, an increase of about 3% over the previous year. Supervisors who do not yet meet the required standard of bilingualism will be given additional language training in 1983.

The new logo adopted by Teleglobe a year or so ago, more in keeping with the requirements of the Official Languages Act, does not appear to have resulted in any further linguistic fall-out. We again congratulate the Corporation for its helpful approach in dealing with this matter.

No complaints were lodged against Teleglobe in 1982.

Transport

In 1982, Transport Canada concentrated its attention on improving linguistic services in airports and on reviewing its official languages policy. Unfortunately, control mechanisms are still lacking and efforts to improve participation figures have not had the expected results.

The linguistic image of the Department is based primarily on what the public sees, and the people with whom it deals, at airports. It was therefore an important step to record all the language weaknesses in signage at 28 major airports and to begin implementing a programme to correct them. There were further developments regarding advertisements as well, and a contract signed in 1982 requires that they must henceforth appear in both official languages or in alingual form.

The linguistic performance of concessionaires is also being monitored; however, there is still a long way to go before official languages requirements in contracts are taken as seriously as they should be by those who are party to them. A campaign to make major concessionaires and air carriers aware of their responsibilities has been carefully planned, but it is being carried out more slowly than anticipated.

The marine sector is gradually improving its communications with the public, but the Central Region is only beginning to identify its clients. The Surface Transportation Administration, concentrated in Ottawa, has no trouble meeting written and telephone requests in the appropriate language.

The Department now has 3,855 occupied bilingual positions (20% of the total), 80% of which are filled by incumbents who meet the language requirements of their positions. In percentage terms, only the technical category recorded progress in comparison with last year, with the figures dropping by between 0.3% and 7.1% in other categories.

With regard to language of work, communications between headquarters and Quebec were the subject of a review in the Air Transportation Administration and the Coast Guard sectors. Reasons for the all-too-frequent exchange of information in English were identified, recommendations formulated, their implementation got under way and controls established.

The translation of existing work documents continues, and new ones appear simultaneously in both languages. In 1982, eleven million words were translated. The programme to translate manuals for the Pierre-Radisson ice breaker is also nearing completion, but only a small number of bilingual manuals are in the hands of the crew.

Francophone participation increased very slightly in 1982, to 21.6%. The Department established objectives by sector and region, and some progress was made, particularly in the scientific and professional category, where Francophone participation increased by 4.1% to 18.1% (130 of 717). In the regions, however, there was little progress and participation levels are still low: 8.4% in the Air Administration's Atlantic Region and 4.5% in the Marine Administration in New Brunswick, Nova Scotia and Prince Edward Island. At the same time, Anglophone participation in Quebec decreased by 1% to 8.5%, and the number of Francophones in the management category fell from 26 to 21, a drop that almost brought the figures to their 1978 level.

The number of complaints reflects the concerns of travellers: 28 of the 41 received this year dealt with signage or service in airports. The Department's good co-operation enabled us to close 62 files.

Treasury Board

As the agency largely responsible for government language policy, the Treasury Board Secretariat had a good track record in 1982. Unfortunately, however, it set

a poor example by at times neglecting to make official languages aspects an integral part of the programmes it develops for the Federal Government. It has also been slow to introduce improvements to the language situation within the Secretariat itself.

The Secretariat has a satisfactory bilingual capability: 72% of some 800 positions are designated bilingual and 86% of the incumbents meet the prescribed language requirements. Last year it committed itself to solving the problem of unilingual communications with other departments, but it subsequently decided to assign a task force to examine the matter in depth. The results of these deliberations should be known early in 1983.

With regard to language of work, the Secretariat has analysed the results of an employee survey conducted at the end of 1981, which revealed that the use of French by Francophones had risen from 30% to 40% in one year. There is still plenty of room for progress, however, particularly in communications with supervisors and during meetings, where Francophones use English over 70% of the time. Except for pay services, where there are some weaknesses, the central administration operates in both languages.

Overall participation figures are 66% for Anglophones and 34% for Francophones, and the proportion of Francophones in senior management rose from 21% last year to 25.5% this year. Francophone participation remains low, however, in the scientific and professional category (4 of 34), and Anglophones are under-represented in the administrative support category (47.6%).

A number of initiatives related to the Secretariat's official languages functions as a central agency are worthy of mention. These include implementation of a new policy on the provision of bilingual services in designated regions, to which Winnipeg and Toronto have been added. This policy has had a salutary impact on the language aspect of services provided by departmental offices in these areas. However, some departments appear to regard the policy as an escape hatch for avoiding their duties toward minorities outside the designated regions, and the Secretariat should intervene promptly at the first sign of any such misinterpretation.

Treasury Board has also conducted two studies in co-operation with the Public Service Commission and other departments as the basis for an effort to correct the under-representation of Francophones in the scientific and professional category and the unequal representation of both language groups in the bilingual regions. The first study is complete and the other should be finished shortly. The success of these studies will best be judged by the effectiveness of any resulting action.

The Secretariat has also issued a policy on scientific and technical publications, which requires that they be produced simultaneously in both languages whenever there is significant demand.

The Secretariat needs, however, to take a firmer line on the official languages aspects of a variety of policies and programmes directed toward the Public Service as a whole. For example, it has not established language standards for pilot

day-care projects, a responsibility which it cannot simply foist off on the departments involved. Similarly, it should be more persistent in countering departmental tendencies to use unilingual place names (in particular, for cities and municipalities) where both the English and French names are commonly used by the local population. And although it is no more than a detail, the Secretariat continues to use English acronyms to designate occupational groups in the public service, and seems not altogether clear what to do about the problem.

Two complaints were lodged against the Secretariat during the year. One concerned a unilingual briefing session on the Federal Identity Programme and the other was about instructions given in English only during a fire drill. The first complaint as well as 11 others received in 1981 were resolved during the year. The second is still under study.

Veterans Affairs

The relocation of the Department of Veterans Affairs to Charlottetown, which was to have been finished by late 1983, will not be completed until September 1984, and in the meantime we cannot be altogether sure of its consequences with respect to the language of service to the public or language of work within the Department. Nevertheless, in spite of the difficulties involved in attracting Francophones to Charlottetown, it is worth noting that 21% of DVA employees now working there are French-speakers. This is no mean achievement.

More than 25% of the Department's 4,442 employees occupy bilingual positions, and 80% of them meet the language requirements. Most of the positions call for language skills at the intermediate and superior levels. The percentage of linguistically qualified employees occupying bilingual positions stands at 84% in the Canadian Pension Commission, 71% in the Bureau of Pension Advocates, 78% in the War Veterans Allowance Board and 80% in the Pension Review Board.

By creating bilingual positions or raising the language requirements of existing ones, increasing language training, and stepping up the hiring of persons who can demonstrate the required language skills, the Department has made a special effort to ensure that its clientele is served in the official language of its choice. As a result, bilingual service is generally available, except in areas where demand for service in the minority language does not exceed five per cent.

Overall Anglophone-Francophone participation in the Department stands at 64%-36%. The percentage of Francophones has increased from 29% to 32% in the scientific and professional category, and by one percentage point (to 20%) in the administrative and foreign service category. They also make up 31% of the employees in the technical category, and 27% of those in administrative support. However, Francophones are still under-represented in the management category (1 of 9), and account for only 11% of the employees in the Veterans Land Administration. Anglophones, on the other hand, are under-represented in the operational category (40%). The Department should take steps to correct these imbalances.

French flourishes as a language of work in the Quebec Region and in certain sections at headquarters in Ottawa and Charlottetown. Elsewhere, although manuals and central and personnel services are generally available in both languages, Francophones tend to work in English. This situation is not likely to change until there are more French-speakers in senior management and more encouragement for Francophones to work in their own language.

No complaints were lodged against the four associated agencies in 1982. However, the Department itself was the target of nine complaints, eight of which were settled at year's end. Two concerned aspects of service to the public, and the other seven were about a language-of-work situation that arose at the Veterans' Hospital at Sainte-Anne-de-Bellevue as a result of the appointment of a unilingual English interim director of nursing.

The long-standing question of unilingual English signs on roads leading to war cemeteries of Canadian interest in France is still unresolved. As part of the restoration and bilingualization of the Memorial Chamber on Parliament Hill, which is now virtually complete, an attempt is being made to establish a better linguistic balance in the Books of Remembrance of the two World Wars. The Department has thus far taken a very helpful stance on this matter, and we are hopeful that a successful outcome is in prospect.

Via Rail

The Via Rail language reform story in 1982 is a study in status quo. In past reports, we have made repeated requests for a joint union-management understanding on official languages matters. But all for naught, or so it would seem: Via signed yet another collective agreement last year without even a whisper about language requirements. Perhaps they have not heard that there is now a constitutional provision, as well as a federal statute, which requires them to provide services to the public in both official languages.

There were nevertheless a few sparks of hope that new strategies were being planned in 1982 as a solution to the on-board service problem. They were fanned to a healthy flame when union and management sat down as a joint committee to discuss the bilingual crew issue, only to be snuffed out when the committee stopped meeting last July after the service cuts, apparently with no plans to meet again. By contrast, the ReserVia telephone system appears to have overcome its growing pains and counter service is increasingly available in the language of the customer's choice.

Also on a positive note, a study of the language-of-work situation has been conducted for Via Quebec and headquarters in Montreal (with 809 and 407 employees respectively), and similar plans are apparently on the drawing board for the remainder of the Corporation's 3,500 employees. Personnel services continue to be available across the country in the language of employees' choice, and the minutes of senior management meetings, where both languages are used, are now produced in bilingual format. However, the continued treatment of Ontario and

New Brunswick as unilingual English areas remains a problem requiring immediate attention.

Via Rail has just completed a cross-country inventory of its employees' linguistic status. Preliminary results indicate that Francophones now occupy 30% of senior management positions at Via Quebec and 27% at headquarters, but remain totally absent from the senior management ranks at Via West, Via Ontario and Via Atlantic.

Complaints this year were similar to 1981. Not surprisingly, 17 of the 35 received this year concerned lack of service in French on board trains (five of these, it should be noted, involved CN employees), with the remainder divided between service in stations and other areas such as publicity and telephone reception. Eighteen complaints had been resolved at year's end. Via appears to be taking an increasingly remote approach to complaints. In one instance, it replied that Francophone passengers would simply have to live with slower service due to lack of bilingual staff. Another response suggested that a complainant had been unfortunate in somehow not choosing to direct his question to the only bilingual employee on the train. Are we to conclude that obtaining service in the language of the customer's choice is like waiting for the Friday night lottery results?

APPENDICES

RECOMMENDATIONS OF THE SPECIAL JOINT COMMITTEE OF THE SENATE AND OF THE HOUSE OF COMMONS ON OFFICIAL LANGUAGES CONCERNING LANGUAGE OF WORK AND EQUITABLE PARTICIPATION[a]

- That the Official Languages Act be amended so as to include a section stipulating that employees of federal departments, agencies and Crown corporations should, subject to the requirements of the Official Languages Act respecting the provision of service to the public, be able to carry out their duties in the official language of their choice.

- That Section 2 of the Official Languages Act be amended so as to establish the declaratory and executory nature of the Act.

- That the Official Languages Act be amended so as to include a provision whereby every law of Canada, unless it is expressly declared by an Act of Parliament to operate notwithstanding the Official Languages Act, shall be so construed and applied as not to abrogate, abridge or infringe the rule set forth in Section 2.

- That Section 36(1) of the Official Languages Act be amended so as to include the following definition: 'law of Canada' means any Act of Parliament of Canada, enacted before or after the coming into force of this Act, any order, rule or regulation thereunder, and any law in force in Canada or in any part of Canada at the commencement of this Act that is subject to be repealed, abolished or altered by the Parliament of Canada.

- That all acts, orders, rules and regulations or any of their provisions in force at the present time which fall within the jurisdiction of the Parliament of Canada and which are inconsistent with the Official Languages Act or Secions 16 to 20 of the Canadian Charter of Rights and Freedoms be modified as soon as possible in order to comply with the principles and provisions of the aforementioned Act and Charter.

- That the Commissioner of Official Languages undertake as soon as possible an in-depth study on the principles, the guidelines and the government programmes with respect to language of work.

- That regions designated for language of work purposes and administrative support services enabling public servants to work in the official language of their choice be determined by the Governor in Council on the recommendation of the Commissioner of Official Languages, following his study, and that regulations to this effect be adopted pursuant to Section 35 of the Official Languages Act.

- That Treasury Board subsequently undertake a process to reform, simplify and update its guidelines respecting language of work.

- Since it has been demonstrated that units working in French encourage the use of French as a language of work, we recommend: That efforts be continued to establish such units in departments and agencies of the federal government.

- That the Official Languages Act be amended so as to include a section stipulating that Canada's two official language groups shall be equitably represented in, and at all levels of, the institutions of the Parliament and Government of Canada.

[a] Submitted by the Committee in June 1982 in its fourth report to Parliament.

(Continued)

- That the Treasury Board Secretariat and the Public Service Commission develop clearer guidelines designed to help individual departments and agencies set appropriate participation targets for both official language groups in order to rectify certain imbalances in representation and thereby move more quickly toward achieving the Parliament's objective of equitable participation.

- That each department, agency or Crown corporation undertake a detailed analysis of the participation of the two official language groups within its own ranks, and take the necessary steps to correct any imbalance of a linguistic group being poorly represented either in an occupational category, or at a working level, or in a given geographic region.

- That the Treasury Board inform all departments of its expectations with respect to the implementation by managers of departmental official languages policies and explain in clearer terms the consequences that poor administrative practices in this area may have on the annual performance evaluation of managers.

- That all federal departments and agencies establish supervisory and evaluation mechanisms to provide systematic control over the degree to which departmental plans are implemented and policy requirements met, and that a report on such mechanisms be included in the annual plans they submit to Treasury Board.

- That December 31, 1983 be re-established as the date beyond which conditional appointments should no longer take place.

- That the Treasury Board and the Public Service Commission define and justify the exceptional situations in which conditional appointments may continue beyond December 31, 1983, and that these agencies take the necessary steps to eliminate such exceptional situations as soon as possible.

OFFICIAL LANGUAGES PROGRAMMES

1 Spending Estimates and Person-Years Allocated to Official Languages Programmes Outside and Inside the Federal Public Service, 1981-82 and 1982-83.

	1981-82		1982-83	
	Revised estimates ($ 000)	Person-years	Revised estimates ($ 000)	Person-years
EXTERNAL: PAYMENTS TO PROVINCES AND ORGANIZATIONS				
Secretary of State				
• Formula payments to provinces for minority- and second-language education	148,000[a]		140,000	
• Grants for youth-oriented language education programmes	33,269		36,095	
• Grants to official-language minority groups	18,000		21,000	
• Grants for bilingualism development programmes	1,899		1,899	
• Operating expenditures	2,786	62	3,227	58
National Capital Commission				
• Contributions to bilingualism programmes	300		300	
Commissioner of Official Languages	6,663	128	7,786	133
Sub-total	210,917	190	210,307	191
INTERNAL: PUBLIC SERVICE AND ARMED FORCES PROGRAMMES				
Treasury Board				
• Official Languages Branch	3,785	66	4,164	67
Public Service Commission				
• Language training	26,004	752	29,210	752
• Administration and other programmes	6,185	296[b]	5,604	166[b]
Secretary of State				
• Translation Bureau	66,796	1,845	76,758	1,845
Other departments and agencies	60,976[c]	714[b]	64,633[c]	750[b]
Armed Forces	58,934	1,791	62,546	1,835
Sub-total	222,680	5,374	242,915	5,415
TOTAL	**433,597**	**5,564**	**453,222**	**5,606**

[a] Includes $8 million for adjustment payments in the final year of a multi-year agreement.

[b] Includes former language teachers reassigned through the Career Orientation Programme.

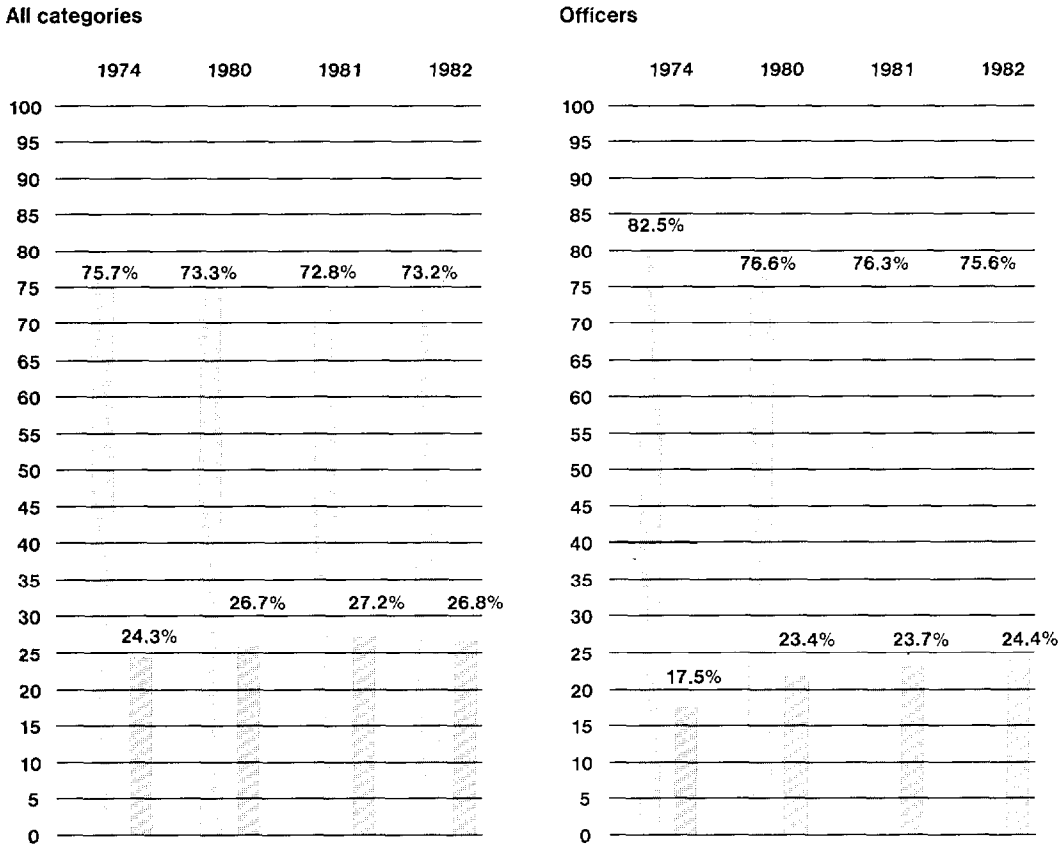
[c] No longer includes replacements for employees undergoing language training.

Sources: Main Estimates and Supplementary Estimates, 1981-82 and 1982-83, as well as reports from relevant departments and agencies.

THE TWO OFFICIAL LANGUAGE COMMUNITIES IN THE PUBLIC SERVICE OF CANADA

2

Percentage Distribution of Public Servants by First Official Language[a]—All Employment Categories and Officer Categories[b], 1974, 1980, 1981 and 1982.



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 they refer to public servants' mother tongue rather than their first official language. The representation of Anglophones and Francophones reported by the Commission in all categories at that time was 78.5% and 21.5% respectively.

[a] The Public Service Commission and the Treasury Board define first official language as the "official language [English or French] with which an employee feels a primary identification".

[b] Includes the following categories: Management, 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).

SECOND-LANGUAGE ENROLMENT, BY PROVINCE

3 Number and Percentage of the Total School Population[a] Studying French as a Second Language in School 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, 1981-82 and 1982-83

ELEMENTARY LEVEL		Total enrolment	Second-language enrolment Number	%	Instruction time devoted to second language %
Newfoundland	1970-71	101,877	21,835	21.4	5.0
	1981-82	84,437	37,458	44.4	6.4
	1982-83	82,407	37,518	45.5	6.7
Prince Edward Island	1970-71	16,818	3,561	21.2	8.0
	1981-82[b]	11,471	6,905	60.2	6.3
	1982-83[d]	11,520	6,800	59.0	6.0
Nova Scotia	1970-71	121,894	12,642	10.4	7.0
	1981-82	93,396	46,114	49.4	7.2
	1982-83	91,476	44,588	48.7	7.2
New Brunswick	1970-71[b]	61,923	37,305	60.2	8.0
	1981-82	44,103	30,168	68.4	9.0
	1982-83	42,242	31,328	74.2	9.6
Quebec	1970-71	824,026	339,484	41.2	9.0
	1981-82[b]	557,960	235,631	42.2	10.0
	1982-83[d]	571,400	240,000	42.0	10.0
Ontario	1970-71[b]	1,356,705	514,173	37.9	7.0
	1981-82[b]	1,114,665	676,409	60.7	11.6
	1982-83[d]	1,081,000	670,000	62.0	12.0
Manitoba	1970-71	134,465	39,739	29.6	5.0
	1981-82[b]	101,023	44,989	44.5	6.7
	1982-83[d]	100,700	45,300	45.0	7.0
Saskatchewan	1970-71	133,514	6,950	5.2	8.0
	1981-82[b]	106,883	6,668	6.2	7.1
	1982-83[d]	104,600	6,800	6.5	7.0

[a] Does not include students for whom the regular language of instruction is English in Quebec and French in the other provinces.

[b] Figures revised since publication of the *1981 Annual Report*.

[c] Preliminary figures provided by the Department of Education.

[d] Statistics Canada estimate.

Source: Statistics Canada, Elementary and Secondary Education Section.

Continued

		Total enrolment	Second-language enrolment Number	%	Instruction time devoted to second language %
Alberta	1970-71	230,433	58,235	25.3	6.0
	1981-82[b]	226,543	52,405	23.1	7.4
	1982-83[d]	217,400	50,000	23.0	7.5
British Columbia	1970-71	333,340	18,558	5.6	5.0
	1981-82[b]	299,162	84,374	28.2	5.5
	1982-83[c]	292,885	81,836	27.9	5.5
TOTAL	**1970-71[b]**	**3,314,995**	**1,052,482**	**31.8**	
	1981-82[b]	**2,639,643**	**1,221,121**	**46.3**	
	1982-83	**2,595,630**	**1,214,170**	**46.8**	
SECONDARY LEVEL					
Newfoundland	1970-71	58,853	37,895	64.4	10.0
	1981-82	60,070	34,291	57.1	11.1
	1982-83	59,245	34,457	58.2	11.0
Prince Edward Island	1970-71	13,008	10,794	83.0	10.0
	1981-82[b]	12,719	7,358	57.9	10.7
	1982-83[d]	12,630	7,200	57.0	10.5
Nova Scotia	1970-71	85,615	59,955	70.0	13.0
	1981-82[b]	82,189	50,790	61.8	12.1
	1982-83	82,159	50,591	61.6	12.1
New Brunswick	1970-71[b]	53,310	42,708	80.1	12.0
	1981-82	49,310	31,994	64.9	14.3
	1982-83	47,280	30,579	64.7	14.6

[b] Figures revised since publication of the *1981 Annual Report.*

[c] Preliminary figures provided by the Department 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	%	%
Quebec	1970-71	515,907	515,846	100.0	14.0
	1981-82[b]	393,228	385,363	98.0	16.0
	1982-83[d]	382,700	375,000	98.0	16.0
Ontario	1970-71	549,827	269,079	48.9	13.0
	1981-82[b]	574,913	191,916	33.4	14.4
	1982-83[d]	558,000	184,000	33.0	14.0
Manitoba	1970-71	102,076	55,640	54.5	10.0
	1981-82[b]	87,415	33,621	38.5	11.3
	1982-83[d]	84,600	33,000	39.0	11.5
Saskatchewan	1970-71	113,053	77,928	68.9	10.0
	1981-82[b]	91,633	39,508	43.1	9.7
	1982-83[d]	88,370	38,000	43.0	10.0
Alberta	1970-71	195,554	80,607	41.2	10.0
	1981-82[b]	202,831	55,809	27.5	11.1
	1982-83	200,000	56,000	28.0	11.0
British Columbia	1970-71	193,651	127,293	65.7	10.0
	1981-82[b]	197,765	90,699	45.9	11.3
	1982-83[c]	198,415	87,852	44.3	11.0
TOTAL	**1970-71[b]**	**1,880,854**	**1,277,745**	**67.9**	
	1981-82[b]	**1,752,073**	**921,349**	**52.6**	
	1982-83	**1,713,399**	**896,679**	**52.3**	

[b] Figures revised since publication of the *1981 Annual Report.*

[c] Preliminary figures provided by the Department of Education.

[d] Statistics Canada estimate.

Source: Statistics Canada, Elementary and Secondary Education Section.

FRENCH IMMERSION PROGRAMMES

4 French Immersion Enrolment, Grades in Which Offered and Number of Schools Where Offered, 1977-78, 1981-82 and 1982-83

		Enrolment	Grades	Number of schools
Newfoundland	1977-78	95	k to 2; 6 to 8	3
	1981-82	551	k to 9	7
	1982-83	742	k to 10	10
Prince Edward Island	1977-78	541	1 to 4, 7, 8	7
	1981-82[h]	1,465	1 to 12	14
	1982-83[d]	1,600	1 to 12	15
Nova Scotia	1977-78	127	p to 1; 6 to 8	3
	1981-82	865	p to 12	18
	1982-83	869	p to 12	15
New Brunswick	1977-78	3,179	k to 9	34
	1981-82	7,390	k to 12	62
	1982-83	9,162	k to 12	81
Quebec[c]	1977-78	17,800	k to 11	e
	1981-82	18,500	k to 11	e
	1982-83[b]	18,000	k to 11	e
Ontario[f]	1977-78	12,764	k to 8	160[d]
	1981-82[h]	18,352	k to 8	155
	1982-83[d]	19,700	k to 8	160
Manitoba	1977-78	1,667	k to 9	13
	1981-82[h]	5,770	k to 12	41
	1982-83[d]	7,500	k to 12	45
Saskatchewan	1977-78	407	k to 8	2
	1981-82[h]	2,175	k to 12	21
	1982-83[d]	2,800	k to 12	25
British Columbia	1977-78	1,301	k to 9	15
	1981-82[h]	5,659	k to 11	62
	1982-83[b]	7,952	k to 12	77
TOTAL	**1977-78**	**37,881**		**237[g]**
	1981-82[h]	**60,727**		**380[g]**
	1982-83	**68,325**		**428[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 the Department of Education.

[c] As in 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 in which French is the language of instruction at least 75% of the time.

[g] Does not include Quebec.

[h] Figures revised since publication of the *1981 Annual Report*.

Source: Statistics Canada.

MINORITY-LANGUAGE EDUCATION PROGRAMMES

5 Enrolment in Programmes Designed to Provide Education in Their Mother Tongue (English in Quebec and French in the Other Provinces), to Members of the Official-Language Minority Groups, Grades in Which Offered and Number of Schools Where Offered, for Each Province[a], 1970-71, 1981-82 and 1982-83.

		Enrolment	Grades	Number of schools
Newfoundland	1970-71	185	k to 10[b]	1
	1981-82	127	k to 10	2
	1982-83	123	k to 10	2
Prince Edward Island	1970-71	796	1 to 12[b]	7
	1981-82	529	1 to 12	3
	1982-83[b]	500	1 to 12	3
Nova Scotia	1970-71	7,388	p to 12	32
	1981-82	5,308	p to 12	31
	1982-83	5,049	p to 12	29
New Brunswick	1970-71	60,679	k to 12	196
	1981-82	48,614	k to 12	157
	1982-83	48,194	k to 12	157
Quebec	1970-71	248,855	k to 11	519
	1981-82	148,114	k to 11	472
	1982-83[b]	141,000	k to 11	460
Ontario	1970-71	115,869	k to 13	381
	1981-82	94,557	k to 13	374
	1982-83[b]	93,500	k to 13	370
Manitoba	1970-71	10,405	k to 12	49
	1981-82	6,411	k to 12	41
	1982-83[b]	6,300	k to 12	40
Saskatchewan	1970-71	765	k to 12[b]	12
	1981-82	1,403	k to 12	26
	1982-83[b]	1,350	k to 12	25
British Columbia	1970-71	—	—	—
	1981-82	785	k to 7	20
	1982-83[c]	1,084	k to 8	26
TOTAL	**1970-71**	**444,942**		**1,197**
	1981-82	**305,848**		**1,126**
	1982-83	**297,100**		**1,112**

[a] Alberta is excluded since it makes no distinction between programmes designed for Francophones and French immersion programmes for Anglophones.

[b] Statistics Canada estimate.

[c] Preliminary figures provided by the Department of Education.

Source: Statistics Canada.

OFFICE OF THE COMMISSIONER OF OFFICIAL LANGUAGES

Mandate

The Commissioner of Official Languages reports directly to Parliament and is responsible for overseeing the application of the Official Languages Act in federal departments and agencies. He is supported in his work by a Deputy Commissioner and an Office composed of three branches: Complaints and Audits, Information, and Policy and Liaison. These branches are in turn supported by personnel, financial and administrative services.

The Deputy Commissioner assists the Commissioner in ensuring that the status of both official languages is fully recognized. He is also responsible for the administration of the Office and for the supervision of its programmes.

The three branches reflect 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.

Complaints and audits

The Complaints and Audits Branch has the combined task of dealing with linguistic complaints and conducting language audits of government departments and agencies. It assists the Commissioner in his role as ombudsman and linguistic auditor. In fulfilling the ombudsman function, the Branch receives and deals with some 1,500 to 2,000 complaints yearly from individuals and groups who feel their language rights have not been respected. These complaints range over 150 or so federal departments and agencies. The linguistic auditor function goes beyond the investigation of individual complaints and is based upon regular evaluations of the performance of departments and agencies with respect to the requirements of the Act and the 1973 Parliamentary Resolution on Official Languages.

The Information Branch and Policy and Liaison Branch both assist the Commissioner in his third role as catalyst and promoter of language reform in the widest sense.

Information

The Information Branch 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.

Policy and liaison

The Policy and Liaison Branch analyses the Canadian language situation and co-ordinates the Office's policy positions. Through regional offices in Edmonton, Winnipeg, Sudbury, Montreal and Moncton, it also ensures a permanent presence in various parts of Canada and maintains close contacts with the official-language minority communities, with the federal and provincial authorities and with private groups.

Staff and budget

The Office of the Commissioner of Official Languages comprises 133 authorized positions, 63 in the Complaints and Audits Branch, 22 in the Policy Analysis and Liaison Branch, 16 in the Information Branch, and 32 in senior management and in the personnel, financial and administrative services. The Office's budget for the 1982-83 fiscal year is $7,786,000.

COMPLAINTS

6

Number of Complaints Received from Each Province, 1970-81 and 1982; Institutions Cited in Complaints and Nature of Complaint for Each Province, 1982

	1970-1981	1982						
	Complaints received	Complaints received	Institutions cited		Nature of complaints: French		English	
	Number	Number	Federal	Non-federal	Language of service	Language of work	Language of service	Language of work
Newfoundland	21	16	15	1	13	2	1	—
Prince Edward Island	76	10	9	1	10	—	—	—
Nova Scotia	201	26	25	1	21	3	1	1
New Brunswick	1,031	75	67	8	69	3	1	2
Quebec[a]	3,126	202	184	18	76	19	103	4
Ontario[b]	5,851	693	630	63	533	59	88	13
Manitoba	713	75	68	7	75	—	—	—
Saskatchewan	360	81	78	3	81	—	—	—
Alberta	482	86	79	7	83	1	2	—
British Columbia	283	54	50	4	54	—	—	—
Northwest and Yukon Territories	9	9	8	—	8	—	—	—
Foreign Countries	65	11	8	3	7	—	4	—
TOTAL	**12,218**	**1,337**	**1,221**	**116**	**1,030**	**87**	**200**	**20**

[a] Includes the Quebec portion of the National Capital Region.

[b] Includes the Ontario portion of the National Capital Region.

SPECIAL STUDIES AND AUDITS

7 Special Studies and Audits Conducted in Federal Departments and Agencies, 1980, 1981 and 1982.

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 and CN Marine)

Canadian Radio-Television and Telecommunications Commission

Commissioner for Federal Judicial Affairs

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

National Revenue (Customs and Excise)

Public Archives

Royal Canadian Mint

Secretary of State

Social Science and Humanities Research Council

Solicitor General

1981

Canadian Broadcasting Corporation (Engineering Section)

Consumer and Corporate Affairs

Economic Development, Ministry of State for

Federal Business Development Bank

Federal services in southwestern Nova Scotia

Fitness and Amateur Sport

Government Telecommunications Agency

National Arts Centre (participation and language of work)

National Health and Welfare

Participation of both official language groups in the public service

Press Gallery

Privy Council Office

Public Service Staff Relations Board

Royal Canadian Mounted Police

Social Development, Ministry of State for

St. Lawrence Seaway Authority

Transport

1982

Atlantic Pilotage Authority

Atomic Energy Control Board

Canadian Broadcasting Corporation

Canadian Centre for Occupational Health and Safety

Canadian Human Rights Commission

Canadian Transport Commission

CN/CP Telecommunications

Defence Construction (1951) Limited

Eldorado Nuclear Limited

Employment and Immigration (Northern Ontario)

Export Development Corporation

External Affairs (Posts Abroad and Passport Offices)

Federal-Provincial Relations Office

Finance

Language of Work in the Federal Public Service

National Defence (Structure and controls and official languages programmes co-ordinators)

National Revenue (Customs)

National Revenue (Taxation)

Natural Sciences and Engineering Research Council

Prime Minister's Office

Science Council of Canada

Standards Council of Canada

Tax Review Board

YOUTH PROGRAMMES: DISTRIBUTION

8 **Number and Percentage of *Oh! Canada 2* and *Explorations* Kits Distributed Upon Request in Each Province, and Size of the 7 to 12 and the 13 to 17 Age Groups in Each Province Expressed as a Percentage of the Total Group in Canada, 1979-80 to 1982**

	OH! CANADA 2			EXPLORATIONS		
	Kits distributed[a]		7 to 12 age group[c]	Kits distributed[b]		13 to 17 age group[c]
	Number	%	%	Number	%	%
Newfoundland	10,724	3.0	3.3	2,755	1.2	2.8
Prince Edward Island	3,359	0.9	0.6	2,172	0.9	0.6
Nova Scotia	14,209	3.9	3.6	5,941	2.5	3.8
New Brunswick	57,090	15.9	3.2	5,810	2.5	3.4
Quebec	48,544	13.5	26.0[d]	67,726	28.6	24.0[d]
Ontario	130,693	36.3	34.7	91,514	38.6	37.4
Manitoba	20,335	5.6	4.3	9,579	4.0	4.3
Saskatchewan	13,027	3.6	4.1	6,290	2.7	4.2
Alberta	29,402	8.2	9.2	11,956	5.0	8.6
British Columbia	27,542	7.7	10.6	28,324	12.0	10.6
Yukon Territory	530	0.2	0.1	259	0.1	0.1
Northwest Territories	2,261	0.6	0.3	264	0.1	0.2
Other[e]	2,312	0.6	N/A	4,245	1.8	N/A
TOTAL	360,028	100	100	236,835	100	100

[a] Kits distributed between November 7, 1980 (launching) and December 31, 1982.

[b] Kits distributed between September 22, 1980 (launching) and December 31, 1982.

[c] Derived from figures given in Statistics Canada Bulletin No. 81-210, *Elementary-Secondary School Enrolment*, 1980-81.

[d] No figures available for 1980-81. Percentages calculated on the 1979-80 figures in Statistics Canada Bulletin No. 81-210.

[e] Kits distributed to federal government departments, provincial government departments other than education, national organizations and other countries.

YOUTH PROGRAMMES: COSTS

9 **Development, Printing and Distribution of the *Oh! Canada 2* and *Explorations* Kits, Number of Copies and Costs, 1979-80, 1980-81, 1981-82 and 1982-83.**

	Development and Printing		Distribution[a]	
OH! CANADA 2	**Number of copies**	**Costs ($)**	**Number of copies**	**Costs ($)**
1979-80	301,508[b]	183,027[c]		
1980-81		124,540[c]	126,944	86,124[c]
1981-82	450,000	209,717	174,259	52,308[c]
1982-83			300,000[d]	75,000[d]
TOTAL	**751,508**	**517,284**	**601,203**	**213,432**
EXPLORATIONS				
1979-80	201,722[b]	756,712[c]		
1980-81		334,721[c,e]	148,173	283,798[c]
1981-82	131,025	569,891	53,517	109,683[c]
1982-83		106,000[d]	110,000[d]	160,000[d]
TOTAL	**332,747**	**1,767,324**	**311,690**	**553,481**

[a] Includes administration, advertising, evaluation and shipping costs.

[b] Development and printing costs cover two fiscal years.

[c] Figures revised since the publication of the *1981 Annual Report.*

[d] Estimate.

[e] Includes the printing costs for 200,000 additional poster-maps, *Languages of the World* and 100,000 additional brochures, *The Language File.*

INFORMATION MATERIALS

10

Publications, Audio-Visual Materials and Kits for Young People, Produced by the Office of the Commissioner of Official Languages and Available Upon Request.[a]

PRINTED MATERIALS

Annual Report. A bilingual publication tabled in Parliament each spring. Provides Senators and Members of Parliament as well as the general public with a yearly assessment of developments in language reform across Canada. About 200 pages in each language.

Language and Society. A bilingual quarterly magazine for those interested in language issues in Canada and other countries. Provides a wide range of information and opinion by Canadian and foreign contributors. About 24 pages in each language.

The Office of the Commissioner of Official Languages. A bilingual brochure describing the workings of the Commissioner's office, its mandate and its organization. Four pages in each language. For the general public and public servants.

The Official Languages Act: What Does It Really Say? A bilingual leaflet that explains the Act and the role of the Commissioner in clear and simple language. One page in each language. For the general public and public servants.

Your Language Rights: How They Are Protected. A bilingual leaflet outlining the rights protected by the *Official Languages Act*, the ombudsman role of the Commissioner and procedures for lodging complaints. One page in each language. For the general public and public servants.

Language Over Time. A bilingual poster with thumbnail sketches of language developments in Canada from Confederation to the end of the 1970s. 60 x 84 cm. For the general public and students.

Two Languages: The Best of Both Worlds. A bilingual poster whose theme is dramatized in bold colour and design. 53 x 70 cm. For the general public.

Indigenous Languages in Canada. A bilingual poster showing where native language groups are located, approximately how many people speak each of them, and what chance each has of surviving. 30 x 65 cm. For the general public.

Series of posters and transfers for children. Illustrations reflecting the bilingual nature of Canada.

KITS FOR YOUNG PEOPLE

Explorations. A bilingual kit, with three main components, leading 13 to 17 year olds on a voyage of discovery through the world of languages, to help them appreciate the international stature of English and French in a world of rich linguistic diversity. In the **Explorations** game, each roll of the dice whisks players to another part of the world. One side of the **Languages of the World** poster-map shows the official languages of more than 160 countries, while the other side shows countries where more than one language is spoken and those where English and French are used. The map also gives data on the use of English and French in Canada and shows where indigenous and some other languages are widely reported by Canadians as their mother tongues. The **Language File** booklet is a potpourri of articles, pictures and activities about the history and role of languages. **Components:** Game: rule book, game board and turntable, dice, coloured tokens and pegs, "chance" and "language" cards; Poster-map: 91 x 61 cm; Booklet: 16 pages in each language. *Separate copies of the Languages of the World poster-map and The Language File are available upon request.*

Continued

Oh! Canada 2. A bilingual "have-fun-while-you-learn" kit for children aged 8 to 12. It includes the **Oh! Canada 2** booklet that opens with a comic strip telling the amazing adventures of Hildie, Jamie, Michel with Geneviève, the mischievous turtle. The following pages contain a sunburst of activities—games, puzzles, mottos and projects. The kit also includes a **Save Geneviève** game in which players cross the country getting the heroine out of unusual predicaments. **Components:** Booklet: 32 pages in each language; Game: instruction card, game board, spin-the-arrow move indicator, seven English-French vocabulary cards, four coloured tokens.

AUDIO-VISUAL MATERIALS[b]

More than Words . . . The Official Languages Act. A 15-minute production in colour describing the Official Languages Act and what it means in practical terms for Canada and Canadians. Also outlines the Commissioner's role. Available as a 16-mm film and as a ¾-inch video cassette. Useful in seminars and information meetings for members of the general public or public servants. Also available in a French version, **Au-delà des mots . . . La Loi sur les langues officielles.**

Two Languages Together. Describes the Official Languages Act and the role of the Commissioner with a light touch. Available either as a slide show with taped narrative (60 slides, seven-minute audio cassette) or as a ¾-inch video cassette. Colour. Recommended for training sessions, information meetings and seminars. Also available in a bilingual version, **Deux langues officielles, Why not?** and a French version, **Deux langues pour mieux se comprendre.**

Twice Upon a Time . . . Il était deux fois. A humourous look at how a society made up of two unilingual groups can manage, but how bilingualism makes things easier—designed to stimulate discussion and especially useful in seminars. Available as a 16-mm film or ¾-inch video cassette. Bilingual. Ten minutes. Colour.

Talking About Languages. Briefly describes information materials available free from the Commissioner's office. Available either as a slide show (50 slides and a seven-minute audio cassette) or as a ¾-inch video cassette. Colour. Recommended as source material for informaltion sessions on official languages. Also available in a bilingual version, **Keeping in Touch en deux langues,** and a French version, **Nos deux langues et nous.**

A Conversation with the Commissioner of Official Languages, Max Yalden. A 30-minute interview conducted by author-journalist Anthony Westell in 1979, in which the Commissioner reviews developments in the decade since adoption of the Official Languages Act. Useful for seminars or as reference material. Available as a ¾-inch video cassette. Colour. Copies available for permanent deposit. French version, with interviewer Réginald Martel, also available.

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[a] To obtain any of these materials, write to the Information Branch, Office of the Commissioner of Official Languages, Ottawa, Ontario, K1A 0T8, or telephone collect (613) 995-7717.

[b] Audio-visual materials can be borrowed or purchased from National Film Board film libraries across Canada, as well as borrowed from the Office of the Commissioner. Prices vary with quantities ordered, but the slide shows and video cassettes range from $75.00 to $100.00 and the films from $205.00 to $285.00. Prices are set by the NFB and are subject to change without notice.