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# ANNUAL REPORT 1983

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COMMISSIONER OF OFFICIAL  
LANGUAGES  
COMMISSAIRE  
AUX LANGUES OFFICIELLES



A. Okon

# ANNUAL REPORT 1983

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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 thirteenth Annual Report of the Commissioner of Official Languages, covering the calendar year 1983.

Yours respectfully,



M.F. Yalden

March 1984

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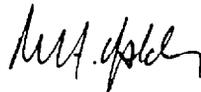
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A handwritten signature in black ink, appearing to read 'M.F. Yalden', written in a cursive style.

M.F. Yalden

March 1984

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## Preface

It is more than twenty years since the B and B Commission stepped out to meet the public, and going on seven since the undersigned took up the duties of Commissioner of Official Languages. Looking at those years up, down and sideways, I personally feel there is reason for Canadians to share a certain pride about how far we have come, tempered by an awareness that so many important issues are still on the boil. All in all, it might be wise not to toot the horn too loud; but a few trumpet notes are in order.

Anyone who spent much time in our capital in the mid-sixties would agree that the linguistic face of the federal administration has been transformed. Not that services are one hundred per cent available in both languages even now, but they are much more accessible than they were a decade or two ago. In the same time-frame, say since 1965, the Francophone presence in the Public Service has gone from about twenty-one to twenty-seven per cent, and, from seventeen to twenty-five per cent in the officer categories. And in those days, as I can testify from personal experience, one worked in English and that was an end of it — even in day-to-day communications between Quebec offices and headquarters. Today much of that has changed as well.

Beyond the federal sphere, the decisive battleground is education. Our Franco-*phone* minorities are amazingly resilient and determined, and even in the early sixties education in French had certainly not disappeared from the landscape outside Quebec. But it was very much in hiding, and it would have been a brave prognosticator who would have staked much on a revival. There are still very substantial holes in the system, but every province now offers instruction in the minority language, and the Charter of Rights provides a constitutional guarantee whose broad dimensions are only just beginning to be explored.

Quebec of course presents a special picture. We have seen a healthy move there to assert the presence of French — indeed, to an extent that has made English look like the villain of the piece from time to time. It now seems, however, that there are glimmerings of a less aggressive atmosphere and a more acceptable situation for both linguistic communities, which I believe everyone will want to cultivate.

What of second-language education? French immersion is undoubtedly the star performer. There are great expectations for this new approach to language teaching, and for a new generation of English-speaking Canadians who will have a knowledge of their second language vastly superior to that of their parents. Not *all* young people and not a *perfect* facility, but a considerable number, and a solid and practical command of the language.

A knowledge of the other's language by itself is obviously no cure-all, but it is a start. Without it, we would be left with the same one-way-street bilingualism which has been imposed for so long on French-speaking Canadians. With it, the possibilities for a mutually rewarding linguistic entente are increased considerably.

But we have not yet reached the sunlit uplands. The majority still tends to find divine providence at work in all its accomplishments, to the exclusion of a proper humility about those things which have been left undone. It is all too human to look for proof, statistical and otherwise, of the rightness and normalcy of things as they are, rather than to supplement the meagre rations which fortune offers the minorities. It is also only human to take the way of least effort on occasion. And the easy passage in matters of language runs toward polarization: French in Quebec and English elsewhere.

The whole purpose of the federal language effort is to resist the blandishments of a Canada split along language lines. The fundamental objective is to construct a society in which the minorities can expect to live much of their lives in their own language. No amount of intellectual tergiversation can alter this essential reality; but it is a reality whose consequences for the everyday administration of government can be tedious and irritating. It requires a sustained effort not to slip back into the superficially simpler course; and it is that effort which I respectfully suggest is much less evident than it should be.

I have often been asked these past seven years whether I thought bilingualism in federal institutions was irreversible. Nothing is certain in this life, but it is my personal belief, from what I have seen of government under two different parties, that there is no turning back. I would go further, for it seems to me that the experience of the past few years offers significant testimony that we are beginning to put together a workable recipe for translating high principles into everyday realities. But if a brighter linguistic future is there for the taking, we shall nonetheless need to stretch ourselves to reach it.

Away from Ottawa, I believe the conclusions to be drawn are essentially similar. Where the two language groups are most in contact — whether in New Brunswick or Quebec or Ontario — one can glimpse the beginnings of a better understanding, however much the portrait is imperfect or unfinished. Further afield, the signs are obviously less propitious, but I for one would certainly not read the minorities out of the picture. Are recent events in Manitoba proof that all this is illusion? On the contrary, it is precisely because of the support we have seen for an idea that is decent and reasonable that I think we can take heart, rather than simply assume that the field is dominated by uglier sentiments of which we can only feel ashamed. A declaration of faith if you will, but not one that comes from an observer who is entirely without linguistic scars or who is normally dewy-eyed in these matters.

Finally, in case this should be the last occasion I have to do so, may I remind our readers that our Office is not a one-man show. Without the unstinting and loyal efforts of my colleagues, we would not go far, and I am deeply grateful for their help.

M.F.Y.

# The Big Picture

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# PART I

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## Guiding Principles

It was with the wry observation that “Canadians are accustomed to linguistic disorder” that the B and B Commission launched its analysis some twenty years ago of the inconsistencies and inequalities of linguistic treatment which had encrusted the Canadian ship of state. It went on to propose a new charter for the official languages of Canada which would replace precarious makeshifts with firm and unequivocal provisions designed to make it possible for Canadians to live with essentially the same facility in English or in French.

Going on two decades later, what was often plain unawareness, or worse still an unwillingness to leave the past behind, has been largely replaced by a more realistic appreciation of the linguistic facts of life. Twenty years ago one would quite simply not have read, in an Edmonton newspaper editorial, that “the concept of Canada as a unilingual state is dead, . . . we have two official languages . . . and every province will sooner or later have to meet its obligations to the Francophone minority.”<sup>1</sup> We should not be in any doubt about it, there has been a real change

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<sup>1</sup> The *Edmonton Sun*, October 7, 1983.

in this country. The question now is whether linguistic equality will find its level at the highest or lowest common denominator, or somewhere in between.

Not all the pieces of the B and B plan have fallen into place as the Commission might have wished. Bilingual districts have never materialized; Ontario has yet to join the ranks of the officially bilingual provinces; and Quebec, which might once have seemed the benchmark of bilingualism, has become a crucible for conflicts in language planning. Equally significant, the nature and consequences of Canada's linguistic duality, political and otherwise, still generate more than their share of overheated words.

None of this should be in the slightest surprising; one needs more than a righteous cause or well-written law to legitimize difficult social changes. The events of 1983, particularly in Manitoba, show once again that Canadians still have a long road to travel toward a healthier linguistic partnership. However, what is not in doubt in our view is a greater willingness to look openly and self-critically at our respective hang-ups. We have paid a stiff price for this maturing process; it is vital that it continue.

## **Daily Constitutional: The Four Equalities**

High among the B and B Commission's priorities was the attainment of an understanding among governments on what should constitute, in legal and practical terms, the equality of status of English and French.

The Commission itself identified essentially four necessary aspects of the process of language reform: a solemn, symbolic declaration of intent; the essential institutional structures of legislatures, laws and courts; the daily bread of access to the services of government; and the long-term sustenance that comes with equitable education opportunities in Canada's two major languages.

There are still differences among and within our various governments about the extent to which they can subscribe to these four aspects of reform. Such is the burden of this Report. Before examining the differences, however, it is important to stress that the evidence suggests Canadians are still coming together on these matters, rather than galloping off in all directions. One hopes that the overall effect of the Charter of Rights will be to foster even greater symmetry and generosity in the application of what we might call "the four equalities". Meanwhile, a brief look at a few of the more consequential developments of 1983 is in order.

- |                      |   |
|----------------------|---|
| Invoking the Charter | Much of this year's activity centred on the efforts of the official languages minorities to have the courts translate symbolic statements about equality into something more functional, local and down-to-earth, to make sure they carry over into what the Commission called "the daily life of the individual Canadian." |
| Manitoba             | Paradoxically, perhaps the most significant events of the year stemmed from the Manitoba Government's attempt to <i>avoid</i> the consequences of a constitutional challenge. Faced with an impending action before the Supreme Court on the  |

validity of the many Manitoba laws that have been promulgated in English only, the Manitoba Government proposed a trade-off. Rather than total retroactive compliance with Section 23<sup>1</sup> of the Manitoba Act of 1870, three things were proposed: French and English would become the official languages of Manitoba; only a selection of existing statutes (as well as all future laws) would have to be issued in French as well as English, thus dispensing with a legal obligation to translate an enormous backlog of unilingual legislation; and Franco-Manitobans would have the right to receive services in French from certain offices of the provincial government.

The Government's proposal, arrived at in consultation with the Franco-Manitoban Society, was to present this package as an amendment to the Constitution. This proposal not only met with fierce opposition in the Legislature but also provoked a mobilization of popular opinion, notably during public hearings of a Committee of the Legislature and through a number of municipal plebiscites. The Federal Parliament showed its mettle with a unanimous resolution urging the Manitoba Government and Assembly "to fulfill their constitutional obligations and protect effectively the rights of the French-speaking minority of the province." The key word is "effectively", and the sentiment was echoed by various minority coalitions and a considerable part of the provincial and national media. For several months controversy was fast and furious. One side argued that the terms of Section 23 were being exceeded, and that in any case a provincial framework of legal and administrative rules was all that the situation warranted, while the other claimed that, both for historical and contemporary reasons, a constitutional update was the only effective response to nearly ninety years of neglect and the precarious situation of the Francophone community. Those in opposition insisted that there would be unacceptable costs to the proposed constitutional commitment to provide services; the Franco-Manitoban community responded that additional costs would be negligible, but the constitutional assurance itself would be invaluable.

It remains an alternative to ask the Supreme Court of Canada to pronounce more definitively on the legal and practical consequences of reinstating Section 23 and risk a court directive that might be more costly and less productive than the proposed compromise. At all events, it seems to us certain that, notwithstanding all the constitutional might-have-beens since 1890, the French language already has constitutional status in Manitoba and that the linguistic needs of some 50,000 Franco-Manitobans are very much of the here and now. In the circumstances, the aim must surely be to combine constitutional assurances and functional assistance through a contemporary reinforcement of Section 23, backed by a guarantee of reasonable services in French. In other words, a solution that does as much as can humanly be expected to resolve an historical conundrum, while addressing itself to present benefits for real people.

Ontario If Manitoba seemed to be moving toward official bilingualism with services to follow, Ontario takes apparent pride in providing services without resorting to official bilingualism. The province's courts, however, which had already become more

<sup>1</sup> Section 23, which is for all intents and purposes identical with section 133 of the Constitution Act, 1867, reads to this effect: either English or French may be used (a) in the debates of the Legislature and as languages of record; (b) in any pleading or process in or issuing from any court of Canada, or in or from provincial courts; and (c) all provincial laws must be printed and published in both languages.

open to the use of French, are to become officially bilingual. There are also indications that the range and quality of provincial services in French are getting better. In spite of which, the Provincial Government remains oddly opposed to affording French a symbolically important status by making it an official language of Ontario. In practice, as far as the legislature, laws and courts are concerned, such a change would largely ratify the present state of play. The impediment appears to be psychological: the Government's need to persuade itself that the tide has indeed begun to run in favour of formal recognition.

Meanwhile, encouraged by support from various quarters, Ontario's French-speaking community has also turned its attention to the practical implications of the educational guarantees provided by the Charter of Rights. Following earlier indications that the Franco-Ontarian Association would challenge provincial legislation and practice on constitutional grounds, a number of fundamental questions have now been raised by the Ontario authorities via a reference to the provincial Court of Appeal, which is discussed below at p. 28.

**Quebec** In Quebec, instead of the federal-provincial complementarity envisaged by the B and B Commission, we have the unhappy spectacle of a legal struggle in which the rights of parents to have their children educated in English are played off against conflicting prognoses about the impact these choices will have on the relative strength of the two official languages. In 1983 the constitutional haggling picked up steam. There were more than a few cases before various federal and provincial courts as citizens tried to find out whose linguistic rules they were supposed to play by. A certain amount of overlap aside, the questions asked were mainly the following:

- does Section 133 of the Constitution Act, 1867, guarantee citizens the right to choose either English or French in court proceedings taken against them by the state?
- do the minority language educational rights of the Canadian Charter of Rights and Freedoms override the education provisions of Bill 101?
- what rights are assured to Quebec Protestants by section 93 of the Constitution Act, 1867, when it comes to the control and management of denominational schools?

Important as it is that English get its constitutional due in Quebec, it is just as important in the Canadian world of language legislation that a practical and lasting reconciliation be achieved. We can no longer afford any suggestion that there is one law for English and another for French. Should Bill 101 be overridden by the Charter of Rights on the matter of minority-language education, we may believe that better, more equitable language rules have prevailed. But they must also be seen to prevail, in educational practice, wherever in Canada those same rules are supposed to apply. To the extent that some forms and practices of bilingualism in Quebec outstrip those of other provinces, successful appeals to the Canadian Charter must be brought to bear with equal force on all governments that fall short of its provisions.

**New Brunswick** New Brunswick has the distinction of subscribing to virtually the entire gamut of language provisions laid out by the B and B Commission: equal status of the

official languages, institutional bilingualism in the judicial system, parallel English and French educational systems, and a new wrinkle all its own concerning equal government treatment of both official language communities.

With such a panoply of structural guarantees, is it possible that the practical realisation of the Constitution can leave anything to be desired? The answer is probably yes, for the fact of the matter is that provincial services are just that much more available in English than they are in French. A thorough report published last year on the equality of the two languages in New Brunswick concluded "that the absence of a global plan had been very costly and that the institutions of New Brunswick are not much better equipped to put into practice the policy of bilingualism than they were ten years ago." The Government has now set up a senior working committee to plan and monitor a more comprehensive application of the Charter and the provincial Official Languages Act.

Other  
constitutional  
questions

The courts are also seized of a number of other language-related issues:

- both the Saskatchewan and the Alberta Courts of Appeal have been pondering the question whether the former Section 110 of the Northwest Territories Act, which provided for institutional bilingualism in the Territories, continued in effect when legislation was passed establishing those two provinces; so far only the Saskatchewan case has been heard, and the judgement has yet to see the light of day;
- a decision of the Canadian Human Rights Commission rejecting charges of discrimination in the hiring practices of some federal institutions is now under appeal to the Federal Court;
- and finally, a judicial curiosity: a person accused of an offense under the Statistics Act for not having completed the census form has argued that the presence on an English document of an indication, in French, of where and how a French version may be obtained is inconsistent with the Charter of Rights because he should not be obliged to complete a form any part of which is not comprehensible to him.

We predicted that the language rights enunciated in the Charter would provide a field day for the legal profession, but even we are a little surprised at the lengths to which litigants' determination has carried them in the eighteen-odd months since it saw the light of day.

## **Special Joint Committee on Official Languages: Mending Our Ways**

Throughout the longest-ever Parliamentary session, the Joint Committee on Official Languages determinedly worked its way through a busy and productive agenda without signs of battle fatigue. The Committee submitted two reports to Parliament in 1983 and continued a host of inquiries which, while not culminating in formal reports, reinforced its position as a conscientious forum for discussion and review of language matters.

Amendments to the Act The highlight of the Committee's efforts was a major report proposing amendments to the Official Languages Act — including a number of changes which we had been arguing were overdue for longer than we care to remember. The Government's detailed reply was tabled just before year's end. A summary of the recommendations and responses appears in Appendix A.

That the Committee and the Government did not see eye to eye on every subject is hardly surprising. No more was the message that government was not much enamoured, at this time, of the prospect of legislative clarification. Although we remain of the view that legislation is a more effective approach, it is nevertheless of some importance that the Government has been obliged as a result of the Committee Report to reaffirm its commitment to a number of key principles: to enforceable language rights; to the active offer of government services in both official languages; to language-of-work guarantees for public servants; and to the concept of equitable participation of official-language groups in the federal administration.

Essentially, the government view is that the combination of the Charter of Rights on the one hand and administrative dispositions on the other provides all the tools that are needed. From our standpoint, it is hard not to wonder whether the Charter, as a broad general statement of language rights, can fill in the gaps which have been noted over the years, especially in the language-of-work area, where many observers have long regarded the Official Languages Act as deficient. At any event, the die is cast. To the extent that the Government has seen fit to throw the ball back to the Committee or to our Office, we are very much prepared to work through existing administrative arrangements to ensure that there is no backsliding on any of these commitments. And we will be even more on our guard than before to see how Government itself uses what it terms its "flexibility" to follow through on items it has chosen to study further, to tackle via the Charter, or to commit to the good offices of federal administrators.

Other issues The Committee also stood up to be counted on another issue which we have been on about for years — the lack of bilingual Petro-Canada signage, particularly in Quebec, where the People's Oil Company appeared to be of the view that its obligations under the Official Languages Act and the Constitution took a back seat to provincial language legislation. A further Committee Report called for Petro-Canada to get its priorities straight and the Government climbed on board in its response. Meanwhile, all these discreet noises had apparently not gone unnoticed, for the Corporation finally made a start on bilingual signage in Quebec. While a few gas station signs do not a linguistic summer make, one Montreal columnist noted that it could give one goose bumps to behold again such nostalgic phrases as "See Attendant For Key".

Apart from its two reports to Parliament, the Committee also delved into:

- the implications of the 1981 Census data for the official languages programme;
- the scope and effectiveness of the various language programmes of the Secretary of State's Department, including those dealing with education, community assistance and translation;

- the state of affairs with regard to language of work in the federal public service, which continues to be one of the thorniest programme objectives;
- the interplay between the Government's multiculturalism and official languages programmes; and
- the less than glorious track record of federally financed sports agencies in meeting the needs of French-speaking athletes.

The Committee's achievements in 1983 should be enough to win over those still sceptical about the merits of making it a permanent fixture of the parliamentary landscape. At all events, the Government has announced its agreement to the proposal that it be established as a permanent committee.

Having completed an ambitious first sweep of many of the major issues within the official languages programme, the Committee can serve Parliament and the public well by regularly zeroing in on the principal facets of language reform. It can follow up systematically on earlier testimony, monitor progress or the lack of it in specific problem areas, and generally serve as investigator and sounding-board on Parliament's behalf. In short, it can provide, along with Treasury Board's prodding and the watchdog activities of our Office, a third force for advancing the process of language reform begun by Parliament in 1969. We would add only that it is a forum which should also be available to the many Canadians outside the National Capital Region who have opinions and questions on language issues. It would be to everyone's benefit in our view if the Committee could hold hearings at various locations across the country.

## **Census Readings: Compulsory Figures**

This was a banner year for computer buffs. Last April, following on previously published *figures on mother tongue*, Statistics Canada released the 1981 census data on home language use and levels of bilingualism. Demographers have since had a fine time picking over and cross-tabulating the statistical ingredients and have emerged with an assortment of confections. Indeed, there have been so many *claims and counter-claims* that the casual observer might be excused some bewilderment about what the data mean for the health of the official languages across the country.

Three principal trends, however, are obvious enough from the new figures: continuing erosion of the French-speaking communities in most provinces; a net decline of the Anglophone presence in Quebec; and a more encouraging increase in the number of officially bilingual Canadians.

### **Mother tongue and home language**

The French mother-tongue group increased in absolute numbers between 1971 and 1981, but suffered a decline in relation to the Canadian population as a whole, slipping from 26.9 per cent in 1971 to 25.7 per cent in 1981. The decline was, however, less marked between 1976 and 1981 than in the five preceding years. As regards language use, 24.6 per cent of Canadians, or 5.9 million, reported speaking French most often in the home, compared to 25.7 per cent (5.5 million) in

1971. With Quebec and New Brunswick out of the equation, however, there was a 9.5 per cent drop between 1971 and 1981 in the number of Francophones who used mostly French at home.

The English mother-tongue population in Quebec declined from 13.1 per cent of the provincial population in 1971 to 11 per cent in 1981 while, over the same period, the proportion of those speaking mostly English at home fell from 14.7 to 12.7 per cent. These indications suggest that the English language, as such, is still capable of attracting speakers from other linguistic groups, notwithstanding the fact that large numbers of people of English mother tongue have left the province.

#### Individual bilingualism

The data on individual bilingualism show that the proportion of Canadians claiming to be able to conduct a conversation in both English and French increased from 13.5 per cent in 1971 to 15.3 per cent in 1981, or from roughly 2.9 million to 3.7 million. Although a large majority of this group is of French mother tongue and centred in Quebec, the increase in the number of bilingual Anglophones was also noteworthy. In 1981, 30 per cent of the bilinguals reported English as their mother tongue and 61 per cent reported French, compared to 24.5 per cent and 68 per cent in 1971; and the country-wide growth in bilingualism among Anglophones was well over 50 per cent.

What is one to make of all this? Individual bilingualism, particularly among young people, is on the increase, in part no doubt as a result of some raising of the linguistic consciousness and of improved educational opportunities. At the same time, the situation of the minority-language communities is extremely unsettling. For Quebec Anglophones the decline is largely due to migration patterns: the community simply lost more members than it gained. Among Francophones outside Quebec, assimilation, measured as the ratio between French mother-tongue and French home-language data, continues to take a heavy toll. Less than half of the Saskatchewan and Alberta French mother-tongue communities reported that French was the language most often used in the home. In British Columbia a scant one-third of the Francophone population used primarily French at home. Even in New Brunswick, where there were both absolute and proportional increases in the French mother-tongue population, the assimilation index was roughly 7.5 per cent in 1981.

The nature and degree of assimilation is necessarily more problematic. The relative use of any language is related to its perceived usefulness in different social contexts. In Canada as a whole, the pull towards English remains extremely strong, although the attractiveness of French may have been growing in recent years. Some may argue that language legislation and policies have contributed to the positive effect; others may be more struck by the fact that assimilation continues apace. Realism suggests that these are not straightforward relationships, that there is manifestly a variety of forces at work, and that the true significance of language policy and language shifts will be discernible only over the longer term.

#### Census tools

We have made a number of suggestions to Statistics Canada which reflect our assessment of the significance of comprehensive and timely language data. We think it particularly important, for the sake of continuity, to include all three language questions (mother tongue, home language and official-language ability) in

the five-year as well as the ten-year censuses. We also believe, as do many demographers, that more than one answer to the mother-tongue and home-language questions should be accepted in order to gauge more precisely the acquisition, retention and use of both official languages.

Finally, we have proposed the development of a bilingual short census form, to replace the present system whereby both English and French forms are dropped off at households in certain rather rigidly defined bilingual regions. The adoption of such a form is being considered.

## By Their Fruits

What can you buy for \$250 million nowadays? Consumers worried about their shrinking dollar may be less than reassured by the example of the official languages programme within the federal public service. To be sure, putting into place a complex, ambitious, long-range plan involving a multiplicity of public institutions is an enormous and costly enterprise. More than the B and B Commissioners realized, no doubt. But twenty years after the Commission began its work, and fourteen years after the Official Languages Act, it still seems to us that a great deal more bureaucratic fuel goes into the machine than ever emerges as spontaneous bilingual service or inducement to work in one's own language.

Instead of highlighting the results side of the equation, the powers-that-be thrive on a diet of input statistics, apparently in the belief that if so much capacity is being built up within the machine it is just plain churlish to ask what comes out. Rather than standing back and asking the basic question — are we indeed giving the most expeditious effect to the goal of treating English and French equally? — programme managers are waylaid by opportunities to play the system. Altogether too frequently the replies we receive to complaints about departments take the line that there cannot be a problem, or that if there is one it is a temporary aberration, because plans are in place, structures exist and bilingual positions and personnel are falling over one another. In other words, because all the "performance indicators" light up when one presses the appropriate button. This is the oldest story in the bilingualism book — and one of the least convincing.

### Progress Report: Production Values

Government's  
year-end  
report

In its year-end assessment of the programme, the Treasury Board announced that "... an increasing number of Canadians are being served in the official language of their choice." This may well be, but it hardly follows, *q.e.d.*, from supporting "evidence" in terms of numbers of bilingual bodies and positions or changing levels of linguistic proficiency. Of course statistics on departmental capacities have their significance, and Treasury Board is right to look at them. But it is another

matter to confuse modifications in theoretical capacity with the realities down at your local Employment Centre or train station. What is important is whether these paper improvements actually make a change for the better when taxpayers in North Bay, Sherbrooke or Fredericton try to get served in their own language. And that's where evidence proves harder to come by.

On the language-of-work front, the news was that "the infrastructure necessary for the use of both languages now exists. . ." Quite apart from the fact that this is a familiar refrain, it does not tell us why actual language-of-work results are as meagre as they often seem to be. Sound infrastructure is indispensable, but it is not the ball game, especially in a matter as intricate as changing traditional patterns of communication among real live public servants.

What we want to know, in plain words, is when the players are going to make the leap from echoing the system's bells and whistles to reporting the results. We do not doubt that the product is better than it used to be, but there are still quite enough deficiencies to keep everyone on their toes. And these are not the sorts of problem that are likely to be highlighted in departmental monitoring and reporting. To see official languages plans as the truth, the whole truth and nothing but the truth is George Washingtonism carried to extremes. There is little prospect, in our view, of seriously assessing progress until departmental management moves beyond the Meccano mind-set to a more detailed scrutiny of how the machine really performs in action.

## **Government Activities: The Flexibility Factor**

Treasury Board got out and about as never before in 1983, meeting with regional managers as well as minority language representatives, and even participating in meetings that brought the two sides together. We need hardly say that we support this kind of activity one hundred per cent, and have been encouraging it for years. We are still of the view, however, that without a great deal more educating and matchmaking, the chances that "active offer" and "significant demand" will ever get close enough to consummate the solemn vows of the Official Languages Act and the Charter remain pretty thin.

Simplification  
and integration

Meanwhile, on the home front, the central agency activities that caught the eye seemed more a pot-pourri than the reflection of a master plan.

First to procedural matters, where the orders of the day are "simplify" and "integrate". The essence of government's plans for simplifying and integrating official languages management is that much of the separate administration of the programme within departments is to be decentralized and merged with ongoing functions. Thus, in theory, official languages directors would be freed for strategic counselling to senior management and for playing an educative role in the field.

One is bound to agree that, unless all managers learn to take a direct interest in their own part of the official languages programme, a proliferation of specialists will not help. We must, however, confess misgivings at the possibility that the

programme might disappear into the woodwork along with the directors and their staff. Ottawa is an access-crazy town, and we all know what it means if the language people do not have a direct means of approach to the real power in a department. Treasury Board has a point: managers must manage, and a concern for language problems must become part of their professional ethic. But that does not mean that we can afford to integrate out of existence either the promotional effort provided by the central agencies or the means of ensuring within departments that at least a few individuals have the special task of facilitating and evaluating actual changes.

O God!  
Oh Montreal!

The “flexibility” of government policy in the matter of place-names on federal maps and in federal documents scarcely inspires confidence. The policy is now clear enough; but it is still lacking a sense of what linguistic rights and traditions are all about. In essence, Ottawa is content to take its cue from the provincial authorities instead of devising an appropriate linguistic etiquette of its own. The problem is most conspicuous in Quebec, where a number of tried-and-true English names have lost their official status. To treat such changes as of no consequence, or beyond federal sway, is to ignore the not very subtle Orwellian workings of officialspeak.

We fail to see why a government committed to official bilingualism cannot see its way clear to retaining long-accepted names for places and geographic features in maps and documents for which it has exclusive responsibility. We are not calling either for the artificial creation of bilingual place-names or for the use of every English or French place-name that happens to exist. Nor do we challenge the right of provinces and municipalities to change place-names. But where a city like Montreal has an English version consecrated by tradition and contemporary usage, why, in the name of the toponymic deities, should *English* versions of *federal* maps show only Montréal? The explanation that “there is a world-wide tendency towards the use of one name only for any given place” seems to us to coincide more with the wishes of overzealous cartographers than with the outlook of ordinary citizens who, as far as we can tell, have not yet taken to speaking of “Wien” or “Roma” in English any more than of “London” or “Livorno” in French. The effect, at any rate, whether in Quebec or other provinces, is precisely the kind of linguistic polarization this country does not need.

Attitudinal  
hurdles

Nothing in the world of official languages is so dispiriting as the preoccupation with procedural safeguards. A generous and outgoing offer of linguistic service so often seems to be conditional or dependent on satisfying everyone in sight that it cannot possibly hurt. This has given the programme all the nimbleness of a supertanker performing a pirouette.

We are the first to agree that public servants’ rights must be respected — and protected. We do not believe, however, that attitudinal hurdles can be overcome by putting their entitlements front and centre and taxpayers’ rights in the back row of the chorus. That is not the way government priorities are supposed to work. Language reform may not be every public servant’s secret passion, but we have not met too many who refuse to do their part, provided it is seen to be contributing something serious and is not just another exercise in protecting one’s posterior.

After more than fourteen years of limbering up, it is about time the system was put fully to the test, and that those who have had a better-than-normal chance to get their bilingual courage together ventured onto the firing line. It is a mistake, we think, to try to hoist people over the parapet of functional bilingualism by offering them a near-infinity of language training. The only passable bilinguals we know are those who, whatever their academic proficiency rating, have in the end taken the plunge on a sink-or-swim basis. We congratulate senior officials who make it a point of policy honour to run their departmental affairs in both languages. It is the only way. If more could be done to persuade public servants that they will not become functionally bilingual — and a useful return on a very considerable public investment — by waiting to be propelled into it by something known as “minority demand”, then we could really be nearing a turning point in the provision of service and the uninhibited use of both languages at work.

**Imperative staffing** The most obvious procedural application of this use-it-or-lose-it approach has been what the jargon makers call “imperative staffing”, or a requirement to fill a bilingual job with a bilingual body. The following figures reflect the gradual increase in imperative staffing since 1979.

**Appendix 1: Government Bilingual Positions (1979-1983) and within the Federal Public Service**

	Appointments on an imperative basis		Appointments on a non-imperative basis							
	No.	%	Met requirements No.	Met requirements %	Must meet requirements <sup>1</sup> No.	Must meet requirements <sup>1</sup> %	Exempted No.	Exempted %	Total No.	Total %
1979	378	2.6	10,827	73.6	2,303	15.7	1,200	8.2	14,708	100
1980	998	5.9	11,855	70.6	3,149	18.7	800	4.8	16,802	100
1981	2,825	17.1	9,700	58.6	3,477	21.0	541	3.3	16,543	100
1982	4,076	29.1	7,140	51.0	2,151	15.4	643	4.6	14,010	100
1983 <sup>2</sup>	4,136	35.7	5,338	46.1	1,546	13.4	554	4.8	11,574	100
<b>Total</b>	<b>12,413</b>	<b>16.9</b>	<b>44,860</b>	<b>60.9</b>	<b>12,626</b>	<b>17.1</b>	<b>3,738</b>	<b>5.1</b>	<b>73,637</b>	<b>100</b>

<sup>1</sup> Conditional appointments.

<sup>2</sup> Estimate.

Source: Public Service Commission.

**Exemptions** There is no question that the gradual reduction of exemptions to the normal process of putting only properly qualified people into bilingual jobs has contributed more usable and productive capacity than ever before. However, more attention needs to be given to the distribution of exemptees. The some 6,500 who remain have a disturbing tendency to cluster in three or four areas, most notably in the Management and Operational categories. In some departments the proportion of Management exemptees can be as high as 35 per cent, while in others it is only a little over 10 per cent. One must not be surprised if departments which find themselves in the former situation, and where in addition barely 20 per cent of management personnel are French-speaking, cannot really operate in both official languages.

## Language Training: Where Have All the Hours Gone?

Which brings us, not too circuitously, to the subject of language training. Here is another support programme which can be viewed very differently from different perspectives: its output of graduates on the year; its long-term contribution to effective bilingual service or language of work; its accessibility to people whose career paths are likely to involve the use of both languages; and, last but not least, the *kind* of bilingual proficiency that can be expected from its graduates.

**Graduate numbers** The first of these can be quickly reported: from the 3,229 employees who were in relatively intensive training in 1983, 88 qualified at the advanced, 1,425 at the intermediate and 201 at the elementary levels. In addition, some 8,978 employees who are not in bilingual positions enjoyed various amounts of language training through courses after hours.

**Available capacity** Taking a more historical and evaluative perspective, we estimate that the Canadian taxpayer has paid for well over 30,000 student years of language training in the last 10 years, not to mention the 10 previous years before intensive-continuous training came fully on the scene. At least 25,000 employees have graduated at one time or another, although one has to note that this figure includes those who have passed this way more than once, at different proficiency levels on different occasions.

To measure the contribution that government language training (as against other ways of acquiring language skills) is making to real and active bilingual capacity, one might do worse than ponder the number of hours of instruction that qualified people in bilingual positions have actually had. This is where the let-down sets in: the average figure is under 200 hours per person, largely because 74 per cent of the almost 51,000 qualified occupants of bilingual positions have had no training at all at public expense, and only about 8,000 have had more than 500 hours. Or looked at the other way around, of the millions of hours of language training that have been logged since 1963, it can be conservatively estimated that no more than a fraction has gone into training bilingual public servants who are currently active in bilingual jobs.

**Access to training** The question of access to language training is one which deserves closer attention on at least two counts. It is troubling to observe a growing imbalance within the student population, between those being trained to meet the language requirements of bilingual positions and those who have unilingual jobs and are studying to prepare for some future eventuality. We would certainly not exclude the latter group, but intensive training during working hours must concentrate on meeting hard-core needs. Yet, while the stream of must-go students has been slowing significantly, overall enrolment in intensive classes has declined relatively little.

At the same time we continue to hear complaints about the aptitude testing process, which seeks to predetermine the likelihood of a candidate's succeeding in language training within the time available. Everyone will agree that it is not productive to send someone on language training whose chances of reaching a functional level within a reasonable time are virtually nil. But we would be a little uneasy if the time-frames were overly rigid or the aptitude formula was applied as if its

predictions were infallible — especially as there seems to be a lot of training going on that is less than compulsory. It seems to us that we cannot have it both ways — using up excess teaching resources on non-priority training while some candidates who *do* have priority needs are excluded because they do not meet aptitude standards. We know that all aspects of language training have been under review for well over a year now, but we urge the authorities to pronounce themselves soon and put an end to the expensive drifting that is going on at present.

**Trainee proficiency** There are at least two ways of looking at what kind of bilingual proficiency one may reasonably expect to emerge from language training. A straightforward count of trainees who have satisfied language knowledge examiners against the present advanced, intermediate and elementary standards is one approach, but not necessarily the most realistic. If one looks instead at functional capacity, there are still far too many trained employees with intermediate certificates who are a lot less than comfortable working in their second language and who sooner or later lose both confidence and proficiency for lack of practice.

**Advanced language training** That was one reason why we welcomed the introduction last year of an Advanced Language Training Programme. This programme is specifically designed to take highly motivated candidates from a sound but somewhat academic level of bilingualism to a level of proficiency that is proof against most professional eventualities. We are therefore more than sorry to learn that departmental interest in this venture has been less than enthusiastic: it simply does not make sense that the courses should be only about 50 per cent subscribed, and even then only after considerable rooting about to locate candidates.

In light of what has been said above about the questionable return on widespread but functionally unfocussed training, it would be worse than foolish to let this programme languish for lack of commitment. We recognize that it can compound management problems, particularly as a result of absences of key personnel from their home departments, but if this initiative has the importance we think it has, we firmly believe that Treasury Board should insist that all government agencies take advantage of it on a regular basis.

### **Translation: Spare That Tree!**

We reviewed a sampling of material submitted by departments to the Translation Bureau over a short period in 1983, to see whether efficiency and economy were any more in evidence now than they were three years ago. Little has changed. We found a good 10 per cent of submitted material to be unwarranted: incoming documents are translated to help out public servants; correspondence addressed to Francophones is drafted in English (sometimes by Francophones) and then translated; and so on. This proportion of unjustified translation has virtually become the going rate, although new controls were introduced two years ago to bring it down. When one considers a translation bill for texts of about \$60 million for 1982-83, even five per cent would be expensive. Two previous suggestions must be repeated: first, that in every case the question be asked whether it is necessary, sensible or proper to translate the document; second, that qualified

bilinguals be required to take a whack at producing a draft in their second language, which would then be vetted more quickly and cheaply by translators or even by willing colleagues acting as revisors.

### **Bilingualism Bonus: Take the Money and Run**

Six years and, let us say, almost a quarter of a billion dollars into the game, any question of the real contribution that the bilingualism bonus might be making to federal language programmes has pretty much been lost from view.

Bonus  
confirmation

When it was objected, a few years back, that quite a few recipients of the bonus might be undeserving of this salary supplement, the Government introduced a scheme to crack down on questionable bonusees. Introduced in 1981, this policy required that the second-language ability of those who receive the bonus be confirmed annually, either by virtue of a statement from a qualified supervisor or through a formal language test. As a result of this process, some 1,500 recipients failed to qualify over a two-year period. This represented a saving on the bonus bill of roughly \$600,000 a year, an economy which, however, was unfortunately almost completely offset by the cost of administering the confirmation procedure. And so it came about that the Treasury Board decided to suspend the confirmation process for about eighteen months, arguing that most undeserving recipients had already been weeded out and that to pursue an expensive confirmation programme simply to pick up occasional small fry was a false economy.

There may be something in this argument, but one can hardly blame critics who feel that it makes the whole affair even more suspect than it was already. In our view, it only confirms the folly of trying to close the barn door when the horse is off to the races. There are now virtually 50,000 people receiving \$800 a year for working in two languages — \$40 million in round terms. Of those there may be half who *directly* serve the public in some regular capacity. For some of them at least, it can perhaps be argued that an additional incentive is both appropriate and merited, but as an integral part of the job, not as an add-on which merits a “bonus”. And if they do not do their job effectively in both languages, the results are immediately apparent and show up as part of the normal evaluation process, without the need for an expensive testing apparatus.

But many, perhaps most, recipients are not in that situation. They belong instead to officer groups or other categories who receive the bonus for reasons not related to direct and regular service to the public, who may have enjoyed language training at public expense and, in quite a few cases, perform only minimally in their second language. It is *because* it is so difficult to separate out the active from the inactive members of this community that we have urged that no premium at all be paid beyond certain levels and certain jobs where bilingual performance is unmistakable and *some* recognition is justifiable. There is, to our knowledge, no demonstrable relationship between the \$40 million that is paid out annually and whatever improvements are occurring in the use of both English and French. The confirmation process did little to make the bonus payments suitably selective and nothing at all to cut the overall cost. There is now nothing to prevent that cost climbing to

\$50 million or more, nothing except a short sharp government decision to stop this nonsense now, before it does any more harm.

**Productivity** One simple thread unites our various concerns about the Government's official languages policies and programmes. It is that they must not be allowed to become inward-looking and self-admiring. There have always been symptoms in this programme of a propensity to forget what it is all in aid of, and the traditional monitoring techniques are ill-suited to draw attention to them. It remains the job of *all* government managers, whether at the centre or across a very wide range of departments and agencies, to ensure and to demonstrate to the taxpayer that all the mechanical action that goes into the official languages system is producing more than statistical smoke and employee heat-up. The last thing we need is another gas-guzzler with noxious emissions and a forward progress that would almost warrant a person walking in front with a flag.

## Minorities

What represents a reasonable year for our official-language minorities? One in which they enlarge their institutional toeholds, one in which they hold their own, or one in which, though numerically bloodied, their spirit remains unbowed? Any of these assessments might find its parallel in the experience of one or other of our official-language minorities in 1983. Taken all in all, this was no vintage of the century; but it could have been worse.

To speak of linguistic justice in Canada means taking into account certain fundamental, structural inequalities. There is no escaping the fact that, almost by definition, a linguistic minority is in a weak bargaining position. The minority asks for recognition and for services of equal quality, not because they have the numbers to make it stick, but because the principles on which our society is based are not compatible with discrimination against groups that happen to be less numerous or less powerful.

Ideally, of course, majorities would spontaneously recognize the legitimacy of minority arguments, and the Kingdom of Heaven would be ushered in. The realities are rather different, as we were reminded by the rash of municipal plebiscites on the Manitoba Government's proposed constitutional changes on French language rights. When one gets to the heart of the notion of collective rights, there is simply no contest between the larger and the smaller collectivities. That is no doubt why a national coalition of churches, human rights groups and minority associations made the point that the protection of minority rights is not a proper subject for a popularity contest. That is certainly why, in the matter of language rights, we believe it is crucial to focus on guaranteeing equal individual treatment before the law.

## Francophone Minorities: Win Some, Lose Some

Both sociolinguistic surveys and a seat-of-the-pants assessment provide much the same diagnosis of the condition of the Francophone minorities in 1983. Studies conducted for and by the Secretary of State's Department confirmed that a continuing trend towards assimilation coincides with a more articulate attachment to linguistic and cultural roots. Just as government programmes have contributed to what is positive in these results, their shortcomings find their reflection in the very limited and partial nature of that success. In the end, although the majority may be more ready than ever to learn the other official language, it is still reluctant to provide a better institutional environment for minority-language communities.

The Federation  
of  
Francophones  
outside  
Quebec

Anyone acquainted with the work of community associations will know the frustrations of building a concerted plan of action. French-speaking Canadians outside Quebec comprise a multiplicity of widely separated communities faced with massive challenges in the way of overall solidarity and organization. Such, of course, is the *raison d'être* of the Federation of Francophones outside Quebec.

For years this umbrella organization has proclaimed the need to deal with the concerns of the French-speaking minorities as an ensemble of related problems (economic, educational, social, cultural, and so on) requiring a global strategy for their solution. It now appears that the message may have been heeded within the federal agency which has the lead responsibility in minority matters, the Department of the Secretary of State. Indeed, a senior official was reported as telling a Francophone gathering in Regina in November that the Department would be tabling its own draft proposals on global development in preparation for consultations with the Federation starting in January 1984.

It is also important to note that the Federation is being called upon to co-ordinate the work of its provincial member associations to ensure that each plays its proper part in bringing together community concerns and formulating priorities. If all goes well, the main outlines of a practical collective strategy should be that much better defined this time next year. Meanwhile, let us drop in on some of the events that occurred across the country.

A proposal for an Acadian school-cum-community centre in Summerside, **Prince Edward Island**, became the focus of a brief flurry of cultural chauvinism in December. While we rejoiced to see many well-wishers step forward to defend the historical prerogatives of the Island's Francophones, we could not help noticing signs that the latter are progressively less French-speaking and more what are now being called "francogènes": one generation removed from a parent or parents whose mother tongue was French. Short of a major and concerted federal-provincial effort to shore up the infrastructure that could make French a living language in P.E.I., one cannot be at all sanguine about its long-term future on the Island. A start has been made in the form of the Evangeline regional centre for government services, but there is a great deal to do.

In **Newfoundland** much of the minority attention remains concentrated on the development of French-language education. But the process of linguistic consciousness-raising is gradually broadening out as more people are able to receive

French TV signals and one or two small publications in French, a news-sheet and a directory, have come into being.

The Francophones of **Nova Scotia** were also lively in 1983. The level of participation and collaboration in projects of all sorts was better than ever. In addition to the ongoing practical definition of Acadian schools, one notes bilingual tourist attractions in the Acadian areas and a certain reinforcement of the federal official languages effort.

**New Brunswick** is the obvious test case for the viability of full, official bilingualism at the provincial level. Going on two years after enshrinement of official language rights in the Constitution and following a comprehensive and critical report on the effectiveness of its official languages programmes, the Province is still a good distance from the goal of equal service in English and French. As we noted earlier, however, the Government has set up a mechanism to fill in the obvious gaps and ensure more programme continuity. Meanwhile, to set against the lack of French-speaking agriculture or fisheries officials, one can celebrate the establishment of the province's third French school-cum-community centre at Newcastle; the twentieth anniversary of the University of Moncton, the only Francophone university outside Quebec; and the establishment of a Northumberland County Francophone Association, which has placed the availability of French services on its priority list.

In **Ontario**, the Government continued to prefer a Cabbage Patch Kids approach to French language services: you legitimize them as and when they crop up. Practical gains there were, however. The forthcoming establishment of French as an official language of the provincial courts is a weighty symbolic precedent. And the policy decision to remove the numbers clause as a condition of minority schooling, and give practical effect to the principle that Franco-Ontarians may freely choose to educate their children in French without endangering either the availability or quality of that education is even more far-reaching. Nevertheless, it remains a general rule in Ontario that the minority receives by way of service what the majority currently considers possible. This stock is growing, but it would grow more quickly, in our estimation, if provincial services in French became a matter of right.

The year appeared to start badly for **Manitoba** with the destruction of the headquarters of the Franco-Manitoban Society last January 30. Opposition to bilingualism in the province can be almost as ungenerous as it was when the visiting B and B Commission was all but physically assaulted nearly twenty years ago. It may, however, have some salutary side-effects by stirring the conscience of the uncommitted. The public debate on the Government's proposals for constitutional amendment did much to inform that part of the public that wishes to be informed, and to bring out the support from ethnic and church groups and from the press. Despite obvious difficulties, there are many who share the belief that the Manitoba Government took not only the most honourable but the most practical course in attempting to discharge its constitutional debt to Franco-Manitobans.

**Saskatchewan** has one of the steepest Francophone assimilation rates in the country. The French-mother-tongue population declined by 19 per cent in the decade from 1971 to 1981, and the loss among those who speak French in the home was no less than 37 per cent, from close to 16,000 to just over 10,000. Even if part of this loss is due to migration, an unreplenished Fransaskois community

could, at this rate, virtually disappear within fifty years. Nothing points up more vividly the fact that giving life to constitutional, legal and policy assurances to the Francophone minorities is a race against time. The Provincial Government, as governments do, is asking for patience and more thinking room, commodities which are dwindling even faster than the community itself. Some minority hopes are pinned on a favourable judgement in the case now before the courts to determine whether French has any claim to be an official language of the province, and on the development of a more adequate French education network. The latter is clearly an absolute minimum for a viable Fransaskois future.

Similar dossiers were prominent in **Alberta**, with the lion's share of attention going inevitably to education and the possibility of using Section 23 of the Charter of Rights to put the claim for appropriate minority-language education on the firmest possible footing. The ground swell of French in Alberta continues in small ways: in the area of federal services, in the production of a very practical pocket directory to French cultural and administrative supports, and in a more understanding and generous mentality in government. Bi-monthly lunches in French (sponsored by the Alliance Française and Calgary's Four Seasons Hotel) hardly represent a stampede toward francization, but it is good to see the famous Western hospitality applied in this direction.

**British Columbia**, as always, presents a special case. The province's Francophones are of many kinds and dispositions, which may explain why the Federation of Franco-Columbians is less well known than some of its sister associations. But the Federation has triumphed over this difficulty and can speak authoritatively for the community. It gained additional visibility in obtaining an exemption from resource cutbacks for the Programme Cadre under which minority-language instruction is provided. There was a further outbreak of language-related discrimination against French-speaking fruit pickers in the Okanagan Valley during the summer, and there is good reason to believe that the underlying problems are simply not being dealt with adequately. French may have become part of the linguistic wallpaper in cosmopolitan Vancouver, but it remains a battle-scarred minority language elsewhere.

## **Anglo-Quebec: Sign Language**

As the year drew to a close, Quebecers were still digesting amendments to the Charter of the French Language (Bill 101). The long-promised review of Quebec's language law ended with the tabling and ratification of a number of clarifications and reforms to the 1977 legislation. Salient proposals from the minority perspective included:

- recognition, in the preamble to Bill 101, of the contribution to Quebec of the institutions of the province's English-speaking community;
- abolition of language testing, as of 1986, for anyone who has obtained a Quebec high school leaving certificate;
- recognition of institutional rather than individual responsibility for providing French language services in basically English-speaking public and para-public organizations;

- acceptance that municipalities with a majority of English-speaking residents may retain bilingual names;
- recognition that it is reasonable for employees in designated, English-language, public and para-public institutions to communicate with each other in English only, and for these institutions to communicate internally and between one another in English as well as French; and
- a promise to broaden access to English-language schools for Canadian children moving to Quebec from other provinces on the basis of the Quebec Government's judgement whether reciprocal facilities exist for Francophones in the province of origin.

Although they fall short of the objectives set out by Alliance Quebec, these modifications will help to dispel the perception that Bill 101 is graven in stone. Noteworthy too was the fact that the lead-up to the legislative hearings on the Bill, and the proceedings themselves, were characterized by an atmosphere of civility rare in recent language debates in Quebec. Extreme viewpoints were still in evidence, but there was an overall movement both at the hearings and in press comment in favour of at least modest change. No reform could take place without support from the majority of Quebec's population, and the balance of opinion now appears to favour a less restrictive attitude to the status and use of English.

Anglophone Quebecers, however, remain understandably sceptical about the extent to which the authorities are prepared to move in accordance with these sympathies. Current language policy is preoccupied with the development of the French language, which apparently makes certain aspects of Bill 101 non-negotiable: significant concessions on the issue of bilingual signs have not been forthcoming, for example; and francization of the workplace is to be reinforced.

The problem facing the Anglophone community is how to adapt to the realities of a largely Francophone province while maintaining a distinctive English-language character of its own. At the individual level, the degree of adaptation among Anglo-Quebecers has varied considerably. Many, particularly the young, have simply left the province. Of more than 131,000 Anglophones who left Quebec between 1976 and 1981, some 48,000 (more than 36 per cent) were in the 15 to 29 age group, and another 22,500 (17 per cent) were from 5 to 14 years old. Unreplenished by equivalent numbers of English-speaking immigrants, the relative proportion of the Anglophone community in Quebec has declined from 13.1 per cent in 1971 to about 11 per cent in 1981.

But many of those who remain in Quebec have demonstrated a degree of willingness to come to terms with the Francophone milieu unheard of fifteen or twenty years ago. Over 53 per cent of the Anglophone population is reportedly bilingual — an increase from 37 per cent in 1971; and in the 15 to 24 age bracket the bilingual proportion is now about 65 per cent. Many thousands of children eligible for English language education are enrolled in French schools. And beyond language statistics, there is a growing appreciation that quiet negotiation and appeals to the community at large can, in the words of Alliance Quebec, "attain a fair, meaningful and productive resolution of the language debate . . . which has continued for too long, consuming or diverting energy, provoking friction, and causing, in human terms, considerable damage and loss."

## Minority Media: Common Threads

Perhaps as much as any other single institutional phenomenon, the minority English and French newspapers of Canada exemplify what it is that bilingualism sets out to achieve: the possibility of independent and free-spirited community self-expression in either of our two official languages anywhere in the country. Some twenty French-language papers outside Quebec and fifteen English-language equivalents in that province bear witness to the remarkable staying power of this principle in the face of all kinds of difficulties.

All the more reason, one would think, why federal institutions should find it in their hearts to comply with government policy requiring them to use the minority press as a means of publicizing their services. Granted that the dollars available for federal advertising have been reduced, it would still take only a modest sum to satisfy the Government's policy requirement to the hilt. Regrettably, we must report that this is not the case at the present time, even though overall use of the minority media is much improved from the negligible levels of a few years ago.

Association of the Francophone Press outside Quebec

Membership of the Association of the Francophone Press outside Quebec is still moving marginally upward. The merger of Bathurst's *Le Point* and Caraquet's *Le Voilier* was happily offset by the appearance of a new French weekly in Toronto, *Le Métropolitain*. Add to the regular tally a probationary member, *La Boîte à Nouvelles* in Iroquois Falls, and a still embryonic prospect, *L'Ancre* in Nipissing, and the ranks, though not swollen, are at least no thinner. The plan to establish a minority paper for Newfoundland and Labrador has been put on the back burner for want of sufficient funds but, overall, the circulation of association members has held up quite well, and its professional workshops are as much in demand as ever. The Donatien-Frémont Foundation is now recognized as a charitable organization for tax purposes and was able to distribute almost \$15,000 in scholarships to eight recipients in 1983. As for French dailies, *Le Droit* remains the only one outside Quebec and many of us can only regret that 1983 has not yet seen the birth of a newspaper to replace the late *Évangéline*. There is, however, some reason to think that 1984 will bring a successful accouchement.

Association of Quebec Regional English Media

Ever ready to challenge the thesis that English-speaking Quebec begins and ends on the Island of Montreal, the fifteen members of the Association of Quebec Regional English Media this year rejected the tag of "Off-Island" newspapers and now present themselves as the multiple voices of "Mainland English Quebec". It is a status which better reflects their crucial role in keeping the various English-speaking communities up to date on government programmes and other events that would otherwise be transmitted to them pretty well exclusively in French. It is almost impossible to overestimate the extent to which a minority-language paper, or radio station for that matter, becomes an instrument for focusing and verbalizing minority concerns and a force for cohesion in a sometimes incoherent language environment.

Besides bringing its members together for professional exchanges and mutual support, the AQREM Secretariat has been active in lobbying federal institutions and their moral tutor, the Treasury Board, about the under-use of member papers for federal advertising. In the absence of effective statistical monitoring on the Board's part, AQREM produced its own count to show how erratic the distribution of those

publicity dollars can be. It is of course consistent with the self-help minority ethic that AQREM, like its sister association, should ride herd on the application of government policy, but that does not absolve Government itself from more vigorous monitoring and enforcement of its own rules.

Radio and  
television

CBC appropriately chose 1983 — Communications Year — to create a Vice-Presidency in charge of Regional Programming, a move that ought to augur well for the official languages minorities across Canada. This additional recognition of the regional dimension would be reinforced if the Corporation accepted a long-standing minority request to have regional advisory committees established to keep the network tuned in to their interests and concerns.

Although the Accelerated Coverage Plan to put virtually all Canadians within reach of broadcasting services in their own official language is now nearing completion, last-minute delays occasioned considerable frustration this year. Neither Victoria, Port Alberni, Powell River/Comox on the west coast, nor Chandler, Escuminac, New Carlisle, New Richmond, Percé, Port Daniel and Gaspé down east were yet able to receive the appropriate French or English signal. It may be only a matter of time, but try telling that to those who are condemned to take whatever language they can get. The long-awaited retransmitters at Zenon Park and Leoville-North Battleford, however, are finally in place and operational, which brought some much needed cheer to the Fransaskois.

Indeed, Saskatchewan had double reason to celebrate. The opening of new CBC facilities in Regina has added a new dimension to the possibilities of regional French-language production in the province. Nova Scotia, too, got an early Christmas present with the announcement that Halifax may soon devote one of its studios to French radio and thereby lessen local Acadians' dependence on Moncton-based material. Acadians in Prince Edward Island must still listen to CBAF-Moncton, but at last, after seven years of asking, they are finally getting a daily dose of "La marée de l'île", a production that is sometimes put together on the Island itself.

Less encouraging was the news that the tenth anniversary of French television production in Toronto would be marred by budgetary cutbacks. Despite protests, the cuts in regional programming have gone ahead. Any ambitions CBLFT may have to use the medium to better acquaint Franco-Ontarians with their own cultural realities are still hanging in the balance.

In contrast, the educational television network, TVOntario, has been expanding its French-language programming for both Franco-Ontarians and those interested in learning the language. In 1983 a number of high-quality television series were produced in French, including one on Franco-Ontarian history, one on law for the layman and another on computer studies. The network's programming is also being made available in a number of areas outside Ontario, where it enriches the available supply of educational resources, in the broadest sense of the term.

National Film  
Board

Film Board regional programming in French is still subsisting on iron rations. Whereas in 1982-83 English regional production was responsible for half the Board's output in English, French regional production accounted for only four of the forty-two original films shot in French: one in the West, one in Ontario and two in the Atlantic region. That there is more to this deficit than a mere numbers game

it organized a workshop on scenario and script-writing for French-speaking filmmakers. This sort of initiative would be well worth encouragement from the Board. May its purse strings prove as open as its mind to the cultural usefulness of French regional production.

## **Heritage Languages: Endangered Speeches**

The cultural complexity of Canada is a thing to marvel at. Once we penetrate beyond the stereotypes that help shield us from "the other", we enter an Aladdin's Cave of wondrous variety. To some, perhaps most Canadians, it is not self-evident how one reconciles all that polyglot potential with the official recognition of only two languages, especially since they too carry a rich cultural baggage of their own. Everyone knows that the biculturalism of the B and B Commission has somehow become "the multicultural heritage" of the Charter, but what does it mean for all or any of the languages and cultures involved?

Canadians can lay claim to over a hundred languages besides English and French, each one of them with unique cultural overtones. Canada has pledged its respect to this cultural heritage but its intentions toward the languages that are its principal vehicles are uncertain. One does not have to look far or very searchingly to know that minority languages that are not given a modicum of institutional support are condemned to a more-or-less inescapable demise. According to the United Nations' *Development Forum*, 95 per cent of the human race use just 100 languages while the remaining 5 per cent are speakers of the other 8,000 or so that go to make up our total linguistic resources.

The question of what practical incentives might stem from our constitutional commitment to "the preservation and enhancement of our multicultural heritage" was debated at some length before the Joint Committee on Official Languages. It arose out of our proposal that the present reference in the Act to languages other than English and French<sup>1</sup> be amended so as to render it less negative to the ordinary ear. This recommendation was by and large welcomed by heritage language representatives and endorsed by the Joint Committee, but appears to have met with a curious lack of understanding from the drafters of the Government's response. A reference in the end-of-year Speech from the Throne promised statutory recognition of the Government's policy of multiculturalism, but as yet we have no way of knowing what this may mean in practice. At bottom, in our view, people simply want to know what they may reasonably expect from their various governments by way of symbolic encouragement and concrete support.

There is no doubt that some members of the official languages communities are less than warm towards institutionalizing heritage language support. They are not against the cultural traditions that are, in part, embodied in those languages. On the contrary, so long as they are predominantly the concern of the so-called ethnic communities themselves, they are seen as enhancing our common environment.

<sup>1</sup> Section 38 of the Official Languages Act reads: "Nothing in this Act shall be construed as derogating from or diminishing in any way any legal or customary right or privilege acquired or enjoyed either before or after the 7th day of September 1969 with respect to any language that is not an official language."

But the not always unspoken question is how far the cultivation of multiple linguistic traditions can or should be allowed to go. Unfortunately, perfectly normal doubts about the risks of social fragmentation can and sometimes do become morbid hostility toward anything different. Governments have a duty to promote social cohesion, but they also have an obligation to see that prejudice is resisted so far as possible.

We have spent some time in recent years trying to convince people that there is a community of interest between the official languages minorities and our various heritage-languages communities. For example, one cannot, even within the very elastic bounds of human logic, desire a degree of educational flexibility for oneself and at the same time suppose that such a sentiment has no place in one's neighbour's aspirations. If English and French are important to us — not just as majority languages and vehicles of government communication — it is because they link us with major cultural traditions beyond our frontiers as well as with whatever is most Canadian in our Canadian identity. The situation of any heritage language group is no different, except that they have implicitly agreed to submerge a more significant part of their language and culture into the Canadian mix.

That this message on the meaning of minority interests is having its effect on Canadian attitudes we are quite certain. The backing which the Franco-Manitoban community received this year from the Manitoba ethnic organizations is just one proof among many that more and more Canadians recognize the real enemy as that which turns cultural and linguistic diversity into a simplistic bogey — a threat to jobs, to educational standards, to the neighbourhood. It is our belief that a decent degree of institutional and community encouragement of Canadian languages other than English and French is one way out of narrowness, timidity and conformity, which tend to sap our national potential.

## Education

### The National Scene: Team Canada

Federal-provincial relations

The federal-provincial protocol on official languages in education was signed at last in December. The good news is an additional \$15 million in federal funds. The bad news is that the money cannot compensate for the financial limitations under which the programme has been labouring since 1979 or the damage done by the difficulty of planning more than a year ahead during the uncertain years of interim agreements.

That said, there are undeniable improvements in the new agreement:

- it calls for bilateral financial negotiations between the Federal Government and each province, thus allowing for tailor-made programming to suit regional needs;

- it is for three years, which is less satisfactory than five but manifestly better than one or two;
- it calls for a clear distinction between assistance to minority-language education and to immersion instruction, as we have long urged; and
- it requires the provinces to submit a clear accounting of their expenditures in official-language education.

Following the uncertainty of the past few years, when the tendency was to choose the most conservative education path, we will need good will, firmness and a touch of imagination if appropriate priorities are going to be identified and embodied in creative three-year development projects which answer to changing needs.

Canadian  
Language  
Information  
Network

Political teamwork will also be essential if we are to make further headway with another idea that is dear to our heart. In Canada we have long been lacking a computerized compendium of language teaching material, techniques and research results which would bring together resources built up in all parts of the country and allow interested educators to share the wealth. A dedicated group of associations, with some support from this Office, has developed a proposal and carried the ball as far as the federal-provincial arena. A detailed feasibility study undertaken for the group with financing from the Secretary of State's Department has confirmed that the need and interest are there, right across the educational spectrum. Informal reactions to the proposal have been favourable, but it will need a stamp of approval from both federal and provincial levels of government, not to speak of the cold cash to go with it. All this is still at the negotiating stage. Times are tight, certainly, but this investment would have a substantial payoff for generations to come.

Voluntary and  
professional  
organizations

Not enough has been said about the contribution of non-governmental organizations to the language education scene. Professional associations like the Canadian Association of Immersion Teachers, the Canadian Association of Second Language Teachers and the Association for the Promotion of English Teaching in Quebec (SPEAQ) do invaluable work sharing knowledge among their members and with others. The Canadian Association for French-language Education (ACELF) is particularly active in promoting minority-language education for French-speaking Canadians. During the year, its publications on the French schools question and related constitutional issues, and its review of French-language post-secondary education in various regions were a more than useful contribution to the clarification of these difficult and important problems.

Canadians Parents for French is a grass-roots organization with an astonishingly small staff and thousands of volunteer members. In six short years it has achieved an impressive record of promoting French as a second language. The briefest glance at its 1983 activities reveals a very wide range of accomplishments, among them, for example: summer immersion schools and camps in several provinces; a conference on bilingual post-secondary education for Anglo-Ontarians; statements of support for minority French-language rights in Manitoba and Alberta; French book fairs in Prince Edward Island; a series of French programmes for Regina cable television; and public-speaking contests in French for immersion children.

The enthusiasm, sophistication and energy shown by all these organizations is deeply encouraging, as is the support received in the press and from a number of editorialists for a more rational approach to languages and language teaching. Without them the initiative would be left almost exclusively to governments, to offices like our own and to those who haunt the corridors of officialdom . . . a sobering thought indeed.

### **Minority-Language Education: Controlling Interest**

The second report on the State of Minority-Language Education in the provinces and territories of Canada was released in May by the Council of Ministers of Education. It reveals a very mixed bag: while several provinces have been making laudable efforts to increase minority education opportunities, almost everywhere enrolments have been declining at a rate higher than the corresponding decline in overall school population. Only in British Columbia has there been a substantial growth in the number of minority-language schools over the past few years; in other provinces the number has remained static or dropped. If it is true that the school is the centre of a minority-language group's existence and the key to its capacity to survive, then the future for these communities is very uncertain indeed.

As we anticipated in our last Report, constitutional guarantees of minority-language education rights have become the subject of several appeals to the courts. The precise limits within which provincial legislation must fulfil the where-numbers-warrant provision of the Charter, indeed the very definition of basic concepts like minority-language education and publicly supported educational facilities, will all be subjected to judicial scrutiny and decision in the months to come.

Beyond the matter of constitutional interpretation, we also detect a broader public consensus on minority control of minority-language educational institutions. In 1983, for example, both the United Church of Canada's National Task Force on French-English Relations and Canadian Parents for French went on record as supporting this approach. So too did local organizations in various parts of the country.

Minority-language education remains at greatly varying stages of development in the different regions of the country, as witness these 1983 snapshots:

The **Newfoundland** Government has, for the immediate future at least, committed itself to continued support for the province's only French-language school, in Labrador City. Nonetheless, the school's viability remains precarious because of declining enrolments, particularly at the high school level.

As we have noted in previous reports, Francophone children in other parts of Newfoundland receive French-language instruction through immersion programmes. The Department of Education's Ministerial Advisory Committee on Bilingual Education is, however, looking at the possibility of suggesting policy guidelines on minority-language instruction.

In **Prince Edward Island**, Francophone parents in the Summerside area were still considering a court challenge to the School Act, which permits French-language instruction for grades one to nine, only where there are 25 pupils over three consecutive grade levels. The parents contend that requirements of this nature are too stringent to meet the needs of a small and declining minority community, and we agree.

A study completed this year on the viability of a French-language school and community centre in Charlottetown, to be jointly financed by the Federal and Prince Edward Island governments, is still under consideration by the provincial government. The key question, apparently, is whether such a centre will serve enough people to make it a worthwhile investment. The answer, it seems to us, is to start out in such a way that one can find out as time goes on.

In August, the **Nova Scotia** Government unveiled long-awaited regulations pursuant to its 1981 legislation establishing French as a language of instruction in Acadian schools. The regulations allow for exclusive French-language instruction from kindergarten to grade two, followed by the progressive introduction of English-language instruction. At junior and senior high school levels, students will take a minimum of ten and eight courses respectively in French. Permission for a school district to designate an entire school or part of a school as Acadian will depend on criteria such as the area covered by the school board, the total number of students served and the number to be enrolled in the Acadian programme.

The minority community has expressed understandable concern at the extent to which French-language instruction is conditional upon numbers. Many Acadian schools will, in effect, be mixed schools, which do little or nothing to slow assimilation. It also remains to be seen how responsive the school boards, which control the timing and proper execution of the programme, will be to minority needs.

In **New Brunswick**, the principal development of 1983 was undoubtedly a judicial ruling prohibiting students from enrolling in French immersion programmes if they already have a practical knowledge of that language. The case stemmed from a court action begun in the fall of 1982 by the Acadian Society and the Association of Francophone School Trustees, charging that the Grand Falls English-language school board had violated the provincial Education Act by admitting Francophone students to its French immersion programme.

The judge found that parents had the choice of sending their children to either the English or French school systems, provided only that the child was competent in the language of the school system chosen. French immersion and extended core classes, however, were intended for children who wished to acquire a knowledge of their *second* language and not for those who wished to improve their knowledge of their *first* language. A complicated issue, but clear enough so far.

However, the plot thickens in cases where a child's first language is less than clear, and where school boards will presumably have to determine the issue. Considerable heat was generated in the autumn over the possibility that province-wide language tests might be in prospect, but it appears that all concerned are now taking a longer and cooler look at the problem. As a result, just how placement decisions

will be made, which students they will affect, and what it all means for the enrolment picture in the two school systems are all questions which remain up in the air for the moment.

The Miramichi French-language community centre and school, New Brunswick's third such enterprise, has now received the go-ahead. A joint federal-provincial project located in Newcastle, the centre will be equipped to serve 300-400 students from first to twelfth grade and to offer professional training programmes as well as courses in special education. Its doors are due to open in 1985.

It was no mean achievement to keep up with the pace of developments in **Ontario** in 1983. Early in the year, Franco-Ontarians won the battle for parity with Anglophones in language credits required for high school graduation: five credits in *Français* to one in *Anglais* represented a reversal of previous provincial policy.

In March the Ministry of Education released a White Paper in response to the 1982 report of the Joint Committee on Governance of French Language Elementary and Secondary Schools. Reaction to its first recommendation, the abolition of numerical limitations on the right of every French-speaking Ontarian to education in French, was almost universally favourable. School board after school board, however, took a negative stand on a proposal for Francophone ratepayers to elect minority trustees to sit on existing boards. Reactions went in opposing directions: some boards were against any form of special consideration for French-language education; others favoured all-French boards where appropriate, a possibility which is apparently unacceptable to the Province, at least for the present. The Government has now asked that new options be developed.

By year's end a comprehensive reference had been brought by the Government to the Ontario Court of Appeal, in the hope of settling the question whether current legislation is consistent with the Charter of Rights. The reference encompasses in particular a number of issues brought together in an earlier court challenge by the French Canadian Association of Ontario (now withdrawn), with respect to the governance of minority-language schools and the numbers of pupils required by Ontario law to establish French-language classes.

Meanwhile, unhappy stand-offs continue in places like Iroquois Falls and Wawa, where school boards have persisted in turning aside all pressure for French-language secondary school units. Penetanguishene's French-language school also remained in the news, as parents of pupils at *l'École le Caron* battled for parity in school facilities and planned a court action of their own.

**Manitoba's** French Education Bureau has now attained permanent status as a division of the Ministry of Education. Meanwhile, French language school boards are also a big issue for Franco-Manitobans. A joint committee of the Provincial Federation of Parents' Committees and the Franco-Manitoban Society undertook a study of problems in minority-language education. It is hoped that a consensus will be reached early in 1984 on a made-in-Manitoba solution to educational restructuring, after which a recommendation can be presented to the Ministry of Education.

While in **Saskatchewan** nine minority-language schools were in operation in 1983, access to minority-language instruction, as opposed to French immersion, remains too often the subject of exhausting local struggles. This time it was parents in Domrémy who fought unsuccessfully for almost a year for a programme from kindergarten to grade eight, and had to count themselves lucky to obtain modest gains in French-language instructional time in the earlier grades. Ministerial and school board powers of discretion still leave too many Francophone children crying in the educational wilderness. It is to be hoped that a current Department of Education review of French-language education will deal with this problem more directly and systematically.

In Saskatoon, in contrast, the success of the one-year-old *École Canadienne-française* was signalled by the move of this entirely minority-controlled school into permanent quarters, with an enrolment 50 per cent higher than the previous year.

Nineteen eighty-three also marked an awakening on the part of Francophone parents in **Alberta** to the possibility of French education as distinct from immersion classes. In October an Edmonton parents' association went to court with a view to forcing the Government to recognize the difference and to provide publicly financed French schools in accordance with the Charter of Rights. In the meantime, the same parents' group has established a private French-language school, *l'École Georges et Julia Bugnet*.

In Calgary, another parents' association has prevailed upon the separate school board to make over per-pupil provincial grants to an existing private school on behalf of Francophone pupils. The two schools and parent associations are now linked. Both the Calgary and Edmonton separate school boards appear to be responding sympathetically to persistent lobbying for publicly financed French schools, and hopes are strong for 1984.

The question of minority management of minority-language schools is very much part of the Alberta story, as is the debate within the minority community over how far and how fast to go. It is not surprising, in the light of past experience, that some Franco-Albertans have opted for immersion programmes, that others hope for French schools administered by existing boards, while still others will be satisfied with no less than French-language school boards. Whatever the merits of each option, it is abundantly clear that the establishment of French-language schools would represent a very significant advance over the educational opportunities which have been available to Franco-Albertans in the past.

French-language instructional programmes in **British Columbia** grew to encompass almost 1,200 pupils in 21 school districts, an increase of almost 50 per cent over the last two years. The overwhelming majority are in the elementary grades, there being few communities which can muster the ten pupils required to form a secondary level French-language class.

A bright note was struck by the September opening of British Columbia's first all-French school, *l'École Anne Hébert* in Vancouver. Nevertheless, it was sobering to learn from a survey made public during the year that fully 60 per cent of British Columbia's Francophones remain unaware of the existence of the Province's French-language instructional programme.

In the **Northwest Territories** and in the **Yukon**, Francophone youngsters are attending French immersion classes. In the Yukon, however, parents' voices were also heard for the first time calling for a French-language unit. Despite an initially less than positive response from the Yukon educational authorities, the process of negotiation has begun and we need not despair of a result that is consistent with the promise of the Charter of Rights.

With almost clockwork regularity, 1983 brought news of educational controversy in **Quebec**. By and large, the English-speaking community's attention was turned toward Bill 40, whose key proposal from a linguistic point of view is to restructure the education system along linguistic rather than denominational lines, allowing for thirteen English-language school boards across the province. The reaction of Anglophones has been mixed. Some are unwilling to trade away denominational structures until there are solid constitutional guarantees to protect linguistic boards. (There are already motions under way to test the constitutionality of Bill 40.) Others are prepared to support linguistic boards, with or without constitutional guarantees, in order to facilitate a regrouping of Protestant and Catholic pupils within the same school board and thus maintain the viability of the English system as enrolment decreases.

*And enrolment in English schools is a continuing source of concern. In 1977, 16.7 per cent of the Quebec public school population attended English schools; by 1983 that figure had fallen to 12.7 per cent, and at the elementary level it was 10.8 per cent. The decline is due largely to three factors: fewer non-Anglophones in English schools; out-migration of English-speaking families; and the fact that close to 16 per cent (18,200) of the Anglophone school-age population is enrolled in French public and private schools.*

The final decision whether the Charter of Rights or Bill 101 will prevail in determining eligibility for English schools lies with the Supreme Court. Meanwhile, as we have noted above, amendments to Bill 101 are aimed at creating limited reciprocity by extending English schooling to children of families from other provinces where the Government of Quebec judges that equivalent minority-language educational services are in place. These amendments also propose that Quebec parents need only receive the majority, not all, of their elementary schooling in Quebec in order to send their children to English schools.

The problem of the "illegals" (children enrolled in English schools contrary to Bill 101) persists, despite several proposals for resolving the issue. The majority of the children involved come from families which settled in Quebec before the passage of Bill 101 but do not fit the criteria for access to English-language education. While many a sympathetic overture has been made, little has been done to end a situation which remains a sore point for the non-Francophone communities.

## **Second-Language Education: Growth Industry**

It is no longer hot news that interest in second-language learning is blooming all across Canada. At the same time, before we take off in a cloud of euphoria it

would be well to remember that not all our compatriots are convinced. A Nova Scotia newspaper editorial, for example, decried the spending of public funds "to make Anglophones bilingual when it's a skill they don't need." And an Alberta citizen wrote to his newspaper agreeing that "a second, third or even tenth language . . . cannot help but expand one's horizons" but went on to ask: "Why should it be French?" Reminds one of Huck Finn and his old friend Jim:

" . . . and some of them learns people how to talk French."

"Why, Huck, doan' de French people talk de same way we does?"

"No, Jim; you couldn't understand a word they said — not a single word. . . S'pose a man was to come to you and say Polly-voo-franzy — what would you think?"

"I wouldn' think nuffin; I'd take en bust him over de head. . ."<sup>1</sup>

We can take heart, however, that a Gallup poll conducted in September indicated that a majority of Canadians believe both English and French as second languages should be compulsory school subjects in all grades. The question is whether opinion polls cut any ice at the schoolyard gate.

- Only **Ontario** took action this year, making French compulsory in grades seven and eight and for one year of high school studies.
- **Nova Scotia's** Public School Programme Committee recommended that all school boards be required to offer French as a second language in grades four to six as well as in grades seven to twelve.<sup>2</sup>
- When the reorganized High School Curriculum was introduced in **Newfoundland** in 1981-82, French was not even among the optional subjects which could satisfy the basic requirements for graduation. Under pressure from Canadian Parents for French, this anachronism was dispensed with this year, but there is still some discontent that French is very much an optional subject.
- **New Brunswick** pupils must study their second official language in grades five to nine, and to grade ten for those seeking an Academic Diploma.
- In **Prince Edward Island**, French is a mandatory subject from grades four to nine.
- **Quebec** Francophones must take English from grade four through ten, while for Anglophones French is compulsory throughout elementary and secondary school.
- In **British Columbia**, students are normally obliged to study French in grade eight, the first year of secondary school.

<sup>1</sup> Mark Twain, *The Adventures of Huckleberry Finn*, New York, Harper & Row, 1978.

<sup>2</sup> Early in 1984, this recommendation was accepted; it was announced that all school boards must offer French in grades four to twelve.

In short, only five out of ten provincial jurisdictions insist on some measure of second-language study in the schools. Given the desire of parents to have their children as well equipped as possible for a working life in a bilingual country, this seems to us a very feeble tally indeed.

**Core programmes** Regular or core instruction is too often still considered the country cousin of the more glamorous French-immersion programmes. After a few years of linguistic water torture in twenty- or thirty-minute spurts, too many young people emerge more inoculated against their second official language than ready to feel at ease in it. But core French is not, or should not be, a second-rate method to be starved out of existence. Its objectives have a validity of their own, and the majority of English-speaking students will continue to receive their French instruction in regular classes for the foreseeable future.

Fortunately, a few school boards are working hard to set realistic objectives for core programmes, to assign first-rate teachers and to provide dynamic course materials. But there also are indications that some school administrators see enrichment of the core programme as a pretext for cutting back on immersion — a sign that confusion still exists about the different purposes of the two programmes.

A persistently disturbing feature of core French programmes is the striking discrepancy between elementary and secondary enrolment levels. Huge increases in elementary participation have occurred since 1970, but the high school rate has fallen everywhere. The reason is simple enough: in most jurisdictions, even if French is not described as compulsory in elementary school, pupils have little choice but to take it when it is offered. In secondary school, they have a choice and they exercise it — with the results we have seen. What kind of educational logic is that?

**French immersion** French immersion continues to grow at an astonishing rate in most parts of the country. Those who argue that it has little to do with interlinguistic understanding cite figures which show that parents are more taken with future employment opportunities or personal enrichment as reasons for enrolling their children in immersion classes. In our own view, it is no bad thing that Canadians should attain fluency in their second official language, whether or not their motivation is initially less than altruistic. An ability to function in a language may not be sufficient to bring about an understanding of the people who speak it, or an appreciation of the culture and heritage that go with it, but it is surely an indispensable first step. A minority Francophone leader recognized this in an address to immersion high school students:

You represent a new attitude towards French and towards Francophones. . . . Your generation will form a bridge not only between the two linguistic communities, but between a generation which is still hesitant and sometimes even hostile, and a new generation which is preparing itself to build the modern country we dream of.<sup>1</sup>

<sup>1</sup> Translation of remarks by André Cloutier, President of A.C.F.O., reported in *Le Métropolitain*, April 19, 1983.

Despite immersion's popularity, or sometimes because of it, problems and controversy still abound. Issues aired in 1983, but by no means resolved, included guaranteed access, related busing policies, and the amount of instructional time devoted to French. Only in Manitoba and New Brunswick is immersion (given a minimum enrolment) a right rather than a privilege. The absence of transportation facilities to immersion schools or school board policy of charging parents a fee for transportation poses problems for several communities. And while increasing numbers of secondary school programmes are becoming available, there is reason to fear that "immersion" is too often not the proper word for them. Even in the later elementary grades, instruction in French for immersion pupils seldom occupies more than half the school day, and rare is the high school student who is immersed more than 40 per cent of the week. Perhaps it should be renamed French dipping.

A particularly controversial issue has been the matter of elitism, or the allegation that immersion classes are essentially the preserve of the privileged. As we see it, the proponents of this view are missing the point: as long as children do not have to be rich or titled to get into immersion classes, that is to say as long as there is reasonable *equality of access*, there is nothing elitist about the system. Nor is there any evidence that suggests that only the brightest can learn to speak two languages; indeed, on a world-wide basis, the statistics would probably lend themselves to a quite different interpretation. And the fact that what contemporary society likes to call the upwardly mobile are determined to nail down every possible educational opportunity for their children, including sound language instruction, is not likely to be altered one way or another as a result of a debate about immersion. In a word, the elitism argument seems to us little more than a desperate search for some plausible ground on which to cast doubt on an otherwise demonstrably successful programme. Our suggestion would be to put it behind us.

Progress and  
problems      Whatever approach we choose to second-language learning, it was a year of progress and problems, justifying optimism and pessimism in equal measure.

In the **Northwest Territories**, students in Pine Point staged a two-day walkout to protest the lack of a French teacher at their high school, where no fewer than 131 students had to resort to learning French by correspondence.

In the **Yukon**, the early immersion programme in Faro was cancelled when a mine closure cut the town's population in half.

In **British Columbia**, only slightly more than half the school boards offer core French in their elementary schools.

Immersion students in **Alberta** will be able to write province-wide examinations in various subject areas in French. While new immersion programmes began in smaller centres such as Wetaskiwin, vigorous opposition greeted the expansion of the junior high school programme in Calgary.

Although new early immersion programmes began in several **Saskatchewan** communities, participation in elementary core French programmes remains by far the lowest in the country (7.5 per cent).

In **Manitoba**, immersion parents have appealed a court ruling that a school board is within its legal rights to charge a fee for busing pupils to immersion classes.

In **Ontario**, policy statements from the Ministry of Education urging boards to provide immersion programmes, and offering financial incentives, are offset by persistent opposition to the idea in southern Ontario communities outside the largest cities.

Besides the significant number of Anglophones enrolled in French schools in **Quebec**, there were another 17,000 or more registered in immersion programmes. The proportion of English-speaking school children in French immersion has increased from 9.4 per cent in 1977-78 to 12.8 per cent in 1982-83.

The popularity of immersion in **New Brunswick** is impressive. Both early and late versions are offered by most English school districts, and in Moncton over 30 per cent of the 1983-84 English-speaking school population is in immersion programmes.

Canadian Parents for French in **Nova Scotia** spearheaded several movements to expand immersion programmes across the province. Although there were some disappointments (Sydney lost its immersion class, for example), their activities yielded results in the Annapolis Valley and Cumberland, and approval in principle was given for a junior high school immersion programme in Halifax.

French-language immersion in **Prince Edward Island** has had its ups and downs. Immersion advocates in one area faced considerable opposition from parents who preferred to beef up core French instruction and regarded immersion as a drain on enrolments in regular English schools. On a more positive note, extended programmes at the junior high school level for graduates of elementary school immersion were expanded this year: two new programmes were introduced, and a third is scheduled for the fall of 1984.

Immersion enrolments in 1983-84 in **Newfoundland** were 31 per cent higher than in 1982-83. While most children attend early immersion programmes, the Department of Education is beginning to develop an immersion curriculum for students soon to enter junior high school. French-language Saturday school enrolment in St. John's (mostly involving children under fifteen from core French classes) has doubled this year to 350 and will eventually add to the immersion population.

English as a  
second  
language in  
Quebec

Since 1976-77, the number of Francophones attending English schools has been halved, and of those remaining in the English system, about 64 per cent are in high school. With limited access to English schooling, there appears to be a growing interest in improved English second-language instruction in French schools. But little is available apart from core programmes. Last year, a court action by the Chateaugay Valley school board challenged provincial regulations prohibiting English second-language instruction to children in French schools before grade four. Until the case is decided, the school board is continuing to teach English in the earlier grades.

During the past year, the only long-standing English immersion course for Francophone children in the province, in existence since the early 1970s at the Baldwin-Cartier School Board, was halted on the grounds that it contravened education regulations. By September, however, the Board had introduced an enriched core English programme which falls within curriculum guidelines for students in grades five and six, and secondary level one.

Among other second-language initiatives for Francophone children is the Mille-Îles School Board's "bain linguistique" which provides exclusively English second-language courses for five months to children in grade six, before returning them to regular French schooling. Whatever the future has in store for Quebec's French-speaking youngsters, we cannot see a time when they will regret having a sound, functional knowledge of English. An occasional linguistic bath does not do any harm.

### Post-Secondary Institutions: Degree Zero

Meanwhile, university administrators continued to struggle with the apparently revolutionary notion that second-language training might play an honourable part in their affairs. They should perhaps be reminded that "doctors, philosophers and sages" have been aware for a very long time that "it is impossible to reach what is necessary in matters divine and human except through the knowledge of other languages."<sup>1</sup> Signs that this message might be beginning to penetrate Canadian campuses some seven hundred years later are not abundant, but there were nevertheless slight grounds for greater optimism in 1983 about language learning opportunities in the universities.

Anglophone  
universities

The pressure that must be brought to bear if our English-language post-secondary institutions are to take their place, linguistically speaking, in the 1980s is beginning to be felt from parents, students, and even a few far-sighted faculty members. A conference organized by Canadian Parents for French at Glendon College in Toronto in the autumn brought these three groups together to discuss bilingual post-secondary education for Anglo-Ontarians. The basic message was summed up in an editorial.

An explosion of students is on the way whose first language is not French, who have learned their French in immersion classes and whose parents want to make sure that they keep in touch with French at high school and university. . . . Many of the most intelligent and ambitious students entering Canadian universities in the future will be bilingual graduates of immersion classes. They will not be the kind of students that universities aspiring to be respected can ignore.<sup>2</sup>

Earlier in the year *Carleton University* reported on the results of a needs analysis of undergraduate French which indicates that there is an undesirable gap between students' desires to be bilingual and the type and amount of second-language learning opportunities served up by our post-secondary institutions.<sup>3</sup> The survey suggests that a much more integrated approach on the part of the university will be needed, and that a wider cross-section of the academic community should share the responsibility for functional French-language instruction.

<sup>1</sup> Roger Bacon, *Opus Majus*, 1268. Translated by Robert Belle Burke. Volume 1. Philadelphia, University of Pennsylvania Press, 1928, p. 75.

<sup>2</sup> *The Globe and Mail*, November 14, 1983.

<sup>3</sup> *French Studies in the Undergraduate Curriculum*, Centre for Applied Language Studies, Carleton University, May 1983.

Developments at a number of universities around the country give some evidence of willingness to take on a broader responsibility:

- The *University of New Brunswick* has established a post of French Language Coordinator and will be offering certain classes in sociology, psychology and history in the French language.
- *Université Sainte-Anne* in Nova Scotia has introduced a French immersion programme for students wishing to enrol in French-language university courses.
- For the first time, the *University of Saskatchewan* is offering a sociology course in French.
- The *University of Western Ontario* has a diploma programme in French legal terminology.
- The *University of Waterloo* has compiled a report listing its current activities in French, such as courses in business French and French for accountants, and recommending a wide range of further initiatives.
- The *University of Windsor* has approved the establishment of a French-Canadian centre to meet the language needs of Francophones and non-Francophones alike.
- *Athabasca University* has established a language requirement (French or a native language) for students graduating from its new Canadian Studies programme.
- The *Centre Universitaire Saint-Louis-Maillet* in Edmundston is preparing in-house French second-language courses for companies in the area.

Despite these encouraging (if scattered) examples, there are altogether too many indications that the blinkers remain on many academic eyes. It is disheartening that last year the *University of Victoria* was the only institution in the entire country that was prepared to reinstate a second-language admission requirement, and even that decision has apparently been the subject of second thoughts. Is there any reason to doubt that academic myopia is in good part responsible for an anomalous stop-start situation in which secondary school enrolments in French second-language courses spiral downwards at the same time as elementary and university enrolments shoot up?

A collision of some kind seems inevitable. In casting about for reasons why resistance to entrance requirements should be so strong, we find ourselves forced to agree with a professor from south of the border who wrote that "there is nothing like being monolingual oneself to stiffen one's resolve that languages are not important on grounds of principle."<sup>1</sup> We can only hope that a more realistic approach will eventually prevail. If the universities can advertise, as the Association of Universities and Colleges of Canada did in a recent poster, that they "have the

<sup>1</sup> Richard D. Lambert, in *Profession '82*, Modern Language Association of America.

future in minds", we must enquire tartly whether even the least semblance of social responsibility does not require them to remember the importance of nurturing the bilingual capacities of those young Canadian minds.

Institutions  
outside  
Quebec

That our bilingual and French-language institutions outside Quebec continue to hold their own is no mean achievement in these difficult times. Some were able to offer new programmes in high-demand disciplines, for example at Toronto's *Glendon College* where at least half of a new computer studies programme will be taught in French. In Alberta, there was growth: full-time enrolments at the *Faculté Saint-Jean* in Edmonton were up more than 70 per cent over five years ago. In Nova Scotia, a new four-year commerce programme in French was introduced at the *Université Sainte-Anne*. In Ontario, an historic first: Francophone law graduates from the *University of Ottawa* took the oath in French for the first time, while the first Bar Admission course in French has been approved there for next year. Also at the University of Ottawa, the bilingual character of the institution was put to good effect for second-language learning when special sections of a psychology course were taught in French to Anglophone students and in English to Francophones. Evaluation of this pilot project bore out the hypothesis that language skills would improve at no cost to the mastery of subject matter — the immersion principle at last bearing fruit in a university setting.

Still in Ontario, the post-secondary education needs of minority Francophones have been brought into focus by the work of the Parrott Committee on university education in northeastern Ontario. The committee's report recommends a merger of four existing northeastern Ontario post-secondary institutions, and proposes an elaborate scheme for ensuring adequate Francophone representation on the new institution's decision-making bodies. While the principle of equitable treatment for Franco-Ontarians is upheld throughout the report, we are disappointed by the lack of commitment to more programme offerings in French. At year's end there had been no reaction to the report from the provincial government.

In New Brunswick, the federal and provincial governments have contributed over \$4.6 million at the community college level for the development of training courses in both languages. Those in French will be offered at the Moncton and Bathurst campuses of the *New Brunswick Community College*.

Honourable mention is due finally to the continuing effort of the *University of Regina's Centre d'Études bilingues*, which for some years has offered a Bachelor of Arts with Bilingual Mention. Students take between 40 and 60 per cent of their course work in French, choosing from a selection of courses including mathematics and computer science. If it can be done in Regina, it is hard to see why such a model could not be followed elsewhere.

Despite very significant efforts from Moncton to Church Point, Sudbury, St. Boniface and points west, simple honesty requires us to conclude that very grave gaps still exist in post-secondary opportunities in French outside Quebec. Whatever one may think of the merits of the reciprocity doctrine in the intergovernmental sense, it is clear that a greater degree of equity in opportunities afforded Francophone post-secondary students outside Quebec, as compared with Anglophones within that province, is imperative if we are to take any lasting satisfaction from the advances we have made in minority-language education.

Quebec It remains as true as ever that few Francophones in Quebec can hope to complete their post-secondary education without some knowledge and use of English. It may even be that a more limited exposure to English while at school, coupled with the need to have English language skills, is affecting their choice of post-secondary institutions. At the university level, for instance, the number of Francophones attending English-language institutions has increased from 6,852 in 1978 to 10,308 in 1981, according to the latest figures available.

Quebec's English-language universities tend to point to the increasing proportion of Francophones in their total student body (20.4 per cent in 1981) as testimony to their changing character. However, when all is said and done, these data obscure the fact that English-language universities still do little to promote second-language skills among the English-speaking university population. The prevalent feeling still seems to be that the onus of second-language learning is on the schools. A very considerable gamble, given the high degree of French-language proficiency needed by future professionals who expect to take their place within the Quebec community as a whole.

Teacher training Locating an adequate supply of qualified teachers is obviously a matter which affects all levels and varieties of language education. Happily, we can report that several universities are at last moving to take up the slack. The major shortage has been in the West with its huge boom in immersion, and it is encouraging that three western universities are developing new teacher-training programmes. The *University of Regina* has welcomed the first student-teachers to a new bilingual programme leading to a Bachelor of Education degree, designed for those who will teach in French-language or immersion schools; the *University of British Columbia* has a new training programme for immersion and Programme Cadre teachers, leading to a special certificate; and *Simon Fraser University* also has an immersion teacher training programme.

Elsewhere in the country there is as yet surprisingly little in the way of comprehensive teacher-training programmes specifically designed for future immersion teachers. There are, however, programmes and courses aimed at second-language teaching specialists, such as the *University of Ottawa's* Master of Education degree with specialization in second-language teaching, a Master of Education programme in teaching French as a second language at *Dalhousie*, and summer immersion courses for teachers of French at the *Université Sainte-Anne*.

Let us hope that these are portents that our universities are finally beginning to think in terms of a more articulate approach to language in education at the post-secondary level. A national consensus is no doubt a distant goal, but a response to regional needs makes a fair beginning.

### **Extracurricular Activities: Moving Right Along**

If there were a prize for being non-controversial, then bilingual exchanges would walk off with it every year. There is more unanimity on the value of these programmes than on any other aspect of language education, and it will come as a

surprise to no one that they are overwhelmingly popular. What is less easy to understand is why, for lack of relatively modest amounts of money, these opportunities are limited to a such small proportion of our young people.

Students tell us time after time that it was the opportunity to use the language outside the classroom which made the difference between getting by and real fluency, between pecking away at the language and living it. Speaking of an interlinguistic exchange, one student wrote: "I feel I have learned more French vocabulary and language in the two weeks of the exchange than I learned in four years of classroom study." The feeling is not uncommon.

#### Exchange programmes

Organizers of exchange programmes have had to face severe financial restraints in 1983. Yet despite cutbacks in funding and ever-rising travel costs, they have coped remarkably well, with only a small drop in the number of participants.

- *Open House Canada* continued to support a variety of exchanges in 1982-83, despite a 16 per cent reduction in its funding compared to the previous year.
- *The Society for Educational Visits and Exchanges in Canada* organized nearly 8,000 exchange visits in 1983 under its school year and summer programmes, the bulk of them between Quebec and Ontario.
- Other organizations ranging from the YMCA and the Canadian Council of Christians and Jews to the *Canada Student Exchange Programme* and the Canadian 4H Council, also ran numerous bilingual exchanges during 1983.

Scratch a young bilingual Canadian and you will very often find an alumnus of the Summer Language Bursary Programme or a former Language Monitor. Both Secretary of State's Department programmes serve minority-language students as well as second-language learners. A very substantial demand for them is attested to by the fact that only one of three summer language bursary applicants is successful, while for the monitor programme the ratio is closer to one in four.

Surely it is time, given this level of interest and the proven success of the programmes, for the Federal Government to come up with more than a token increase in funds. What is the point of everyone agreeing that we should teach languages to young people, not middle-aged functionaries, if we cannot back up our truisms with cash? These two modest programmes are among the most positive and successful in the entire official languages area. Yet the Bursary and Monitor Programmes together involve expenditures of no more than \$13 million. By contrast, huge sums are poured into training costs and other payments for thousands of public servants, roughly \$40 million for the egregiously wasteful bilingual bonus alone. How often do we have to be reminded that the enthusiasm and subsequent fluency of too many Public Service graduates is in doubt, while the Monitor Programme, which produces the genuine article, struggles on with funds sufficient for hardly more than a thousand participants? A curious view of cost-effectiveness.

To those responsible for all these activities, and to the thousands of adults who have involved themselves in language learning in the belief that education is a life-long process, we respectfully doff our hats. Our only regret is that so few

Canadians are granted the opportunity to benefit from these enriching experiences. Money is scarce and governments cannot and should not be their only source of support; but bilingual exchanges could be given a substantial financial boost — with enormously positive results for Canadian youth — for what in terms of current government budgets is no more than peanuts.

# The Real World

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## PART II

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The Charter of Rights sets out in our fundamental law a right to be served by the federal administration in the official language of one's choice. Quite clearly these provisions reinforce those of the Official Languages Act. But this programme has always been, in our view, a good deal more than a casual undertaking to Canadians that their government would try to deal with them in both English and French. It was conceived by the B and B Commission as a commitment to a partnership which could, by treating the two languages with scrupulous equality, counterbalance the linguistic polarization that threatened to split the country. Yet, twenty years later there are still no simple answers to the questions — does federal bilingualism work? — how well does it work?

Palpably, French occupies a place in Canada today that is far different from its situation at the beginning of the sixties. But at the same time, the federal public service has not shown any exceptional zeal in making sure that the two languages are treated as equally valid coin wherever the demand arises. As a result, from the perspective of this Office, one is constantly torn between recognition that the face of the country is being slowly altered and the knowledge that minority language

communities are losing ground at an alarming rate, while some federal bureaucrats do less than they could to prevent it.

## The Music of Time

One of the rare compensations of growing old in the ways of bilingualism is that one can take the measure of the evolutionary grind that has gone into an apparently ordinary alteration in the landscape. Among the more symbolic, hard-won gains of 1983, we are particularly pleased to record the introduction of full-time simultaneous interpretation in the Supreme Court of Canada; a long-awaited agreement with the Commonwealth War Graves Commission on a more integrally bilingual treatment for signage at a number of cemeteries in France that have a Canadian connection; courses to ensure that the pages who work in Parliament can perform their duties in both English and French; and what we must hope is only the thin edge of the bilingual wedge in Petrocan's service stations. This may look like no more than icing on the cake. In a sense that is true, but mainly it helps to make the point that, even in seemingly obvious cases, equality can be a long time coming. It is, however, all the sweeter when it does.

## Reaching Out

The concept of spontaneously or actively offering services in two languages — as distinct from the will-o'-the-wisp approach of yesteryear — is now so firmly established that Government has come to believe it invented it. But between abstractions and the realities of service on the ground, there will always be a credibility gap to be bridged. Particularly outside obvious bilingual centres like Ottawa or Montreal, demand for services in the minority language remains something of a shrinking violet, slow to blossom and easily crushed. That is why it is essential to invent ways of making specific federal services known to the minority public and ensuring that they are truly accessible.

Government  
services offices

There are many means to that end. One that is proving effective is the Canadian Government Services Office. Now established in eleven Canadian cities,<sup>1</sup> it guarantees a bilingual capability at all times, and directs clients of the minority-language group to sources of information and assistance in their own language. While obviously no substitute for service on the spot in both languages, this kind of referral system represents a step forward from the old hit-or-miss, and we think it should be well advertised, via minority papers, posters, calendars and other media.

In the same vein, it is only common sense that bilingual services should be as clear-cut and as intelligible as human ingenuity can make them. Generally, this means government spokesmen and the minority-language communities together working out how services can be made more effective, by concentrating them in a few offices, deciding the best location and method of offering them, and then

<sup>1</sup> Vancouver, Edmonton, Calgary, Regina, Winnipeg, Toronto, Montreal, Quebec, Moncton, Halifax and St. John's.

putting the word around in every way possible, so that people know where to go and what to expect. Once the ice is broken and some degree of mutual confidence established, these contacts are among the most fruitful we know of. They also have the virtue of giving the minorities a straightforward, practical cause around which to mobilize those who have heard about linguistic rights but never knew how to start using them.

CEIC purchase  
of courses

A similar line of thought — backed by more than one complaint — had us chasing Employment and Immigration to give some genuine effect to the policy that members of the official-language minority should have the opportunity to receive manpower training in their own language. Local managers had developed a nasty habit of encouraging minority trainees to take a “practical approach” and forego courses in their own language for “bilingual courses” which subsequently became unilingual in the wrong language for the wrong reasons. Without presuming that the problem is now solved, we gratefully record CEIC’s co-operation in taking vigorous action to advise training institutions and potential candidates that the policy is there to be applied. One hopes that, with time, long-established attitudes will adjust in the right direction.

Even departments that have been caught napping are less inclined than previously to fall back on the once-tried-and-never-to-be-trusted device of blaming the minority client for being so bold as to try to exercise his right to be served in the minority language. A more characteristic vein in 1983 was that adopted by Customs and Excise:

The Administrator . . . accepts that there was a lack of active service; in order to prevent any future complaints of this nature, he will bring the matter formally to the attention of the responsible supervisor and ensure that the necessary action is taken to correct the situation.

### First Aid

Telephone  
survey in  
bilingual  
regions

Not that all was sweetness and light when it came time for federal institutions to be up front with services in both languages. It seemed to us reasonable, for example, to expect that federal offices that advertise bilingually in the blue pages of telephone directories in designated bilingual centres like Winnipeg, Sudbury, Toronto, Montreal and Moncton would at the very least answer the phone in both English and French — the normal way to let customers know that bilingual service is available — and back it up with prompt service in the client’s language. Tests showed, however, that we had been too optimistic on either or both counts. The table on the following page is a summary of the results of a telephone survey we undertook during the summer months.

These results are clearly not acceptable. They confirm the suspicion to which we have referred elsewhere that there is a considerable gap between plans and performance. That the two worst cases — Winnipeg and Toronto — are also the newest members of the bilingual regions club is little excuse; two years is ample time for government offices to learn how to answer the telephone in both languages. Nor is it much comfort to learn that once you get beyond the unilingual

### Results of Telephone Survey in Bilingual Regions

Area	Number of institutions	Number of lines called	Percentage with bilingual reception	Percentage providing information in the minority official language <sup>1</sup>
Winnipeg	82	178	20	64
Sudbury	47	47	51	97
Toronto	140	158	17	40
Montreal	179	202	25	87
Moncton	89	132	51	70

<sup>1</sup> About one-third of cases involved transferring the caller.

reception, the odds on getting the information you need in the right language are somewhat improved. Against that must be set those cases, few though they be, when the department simply hung up on callers who had the temerity to use the minority language.

## Business Methods

Communications with Francophone suppliers in Quebec

For some time, there has been a question in several minds about the degree to which services are offered in French by federal agencies doing business in Quebec. It has been suggested that institutions like Supply and Services, Public Works and several Crown corporations were somehow conveying to their French-speaking suppliers that it would be in the latter's interest to do business in English. A Treasury Board investigation of the matter concentrated on the performance of departments, while our own audit, still in progress, covers five Crown corporations. Detailed findings are not yet available, but a certain number of indications warrant comment:

- despite the fact that federal calls for tender are invariably bilingual, a number of Francophone suppliers indicate a "preference" to do business either bilingually or in English;
- by and large, suppliers are reluctant to pinpoint reasons for such a preference, but the lack of plans and specifications in French, the highly Anglophone image of some institutions and the readiness of suppliers to read between the lines when contracts are at stake are almost certainly among them; and
- in some cases, at least, the absence of French plans and the Anglophone image can be readily confirmed and, without saying that deliberate pressure is being applied on the federal side, it seems more than probable that suppliers would see it as being in their interest not to make waves by insisting on being dealt with in French.

Manifestly, this is not compatible with a policy calling for a spontaneous offer of service in French. In certain cases, moreover, the composition, distribution and second-language abilities of the federal personnel involved make it more than doubtful that the department or agency *could* effectively conduct its purchasing in French. Some of the institutions concerned are themselves aware of this. It is going to require a major push, however, to develop the sort of capacity that might convince Francophone suppliers that contracts are equally on offer in either official language.

### The Reliability Index

If Emerson was right that consistency is the hobgoblin of little minds, it is a bogey from which bilingual federal services have little to fear. The checkerboard effect comes in different guises: one and the same federal institution can produce widely different levels of service depending either on geography or on timing; or the client may face a bewildering range of availability and non-availability among federal services within the same geographic setting.

Within the  
same  
institution

The same Employment and Immigration Commission that rightly prides itself on affording solid French language services in Toronto may well be less successful in offering its services in English in the Eastern Townships or may tell a Francophone in Peace River: "your English is very good; it should not cause any problems if you are served in English." It is also the same Commission which claims to be of two minds about a request to fill a carpenter position at the Franco-Ontarian Folklore Centre in Sudbury with a bilingual candidate, invoking its "right to question the need for language requirements on job orders in the context of anti-discrimination according to Human Rights Legislation." One must be forgiven for wondering whether the same logic would have been invoked had a similar centre wished to have someone capable of working in English. We can do without this lopsided view of equality.

When taxed with a failure to achieve a decent level of consistency, Treasury Board sometimes looks as though it thinks our Office is talking about some quite unattainable absolute of pan-Canadian uniformity or strait-jacket standardization of departmental services. Our point is a great deal simpler: departments that provide services to minority-language clients really must have the minimum wherewithal to do so. It is simply not acceptable, for example, that nine of the largest federal institutions should be as weak as they are in bilingual capacity west of Manitoba and east of New Brunswick.<sup>1</sup>

Billboards

Getting all departments to deal with Canadians on a similar footing is not just a matter of service to the client. The Government's actions on federal publicity, for instance, have had all the urgency of the condemned prisoner hastening to the gallows. Can it really be over *three years* ago that we set out to persuade Treasury Board to use its administrative clout to rationalize and standardize the use of

<sup>1</sup> Agriculture, Employment and Immigration, Energy, Mines and Resources, Health and Welfare, Public Works, RCMP, National Revenue (Customs and Excise), Supply and Services, and Transport have less than one per cent bilingual staff in at least two of the following provinces: British Columbia, Alberta, Saskatchewan, Nova Scotia, Prince Edward Island and Newfoundland.

bilingual federal billboards? As we write, it is more than eighteen months since a departmental working group approved the principle, and at least six months since it was test marketed successfully. If the proposal does get to Cabinet in 1984, as promised, we may yet be able to welcome its passing into administrative law this time next year.

- Air Canada    Unpredictability is the last thing we are looking for in government services; yet no institution and no location appears to be immune from linguistic gremlins. Air Canada is still capable of confronting a Francophone passenger who phoned in for flight information in Montreal with a message in English saying: "The French record is not available at this time. We will record it as soon as possible." It takes a sort of genius to concoct a linguistic foul-up of this kind in the very heart of Francophonía.
- Canada Post    Canada Post, on the other hand, was pleased to inform us that, "except for an average of two-and-a-half hours a week," its rotation system for employees at the post office in Blind River (population 28.6 per cent French mother tongue) was capable of serving its clients in either official language. Alas for minority clients who are bad at averages! Their comfort must be that "any change to the work regime currently in force at that office is subject to the bargaining process stipulated in our agreement with CUPW."<sup>1</sup> So what else is new?

### Local Rules

- Advisory Council on the Status of Women    Oversights are plentiful; only a few are forgivable. What gets harder and harder to take as the years roll by are the dusty answers which seek to convey, with scarcely concealed irritation, that inequalities of service in English or French are of sublime political insignificance. The Canadian Advisory Council on the Status of Women, when informed of complaints about unilingual reception at its office in Winnipeg, was pleased to reply "we have made arrangements to have the rare calls in French taken by someone in neighbouring premises . . . Be assured that it is our firm intention, when the appropriate moment comes, to have both [reception] positions staffed in accordance with the Official Languages Act." It does make one wonder, just a little, whether the Council understands what equality of status really means.
- Transport Canada    If you were an airline passenger and taxpayer in an officially bilingual country, would you think it normal, even obligatory, that essential safety announcements be made in both official languages? With some encouragement on our part, Transport Canada came to that conclusion several years ago. What it has not so far been able to do is to persuade the carriers, especially Canadian carriers, that this practice would be appropriate. In the meantime, while the Ministry is negotiating the point at great length, Canadians should be warned that the full use of French to prevent injury to passengers is not yet part of our linguistic equality.
- Customs and Excise    Customs and Excise, for its part, was politely shocked by our recommendation that "the Department take appropriate corrective or disciplinary action in all cases of non-compliance with official languages requirements." This straightforward appeal on behalf of sundry offended taxpayers met only with footmanlike

<sup>1</sup> Our translation.

coolness: "... it is not in the interest of the official languages programme to see itself officially associated with the disciplinary dimension."<sup>1</sup> Gentlefolk, it would appear, must be content to play by club rules.

## Regional Roundup

It is not to be expected that bilingual services will be at the peak of their form on every occasion and in every location. After all, as one irate complainant pointed out, when CN's Chateau Laurier Hotel in downtown Ottawa can be systematically off-hand about dealing with obvious Francophones in French, do we really need to worry about "French Power" in the nation's capital? And if all the bonused bilinguals who grace Ottawa (roughly 33,000 at last count) can occasionally nod in performing their linguistic duties, what must be the case of Canadian citizens in search of service in the less endowed corners of our homeland?

The West If Western Francophones had to depend on the present availability of most federal services in French to give them the inspiration to keep the linguistic flame alive, they might well give up the ghost. As the following table shows, there are less than 800 bilingual public servants in the four western provinces, ostensibly serving something like 185,000 Francophones. And when one contemplates how that total is spread over many institutions, as well as the nothing-if-not-spacious geography of Western Canada, one can hardly be surprised that people complain. The wonder is that we are not submerged in complaints.

**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		All public servants		Francophone <sup>1</sup> public servants		Occupied bilingual positions		Qualified bilingual occupants	
	No.	%	No.	%	No.	%	No.	%	No.	%
British Columbia	45,615	1.7	20,598		230	1.1	210	1.0	166	0.8
Alberta	62,145	2.8	13,702		309	2.3	222	1.6	195	1.4
Saskatchewan	25,540	2.6	6,088		67	1.1	113	1.9	88	1.4
Manitoba (including Winnipeg)	52,555	5.1	9,690		335	3.5	401	4.1	324	3.3
<b>TOTAL</b>	<b>185,855</b>	<b>2.7</b>	<b>50,078</b>		<b>941</b>	<b>1.9</b>	<b>946</b>	<b>1.9</b>	<b>773</b>	<b>1.5</b>

<sup>1</sup> Those who declare their first official language to be French.

**Sources:** Statistics Canada, 1981 Census. Official Languages Information System, December 1983.

Put yourself for a moment in the place of the gentleman who, lured by a sign indicating the availability of bilingual service, tried to obtain something of the sort in French from the Income Security Office in Regina. There was no one in the office

<sup>1</sup> Our translation.

that day who could manage, but it was helpfully suggested that French service was available in Prince Albert — a mere two hundred-odd miles away. Happening to be in Prince Albert two months later, he decided to try his chances, only to strike out again when a recorded message, in English only, referred him to Saskatoon. Hot on the trail, he called Saskatoon, but it was not one of their French days either, and he was advised to try Regina. With more patience than anyone deserves, some days later he did just that. In answer to his surprisingly jocular "Any French-language service today?" he got back the merry quip: "There's hardly *any* service today!" They did take his number and offer to call him back, but by the time he got in touch with us, he still had not heard from Income Security in Regina.

Ontario The number of bilingual public servants in Ontario, outside the National Capital Region, is also growing, as witnesses the following table:

**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		All public servants No.	Francophone <sup>1</sup> public servants		Occupied bilingual positions		Qualified bilingual occupants	
	No.	%		No.	%	No.	%	No.	%
Bilingual regions	217,550	32.3	3,509	798	22.7	1,016	29.0	874	24.9
Non-bilingual regions	144,990	2.0	33,358	917	2.7	1,380	4.1	1,105	3.3
<b>TOTAL</b>	<b>362,540</b>	<b>4.5</b>	<b>36,867</b>	<b>1,715</b>	<b>4.7</b>	<b>2,396</b>	<b>6.5</b>	<b>1,979</b>	<b>5.4</b>

<sup>1</sup> Those who declare their first official language to be French.

**Sources:** Statistics Canada, 1981 Census. Official Languages Information System, December 1983.

But somewhat less than 2,000 bilinguals to cover a French mother tongue population of roughly a third of a million in four areas of concentration — the north, the east, Toronto and the south-west — is not going to make believers out of very many Franco-Ontarians. Almost a quarter of the language-of-service complaints received by our Office (outside the National Capital Region) originate in Ontario and the federal performance is extremely uneven. The following are just a few of the high notes and part of the double bass accompaniment:

- following a complaint, Harbourfront in Toronto took the positive decision of putting up several large bilingual billboards, thus giving a major boost to the visibility of one of our official languages in this newly bilingual region;
- the RCMP has pursued an active programme of liaison in Toronto and southern Ontario, using various information media to publicize their readiness to offer services in both English and French;
- Agriculture Canada now boasts a complete bilingual service in the Chatham area; and

- meanwhile, Customs is unable to offer anything like a satisfactory service in French in the Windsor-Niagara region; Air Canada is apparently still powerless to achieve a reasonable minimum of bilingual service at the Timmins and Sudbury airports; and at Elliot Lake and Penetang, Canada Post continues to respect seniority clauses in its collective agreements to the detriment of the Charter and the Official Languages Act.

In any one of these four regions there are Francophone representatives who now have some experience of talking linguistic turkey with interested federal managers. Employment and Immigration, which is probably the most active, has met with Francophone representatives in all parts of the province to find local solutions to local problems and make sure that everyone has the same understanding of what can be done and in what time-frame. This person-to-person communication, even when people have different viewpoints, is immensely useful in concentrating everyone's mind on the practicalities of service and away from mutual stereotyping. We estimate, however, that the ratio of major federal agencies that have tried it out is, at the very most, one in ten.

#### National Capital Region

By comparison with other regions of the country, the National Capital Region, at least on the face of it, is crawling with every conceivable kind of bilingual capacity. Indeed, as the table below will show, there may be at least one bilingual public servant for every ten people of French mother tongue in the neighbourhood. Granted that the services they are there to provide are not aimed purely or even mainly at the local community, this is still an extraordinary concentration of capacity compared with the more-than-lean look elsewhere.

**Comparison of the French Mother Tongue Population with the Number of Francophone or Bilingual Public Servants in the National Capital Region**

	Population of French mother tongue		All public servants		Francophone <sup>1</sup> public servants		Occupied bilingual positions		Qualified bilingual occupants	
	No.	%	No.	%	No.	%	No.	%	No.	%
National Capital Region	253,925	35.4	75,735		26,799	35.4	39,571	52.2	32,535	43.0

<sup>1</sup> Those who declare their first official language to be French.

**Sources:** Statistics Canada, 1981 Census, Official Languages Information System, December 1983.

One effect has indeed been to remake the face of old Bytown and to establish the Ottawa-Hull area as a place where French can be freely used and where the majority of federal institutions really do lay on a convincing level of service. The Arts Centre, the National Archives and Parliament itself may not yet be the very last word in spontaneous bilingualism, but they are pretty good to be going on with. Even if Customs and Excise was forced to apologize that French service was temporarily unavailable at Ottawa Airport one day last summer, in spite of having twelve bilingual officers out of twenty-three, that is a far cry from the days when unilingualism of every kind was rampant at the Capital's International Airport.

That being so, there is also a somewhat premature assumption in the region that equal linguistic service is not a problem, or that quality rather than availability is

the watchword of the hour. To which one may answer: there will be time enough for that kind of celebration when post-office or museum or scientific services in Ottawa are all unfailingly available in French. That time could be in sight, but it is certainly not here yet.

Quebec Quebec, like the National Capital Region has a deceptively large chunk of the theoretically bilingual resources of the federal administration. As our table shows, anything from 30 to 55 per cent of *all* public servants in Quebec have bilingual certificates, depending on the region — and the number is still growing.

**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		All public servants No.	Anglophone <sup>1</sup>		Occupied bilingual positions		Qualified bilingual occupants	
	No.	%		No.	%	No.	%	No.	%
Montreal region	455,105	20.2	15,465	1,223	7.9	9,455	61.1	8,673	56.1
Other bilingual regions	75,310	18.1	1,439	106	7.4	647	45.0	596	41.4
Unilingual regions	151,025	4.2	15,115	706	4.7	5,352	35.4	4,870	32.2
<b>TOTAL</b>	<b>681,440</b>	<b>10.9</b>	<b>32,019</b>	<b>2,035</b>	<b>6.4</b>	<b>15,454</b>	<b>48.3</b>	<b>14,139</b>	<b>44.2</b>

<sup>1</sup> Those who declare their first official language to be English.

**Sources:** Statistics Canada, 1981 Census. Official Languages Information System, December 1983.

This may, however, be cool comfort to some citizens, both Anglophone and Francophone, who regard such capacity as an invitation to exercise their language rights. The fact that major institutions such as Canada Post, Environment, Employment and Immigration, Revenue Canada and Public Works answer their phones only in French three-quarters of the time clearly does not suggest a spontaneous offer of service in English. Mind you, the service will be provided if the client is persistent enough; but that is just the point — the customer ought not to have to insist.

Apart from this apparent superabundance of capacity, Quebec gives rise to some of the most contradictory attempts at bilingualism that one could hope not to meet. We have already mentioned Air Canada's unilingual English message that no recorded flight information in French was available. Add to that:

- VIA the Incurable, still steering its erratic course along the Quebec-Montreal-Ottawa corridor, between the Scylla of unilingual services and the Charybdis of union contracts;
- a spot-check of 38 banks in greater Montreal during the Canada Savings Bond campaign showed that almost half of them were using only the French versions of federal publicity material, and that many others had contrived to play down the English material they had chosen to use;

- a unilingual French advertisement sent by the Federal Business Development Bank for publication in *The Gazette*; and
- an English-speaking inmate's request to be transferred from Archambault to Millhaven prison because he cannot speak French and the institution seems unable to deal with him in English.

The dismal Anglophone participation record in the federal Public Service in Quebec is discussed below. The effort to help English-speakers find work in the private sector also has its problems, and the modification to the Unemployment Insurance rules to permit recipients to take second-language training while receiving benefits has not proved easy to administer. Despite forecasts that many thousands of Anglophones might benefit, it appears that fewer than 500 people have been able to take advantage of the programme — all told — and that fewer than 300 of those were Anglophones in Quebec. The problem appears to be due in large measure to a lack of understanding the programme on the part of administrators and potential clients. As things stand, there is no way of knowing how many unemployed people who may have been eligible or who made an oral application have not been able to prolong their benefits in the way that was intended.

#### Atlantic provinces

From the standpoint of federal policy, the whole of New Brunswick is a bilingual region where the existence of significant demand for service in the minority language is to be taken for granted. The remaining three provinces fall outside that assumption and federal services have not been made available in French by most departments in anything like a spontaneous manner. This underlying distinction is also reflected to a degree in the distribution of bilingual personnel: as the following table indicates, New Brunswick has roughly three times the combined total for the other three provinces; and overall, as a proportion of total public service resources throughout the Atlantic region, bilingual staff represent only 8.9 per cent.

**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		All public servants No.	Francophone <sup>1</sup> public servants		Occupied bilingual positions		Qualified bilingual occupants	
	No.	%		No.	%	No.	%	No.	%
Newfoundland	2,655	0.5	5,494	46	0.8	40	0.7	36	0.7
Prince Edward Island	6,080	5.0	1,894	166	8.8	294	15.5	266	11.9
Nova Scotia	36,030	4.3	14,095	518	3.7	595	4.2	433	3.1
New Brunswick	234,030	33.6	7,733	2,003	25.9	2,349	30.4	1,905	24.6
<b>TOTAL</b>	<b>278,795</b>	<b>12.5</b>	<b>29,216</b>	<b>2,733</b>	<b>9.4</b>	<b>3,278</b>	<b>11.2</b>	<b>2,600</b>	<b>8.9</b>

<sup>1</sup> Those who declare their first official language to be French.

Federal services in both languages are generally excellent in the predominantly French-speaking areas of northern New Brunswick, but they decline markedly for most departments the further one gets from that region. Variability, uncertainty and downright disregard become the order of the day. A department such as Health and Welfare may be doing quite well in Moncton yet not have a single bilingual employee in the Chatham-Newcastle area, no more indeed than Canada Post. Even Employment and Immigration has no bilingual capability at its Sackville Employment Centre, not to mention Saint John or Fredericton.

If federal services in French are frequently suspect in sizeable areas of a bilingual province, the reader will not be greatly surprised by their pinched and poverty stricken aspect in the other Atlantic provinces:

- whereas Environment, the Public Service Commission, Fisheries and Oceans, Revenue Canada, Health and Welfare, Parks, the RCMP and Employment and Immigration have all responded actively and positively to our findings and recommendations concerning services in south-west Nova Scotia, Transport, Canada Post, Industry and Commerce and Via Rail are scarcely one whit better than they were two years ago;
- whether in Halifax, where regional headquarters are concentrated, or closer to the Francophone minority in Cape Breton, the availability — let alone the quality — of service in French is largely unpredictable from one federal institution to the next: Environment Canada offers services in Cape Breton, for example, but to all intents and purposes Revenue Canada (Taxation) does not; the Human Rights Commission in Halifax offers an extremely unreliable French service; at the same time, Statistics Canada and Energy, Mines and Resources seem to have no great problem finding bilingual staff;
- federal services in French on Prince Edward Island are usually only available where local Acadians are employed in sub-offices, as is the case in the Evangeline region; in Charlottetown where the more important offices congregate, there is some bilingual capacity in departments like Veterans Affairs and Health and Welfare but none at all in Transport Canada;
- in Newfoundland, from the full range of federal programmes Francophones can hope for service in French only from the Secretary of State's Department, Air Canada, the RCMP and Parks Canada; even Health and Welfare, Consumer and Corporate Affairs and Fisheries and Oceans had at last count no recognized bilingual capacity; and to the best of our knowledge, only Air Canada, the RCMP and Parks Canada are even attempting to provide some service in French in Labrador.

It is not in the least our intent to blacken the increasingly good name of federal bilingualism by dwelling on the blighted extremities as if they were typical of the whole organism. But we cannot help reflecting that the poor-relation shabbiness of what passes for minority-language service in these outlying areas does no credit whatever to the seriousness of the federal commitment. The offer of federal services in French is generally at its least active and most inglorious where the minority population is most in need of a linguistic shot in the arm. Not really what one expects from a generous application of the Charter of Rights.

## Snappers

In keeping with an instant tradition which goes all the way back to our 1982 Report, we think it may be instructive and enlivening to end this section by letting departments have the last word. We hope the reader will agree that there is sometimes more of the condensed milk of federal kindness in a sentence or two of official prose than in whole volumes of commentary.

**Metric Commission Canada** In the “if you don’t stop complaining, I’ll lock up your gas pumps” category, we wish to nominate this response to a complaint that the Metric Commission had no bilingual help and was hawking an English-only brochure at the Ottawa Home Show.

I am sorry that your correspondent was offended by the lack of service in French. The bilingual attendant must have gone away for a few minutes and your correspondent was unable to await his return. Since the stock of the French version of the brochure has run out, and the poor level of demand does not warrant reprinting it, I am having distribution of the English version discontinued.<sup>1</sup>

Yes, the English version. Oddly enough, when French-only versions of other Commission brochures adorned a Lobster Supper in Shediac, it transpired that, this time, the English stock had run out.

**Canada Post Corporation** Canada Post has been tugging at its socks in 1983, but if one wants to know why they remain at half-mast, one might do worse than contemplate the response to a complaint about lack of service in French at an auxiliary post office which happens to be directly across the street from the main hospital in St-Boniface. Notwithstanding that this is a natural focus for French services of various kinds, the Post Office informed us blandly that the person in charge

...has agreed to provide service in French by taking on one bilingual employee [out of five]. I should, however, point out that it is a question of only one employee and that service in French at that location is bound to be chancy since the employee will necessarily be absent during lunch hours, illnesses and vacations.<sup>1</sup>

Not to single out Canada Post, “chancy” is for many federal institutions precisely the measure of what they are able to offer by way of bilingual service. Perhaps a nominee for the “now you see it, now you don’t” award of 1983.

At the other end of the country, near the traditionally Anglophone summer stronghold of Métis sur Mer, we pointed out quite a while back that a small branch post office left a good deal to be desired by way of bilingual signage. Be of good cheer, came the reply from Canada Post, we have looked into the problem and bilingualism is now the order of the day. Our rejoinder several months later was to the effect that we had photos to show that the signs were still resolutely unilingual. An English version was ordered late in 1982. But last summer the situation was still the same, and presumably remained so until December 1983, when we were

<sup>1</sup> Our translation.

abruptly notified that "work to correct the identification of Les Boules post office is now complete."

Canadian  
Broadcasting  
Corporation

If that performance qualifies the Post Office as chief candidate for the Winged Foot Award, CBC's response to a complaint that the return address of its Windsor Office was only in English comes a close second. Eighteen months after this small matter was brought to its attention, the Corporation was still going through its ritual paces:

... it remains to be decided whether this kind of information ought properly to be considered 'of use to the public' or whether the return address is not rather provided to help the Post Office send back unclaimed mail to sender. Be that as it may, we thought it best to simplify matters by notifying our Windsor and Sudbury Offices that if they wish to continue putting their address on correspondence they should do so in both official languages.<sup>1</sup>

Makes you wonder how long we might have had to wait if the Corporation had decided to make things difficult.

CN Marine

We wish we had a dollar for each complainant who has fallen victim to the fickle finger of bilingual fate which consists in failing to get service when ostensibly surrounded by bilingual personnel and other devices. One complainant was consistently unlucky at the Borden toll booth and aboard the CN ferry from Prince Edward Island. Apart from wondering how the complainant had failed to locate the bilingual personnel on duty, CN Marine puts itself in line for the 1983 "It's-so-good-to-hear-your-voice-again" prize with this observation:

In any event, a telephone system is available at all toll booths at Borden and signs located beside the telephone indicate its purpose. The telephone provides a direct line to a translator located at Cape Tormentine, thus enabling the customer to complete the transaction in the French language. This service is available 7 days a week from 6:00 a.m. to 10:00 p.m.; if the correspondent was travelling during these hours, it would appear that he/she chose not to utilize the service.

Parks Canada

Much more sophisticated is the approach of Parks Canada, in replying to a complainant who had been rebuffed in rather colourful language when trying to place a French phone call to the department. They were:

... extremely sorry that your correspondent should receive that sort of reply. We always make great efforts to deploy our bilingual staff so as to avoid incidents of that kind, but it sometimes happens that the staff leave their work stations temporarily and that someone else replies instead. That is no doubt what happened when the complainant called.

The idea of a foul-mouthed prowler waiting to pounce upon some innocent bilingual's momentarily unattended telephone may not be more convincing than some of the other stories we hear, but you have to admit it has a touch of class.

<sup>1</sup> Our translation.

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# Working Partnership

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## PART III

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In the eyes of the B and B Commission, the history of language use and Francophone participation in the Public Service of Canada represented “a tragic failure of Canadian political imagination.”<sup>1</sup> We have come a long way since that stern rebuke of 1969, and as we shall see, the participation of Francophones in the federal administration continues to progress. In the matter of language use, however, the collective imagination seems more than a little nonplussed.

### **Language of Work: User Friendly**

Over the years, many of the issues involved in encouraging the equitable use of English and French within the Public Service have been pretty thoroughly raked over. But despite all sorts of studies and analyses, and despite a heavy investment in what the authorities like to call “infrastructure”, public servants remain oddly reluctant to put aside the personal inhibitions which bedevil the equitable use of both official languages.

Government  
policy and  
language use

Rather than tackling some of the mysteries of language use head-on, government policy has tended to press on with structural changes in the hope that all would be right in the end. For many years we have seen an increase in the number of bilingual positions and an upgrading of second-language requirements, as well as no

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<sup>1</sup> Royal Commission on Bilingualism and Biculturalism, Book III, *The Work World*, p. 112.

end of developments of a procedural kind, all intended to enlarge the opportunities for using the minority official language within the public service. Yet, on the face of it, these system adjustments have yet to have anything like the hoped-for impact on the balance of use between English and French.

Even in the bilingual regions, internal use of both languages by those in bilingual positions is curiously unimpressive. The most recent Treasury Board data show that between 1978 and 1983 there was a small increase in the use of French by *Anglophones*; but it has not been matched by a perceptible increase in the amount of time Francophones in these regions use their own language. For the record, the following data show the average extent to which Anglophones and Francophones have been using their second official language since 1978:

**Percentage of Time Spent Using the Second Language by Public Servants in Bilingual Positions in Internal Communications, 1978 and 1981<sup>1</sup>.**

Bilingual region	Anglophone use of French		Francophone use of English	
	1978	1981	1978	1981
National Capital Region	13	16	58	58
Quebec	45	45	37	37
Ontario	16	18	54	54
New Brunswick	15	21	52	55
<b>All bilingual regions</b>	<b>15</b>	<b>18</b>	<b>47</b>	<b>47</b>

<sup>1</sup> Treasury Board was unable to release 1983 data by press time.

Is this a case of wholly unrealistic expectations having to bow to everyday compromises between language groups, or is there some missing catalytic ingredient that would make things happen?

The purpose  
of the policy

The language-of-work policy is designed to allow the linguistic minority a more natural, less restricted choice of working language. In our view, and given the situation from which we started, this means two simple things: first, removing the factors inhibiting the use of their language; and second, actively encouraging them to use it. We have already illustrated how the active offer of service can multiply demand many times over. One might at least hypothesize that the apparent under-use of French by French-speaking public servants bears a similar relation to the often Keatonesque visage of majority bilingualism.

But what then are we to make of data which indicate that many Francophones are more satisfied with their present levels of language use than Anglophones? Consider the following table:



	Anglophones			Francophones		
	Satisfied	More English	More French	Satisfied	More English	More French
National Capital Region	48	—	42	71	4	—
Quebec	71	13	16	74	19	—
Ontario	65	2	38	79	2	—
New Brunswick	56	1	43	76	2	—
<b>All bilingual regions</b>	<b>49</b>	<b>1</b>	<b>50</b>	<b>72</b>	<b>10</b>	<b>—</b>

<sup>1</sup> Treasury Board was unable to release 1983 data by press time.

Significance of satisfaction data

Given this relatively healthy-looking degree of satisfaction among Francophones, the question might reasonably arise whether we should leave well enough alone. In other words, is it not paternalistic to suggest that Francophones should want to use more French, despite apparent affirmations to the contrary?

Two things are relatively clear. It is not the intent of the policy that bilingual public servants, among themselves, ought, must, or are even likely to, use only their own language. Even more obviously, there can scarcely be any true increase or decrease in the use of that language that does not have its mirror image in the second-language use of colleagues of the other group.

The heart of the question is the extent to which a public servant's inclination to use his or her second language is in the fullest sense voluntary. People who are fluently bilingual may find it neither difficult nor objectionable to spend much of their time working in their second language. Others less bilingual or less complaisant may find the same relative use both professionally strenuous and culturally offensive. All this by way of saying that there are no absolutes of language use, only individuals' perceptions of the extent to which certain patterns are their own free choice or rather more imposed from the outside.

It is to this latter component of the puzzle that language-of-work policy is really addressed, not so that all employees shall compulsively use only the official language they were born to, but in order that everyone can honestly say that there is nothing of a remediable kind that prevents them from doing so. As we pointed out in the study we presented to the Joint Committee at the end of 1982, there is a world of difference between setting up "infrastructure" made up of "bilingual documentation" and "qualified bilingual occupants of bilingual positions" and generating the sort of group dynamics that make people feel free to contribute and participate in whichever language comes most naturally.

So far as one can tell from reading the linguistic tea leaves, this is not the present reality. In the National Capital Region, for example, 1981 data<sup>1</sup> reveal that the

<sup>1</sup> This depth of analysis is not yet available from 1983 survey data.

average time spent working internally in French by Anglophone senior managers who meet bilingual requirements was around 12 per cent, while their Francophone counterparts used English some two-thirds of the time. Not surprisingly, a sizeable majority of Anglophone managers (66 per cent) would prefer to use French more often, but then so would 47 per cent of their Francophone counterparts. What can be keeping apart two groups so obviously meant for each other? A shyness about making the first move, perhaps?

It seems particularly significant that this problem is so marked at the upper end of the public service hierarchy, where the concentration of qualified bilinguals is supposed to be high and where the example for others is set. For senior Anglophones in Ottawa-Hull to feel frustrated in their desire to use more French is particularly hard to explain when they might so easily take the initiative. If they wait for Francophones to *insist*, they will more than likely wait a very long time.

By the same token, Francophones have an interest in taking advantage of any offer that is honestly made — if they really want to see their language take its place in public affairs. It may be disingenuous for Anglophones to carry on about the lack of opportunity to use French (in Ottawa of all places), but it will be to no one's benefit if the idea is given superficial credibility by Francophones' reluctance to join in whenever a decent opportunity presents itself. It is hard to avoid being sympathetic to the rejoinder that one is not paid to play teacher, to force a conversation with a colleague who may have passed the Public Service Language Knowledge Examination but in fact has little day-to-day competence. It remains the case, however, that the stakes are considerable and that it takes at least two to play the game.

What can  
be done

Among the factors which inhibit a free and equitable use of both official languages, not the least important are attitudinal. There is, to start with, a strong gravitational pull toward the majority language which comes from the general work flow, a pull to which many a public servant is happy enough to submit. Tinkering with rules and requirements can only very partly counteract a problem which arises from long-standing professional conventions and from linguistic habits that are second nature to many, especially older, public servants. The beginning of wisdom is to stop beating oneself over the head with speculation about why things do not work, when on paper they ought to, and try to find out what makes them work when they do.

As a result, we were happy to see Treasury Board conducting what are essentially case studies in various work units where more or less bilingual conditions are known to exist. We shall be surprised if these inquiries turn up any really unsuspected reasons why public servants use English and French as they do, or portray their levels of linguistic satisfaction as they do, but there is much to be said for having hunches confirmed. If commonsense attitudinal hypotheses are correct, and if the satisfaction figures have the same kinds of source as those that motivate Francophone suppliers in Quebec to tender for federal contracts in English, then we shall be clearer how things stand and can set our minds to changing them.

Year after year we enumerate the sort of personal, managerial and, if you will, community initiatives that can galvanize an otherwise static pattern of language use. They are still there, and we do not believe they will greatly change with time.

There is one message that underlies them all: don't signal to the minority-language speaker — either explicitly or implicitly — that it might be easier if everyone used the majority language; use the minority language as actively as you know how, *and don't let up*. There is bound to be some embarrassment along the way — that is quite unavoidable. But we are prepared to wager that if public servants of the majority group, particularly the senior variety, persist in this kind of “offer” to use the other language, the statistics *will* change. And all those unhappy people who tell us they can't get enough French will be satisfied into the bargain.

### **Equitable Participation: Checks and Balances**

Ensuring that the linguistic make-up of federal institutions reflects the population it exists to serve is a tricky business, no question about it. One runs first into puzzles of definition and degree: at what point and according to what criteria might one conclude that Parliament's equitable participation objective is satisfied? And even if we can agree on appropriate goals, what tactics may be considered legitimate for promoting them?

**Significant imbalances** A few basic observations are in order. We believe that, while broad progress towards a more balanced bureaucracy has unquestionably been made over the years, more subtle but nonetheless significant inequities persist, and in some cases may even have got worse. The immediate challenge, therefore, is to zero in on problem areas, to make public servants aware of them, and to find the most suitable means of overcoming them.

**Playing the numbers** A few selected numbers will illustrate. Globally, we find that roughly 73 per cent of public servants are Anglophone and 27 per cent Francophone — a reasonably happy coincidence with the linguistic proportions in the Canadian population as a whole.

A closer look, however, reveals much sharper regional and hierarchical distortions.

By way of example: in the National Capital Region, Francophones account for 43 per cent of the Administrative Support category and 20 per cent of Management. Broken down by individual departments and agencies, the data only reinforce the point by bringing into relief considerable variability from institution to institution, and even within the same institution. Correctional Services' overall Anglophone-Francophone proportions of 68 and 32 per cent, for instance, include the rather less-balanced ratios of 83:17, 99:1 and 1:99 in New Brunswick, Ontario and the bilingual regions of Quebec; Supply and Services' 61:39 split is made up, in part, of an 80:20 breakdown in Management and 41:59 in Administrative Support. In short, although global ratios reflect improvements in the national balance, they can be a rather poor indication of the extent to which the two language groups actually work side by side in different situations across the Public Service.

**Comparison of the Distribution of English Speakers and French Speakers 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	49,137	96.3	941	1.7
Unilingual Ontario	5,899,555	79.7	144,990	2.0	1,359,190	18.4	32,441	97.3	917	2.7
Bilingual Ontario	401,380	59.6	217,550	32.3	55,040	8.2	2,711	77.3	798	23.7
National Capital Region	402,510	56.1	253,925	36.4	61,540	8.6	48,936	64.6	26,799	35.4
Bilingual Quebec (incl. Montreal)	530,415	19.8	1,784,415	66.8	357,735	13.4	1,329	7.9	15,575	92.1
Unilingual Quebec	151,025	4.2	3,381,730	94.1	62,510	1.7	706	4.7	14,409	95.3
New Brunswick	453,310	65.1	234,030	33.6	9,060	1.3	5,730	74.1	2,003	25.9
Other Atlantic provinces	1,468,680	95.5	44,765	2.9	24,190	1.6	20,753	96.9	730	3.1
Territories	45,000	65.3	1,820	2.6	22,075	32.0	2,472	98.2	97	1.8
<b>Total in Canada</b>	<b>14,918,475</b>	<b>61.3</b>	<b>6,249,080</b>	<b>25.7</b>	<b>3,175,635</b>	<b>13.0</b>	<b>164,215</b>	<b>72.5</b>	<b>62,269</b>	<b>27.5</b>

Sources: Statistics Canada, 1981 Census. Official Languages Information System, December 1983.

**Hierarchical disparities** The global representation of Francophones in management within the federal administration is not easily calculated. In the departments and agencies that make up what is referred to as the Public Service, participation in the officer categories is roughly 3:1 Anglophone to Francophone. In some Crown corporations, however, the proportion of Anglophones in senior and middle management can be very much higher. Public Service Commission data for 1982 indicated that, of the 22,000 or so public servants earning more than \$40,000, 18.7 per cent were French-speaking, a figure which does not include information from Crown corporations. In short, a good part of the apparently satisfactory balance between the groups stems from an over-representation of Francophones in administrative support positions compared to their presence at more senior levels.

**Regional disparities** Regional disparities represent a major dimension of the participation problem that has been particularly worrying in recent years. When the composition of federal institutions is substantially out of line with that of their public, not only is there a probable impediment to effective and sympathetic service, it also smacks of old-boy distortions in hiring which are objectionable in themselves.

With this in mind, we were glad to see the report issued jointly by Treasury Board and the Public Service Commission on the state of play in the bilingual regions outside the National Capital Region: New Brunswick, Northern and Eastern Ontario, Montreal and other areas of Quebec. The following table extracts and updates some of their findings:

Table 1: Minority Participation in the Bilingual Regions of New Brunswick, Northern and Eastern Ontario and Quebec in Percentages, 1980 to 1983

		Officer categories	Support categories	Total
New Brunswick (minority population 33.6%)	1980	19.7	19.2	19.4
	1981	20.8	21.7	21.3
	1982	21.9	23.1	22.6
	1983	25.2	26.4	25.9
Northern and Eastern Ontario (minority population 32%)	1980	13.1	24.4	18.7
	1981	14.9	24.3	19.6
	1982	17.1	23.9	20.8
	1983	20.0	25.1	22.7
Bilingual regions of Quebec (minority population 19.8%)	1980	13.2	5.2	8.7
	1981	13.1	5.3	8.8
	1982	12.2	4.9	8.2
	1983	11.9	4.4	7.9

A closer look at the data reveals that minority participation in all departments surveyed in each of these regions remains significantly lower than the minority proportion of the regional population. In terms of trends since 1978, the minority participation rate has improved generally in New Brunswick and in the officer categories in Northern and Eastern Ontario, while matters have generally deteriorated in Quebec.

**Recruitment** The study went beyond the contemplation of employee distribution to try to understand why, particularly in Quebec, local managers seemed unable to recruit on a linguistically more equitable basis. To add to the Quebec puzzle, a healthy proportion of Anglophones who were among the initial applicants for positions often thinned out drastically in later stages of the selection process. For this part of the study, a step-by-step review of all recruitment by nine departments<sup>1</sup> in the bilingual regions mainly confirmed one's suspicion that like calls to like and that, unless managers and personnel officers are firmly reminded of their duty to conduct a much more broadly based search and a thoroughly impartial selection, they can and do lean quite humanly toward recruiting in their own image.

Having documented this finding, the study came up with over two dozen recommendations. While some may sound rather obvious in principle, they are a lot less

<sup>1</sup> Agriculture, Employment and Immigration, Environment, Health and Welfare, National Revenue (Customs and Excise), National Revenue (Taxation), Public Works, Supply and Services, and Transport.

self-evident in practice. Here is a sampling: encourage external recruitment, as opposed to staffing from within the existing pool of public servants; make regional managers much more sensitive to and responsible for the equitable participation issue; systematically inform the official-language minorities of job openings and of application procedures; and ensure that selection boards in these regions include at least one member of the minority-language group.

There has been high-level consultation and follow-up on the study's findings, but the trick is to ensure the comprehension and practical concurrence of the people who actually do the hiring. This takes time and cannot be done superficially. Recommendations and directives are only the groundwork for a prolonged process of education and monitoring.

This whole exercise in self-examination has been instructive in itself. Results are beginning to show here and there. In bilingual regions of Quebec for instance, there was a substantial overall increase, immediately in the wake of this study, in the proportion of Anglophones appointed from outside the Public Service in the officer category. The point which must always be kept in mind, however obvious, is that equitable participation entails equitable recruitment.

Ways and means

Controversy surfaced more than once in 1983 about the appropriate means to that end. Complaints about some departmental initiatives aimed at raising Franco-phone participation were brought before the Canadian Human Rights Commission. Although the Commission turned them down on the grounds that the activities in question related not to candidates' ethnicity but to their linguistic abilities, the matter is now under appeal in the Federal Court.

In the same period, the Treasury Board properly felt the need to clarify the Government's approach, and a list of do's and don'ts was spelled out. Thus, it is appropriate, indeed desirable, to take a more active approach to minority recruitment drives at universities or other sources of supply, when previous recruitment has produced a relatively low proportion of minority-language candidates. It is also in the interests of the Public Service to sponsor training programmes to increase the available pool of minority-language talent in a given sector. Promoting the use of the minority language at work is another means of making the federal job environment more attractive to that group. It is not, on the other hand, part of government's plan to reserve positions for minority group members, by hiring according to quotas or by drawing from special inventories which effectively exclude members of the other language community. Nor may federal institutions favour one group over the other by rigging a position's language requirements or by using imperative staffing with the intent of eliminating one or the other language group from competition.

This clarification fits well with our own conviction that a major weakness of the programme has been the lack of intelligible information on what precisely it means and how it is to be used. It ought to be perfectly clear that the very foundation of this policy is equality of opportunity; discrimination based on a person's language is precisely the approach the B and B Commissioners and Parliament intended to correct. To stack the deck in any given area so that language supplants merit is in no one's interest. By the same token, it is manifestly improper to foster the more or

less exclusive use of either English or French in a given sector with the implicit message that no one of the other group, however professionally meritorious, need apply.

In the present context, moreover, it would constitute inexcusable arrogance on the part of the majority — be it English-speaking or French-speaking — to assume that the minority could only make it by virtue of special deals which bypass the merit system. In a programme of this kind, no history of discrimination in one direction serves to excuse reverse discrimination. What is wanted is a serious and consistent effort to remove those obstacles to opportunity which unfairly limit the access and prospects of minority-language candidates.

**Building blocks** The participation objective has always presented a special challenge, one where progress will be measured over the long haul. We do, however, see certain dangers on the road ahead. The usual statistical releases may lull everyone into assuming that analysis is synonymous with action, and that no stone has been left unturned to persuade local managers that the cause is just and the remedies available. And since a bureaucrat is rarely short of an excuse to lie low, there might also be hesitation of another type, encouraged by the legal debate surrounding the complaints laid before the Human Rights Commission or submitted to the courts.

Either reaction would be unfortunate. To take the second case first, it seems to us that the guidelines, as now developed, provide departments with a reasonable and explicit touchstone whenever problems of equitable participation present themselves. The only possible pretext for unfamiliarity with these ground rules is either a wilful blind eye or insufficient attention from departmental management.

As to general savvy on the matter, there are a couple of basic starting points which are too often overlooked:

- a judicious balance of the two official language groups is a lot more than some utopian statistical fad; it is good business, a natural and convincing rejoinder to the citizen's chronic suspicion that government is out of touch; and
- it is by far the most straightforward means of ensuring an acceptable federal capacity to respect the Charter and the Official Languages Act, especially when it comes to serving the public.

It is our impression that it has taken much of the last decade simply to begin to get these messages across. The overall transformation in linguistic composition is most encouraging, but this is not the time to back off, just when some of the tougher, local, sectorial and more attitude-related problems are coming into focus. The Public Service is, in our estimation, on course towards a satisfactory participation goal. It should hold to that course by every just means available. With reasonable luck, this is one ship that can be piloted into port.



# Show and Tell

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## PART IV

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**T**he razzle-dazzle of the technological revolution and the fascination with hardware associated with the wired city sometimes obscure the fact that communication means people. It is the human dimension — the willingness to listen and to respond — that raises the science to an art. To the extent we can encourage people to talk and write to us, we feel more genuinely informed and, as a result, better placed to explain their needs to Parliament.

### **Friends and Relations**

There is much to be said for the occasional confabulation with individual Canadians on the vexed question of language relations. What we heard in 1983 shows again that while some myths are on the wane, some still flourish like the green bay tree. Partly this is due to official bafflegab that obscures the objectives and accomplishments of the federal programme. The experience of 14 years has taught us that the simplicity of the message is matched only by the difficulty of keeping it in focus and preventing people from getting stirred up over marginalia.

The message? That Canadians are entitled to services from the Federal Government in the official language of their choice. The difficulty? To see to it that the public and those who provide the services have a straightforward understanding of how that can be achieved with no one the worse for it.

## **The Media and the Message**

The news media appear to us to be lending a more sympathetic ear to language concerns. Both the English and French press reported them extensively as news in 1983, and on the whole went out of their way to champion minority rights in their editorials. To our minds, this is one of the more striking advances from the atmosphere prevailing in the sixties when the B and B Commission was trying to diagnose our linguistic ills, and one which reflects more accurately than most a considerable alteration in attitudes toward language in Canada.

## **From Sea to Sea and Beyond**

If one is to have any hope of making language concerns comprehensible to the ordinary mortal, Canada's geography dictates getting out on the road. In 1983 the Commissioner's contacts ranged from elementary school-children to university presidents; from parents to ministers of education; from journalism students to newspaper editors; from representatives of minority language communities to provincial premiers, parliamentarians and public servants; and, indeed, to a great many individual Canadians of all sorts and sizes, from one end of the country to the other.

It is always salutary to talk to the customer about the product one is trying to hustle. Hence, the Commissioner's regular visits to provincial organizations representing the official-language minorities and a chance for him to hear at first hand and in unequivocal terms about battles won and lost and ways in which our Office can assist the cause.

Numerous calls on Canadian universities during the year were useful and sometimes agreeable occasions for reviewing the demands and aspirations of a growing number of bilingual graduates from the secondary school system. It was also a delight to be able to join with youngsters in immersion classes in Delta, B. C., and a pleasure to attend the graduation of a bilingual RCMP troop in Regina, to meet cadets from both language groups at the Collège militaire royal in St. Jean, Quebec, to talk to Anglo-Quebecers in the Eastern Townships, and to be present for the annual Acadian festival in Caraquet, New Brunswick.

Finally, the Commissioner's peregrinations included appearances at various meetings and conferences like the annual assemblies of Canadian Parents for French and Canadian ombudsmen, as well as speaking engagements and exchanges of views on language issues across Canada and in Wales, Belgium, Spain and the United States.

## **Kids, Kits and Kindred Comments**

"It amazes me how you can keep the company running when you give away so many free kits." So wrote a pert young miss on receiving our *Explorations* kit. "It was very fun," she added, echoing the reaction we get from many of the thousands of young Canadians who have enjoyed this game and *Oh! Canada 2*.

In 1983, we distributed over 100,000 copies of *Explorations* and some 200,000 sets of *Oh! Canada 2*. Since the inception of the programme late in 1980, we have had requests for 340,000 *Explorations* and 560,000 *Oh! Canada 2* kits. Many are shipped to schools where teachers use them in the classroom, and individual requests from across Canada average 2,100 per month.

"Keeping the company running" requires a planned information effort that is receptive to new ideas. As we look at how best to reach out to Canadian children in future years, we are giving consideration to suggestions on ways in which information on language can most effectively be conveyed. The Council of Ministers of Education, which has been so helpful in the past, is continuing its support, and an Advisory Committee on Youth Programmes, composed of officials proposed by provincial departments of education, is helping us plan new departures.

A variety of provincial and local organizations and institutions, from British Columbia to Newfoundland, help us reach all the official language minority groups across Canada. One of the main objectives of our representatives in Montreal, Winnipeg, Sudbury, Moncton and Edmonton is to assist these groups by focussing attention on the services that are theirs by right, and our regional offices have helped establish a distribution network for a range of publications providing information about federal services.

## **Canadian Graffiti**

Our posters continued to be very popular during 1983, and 70 federal groups placed orders for some 10,000 counter cards announcing the availability of service in both official languages. In its final issue of the year, our quarterly magazine, *Language and Society*, marked the 20th anniversary of the creation of the Royal Commission on Bilingualism and Biculturalism by featuring a series of interviews with former members of the Commission. A special issue, in production at year's end, is entirely devoted to what may well be one of the most comprehensive overviews to date on French immersion in Canada. A reader survey of *Language and Society* provided us with more detailed information about our readers and their interests. The majority felt it was important to have a magazine that discussed language issues in Canada and elsewhere, and believed that *Language and Society* filled this role effectively.

## **As Others See . . . Or Hear Us**

Analysis of letters of opinion received by our Office from January 1980 to November 1983 shows, among other things, that men wrote to us more than women, that

letters from Anglophones were on the increase, and that British Columbia, Ontario and Quebec contributed the largest volume of correspondence, the last showing a notable increase.

The bulk of our letters were prompted by news coverage of language issues. Half were negative in tone, with federal programmes the number one source of disaffection and Quebec's language policy provoking the greatest number of emotional outpourings. One Quebecer vented his frustration in these words: "... give an ear to a despondent Anglo for just a moment. . . I'm bloody fed up because I really *believed* in the bilingual dream."

Familiar charges such as "forced bilingualism" and "discrimination against English" made their appearance outside Quebec as well, and the bilingualism bonus was a favourite target for many, including a man from Alberta who was teaching French to English-speaking farmers: "If bilingualism is going to work in this country," he wrote, "it is going to be through the interest and involvement of these ordinary people. Try giving them a chance and forget the 60,000 dollar-a-year civil servants who don't use the second language anyway."

According to our mail bag, French- and English-speaking civil servants have worries of their own, particularly when it comes to language equality in the work place. One Francophone wrote: "... even if you tell me there has been progress, and I agree there has, you'll never convince me there is equality. I've seen — and experienced — too much of public servants' capacities for window dressing."

In addition to letters of comment and opinion, our office receives more than 1,000 letters per month from Canadians seeking information and documentation on Canada's two official languages.

All in all, as we peer through the smoke and the flak, we perceive rather less misunderstanding, confusion and emotion than in earlier years. Whatever the auguries for new linguistic skirmishes in 1984, we are encouraged to believe that our correspondents and readers, not to speak of the information media, are more likely to react with a judicious appreciation of the contest. And this is no small matter from our perspective.

# Federal Institutions: One by One

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## PART V

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To help the reader make the most of the following pages, we offer here a brief explanation of some of the elements that go into our miniatures of federal institutions.

We would like to flag three aspects in particular: we report on developments in the current year; we relate these to changes in performance over time; and we sometimes add a word of caution to the statistics cited. These ground rules apply to language of service, to language of work, and to equitable participation.

To start things off, we provide a capsule evaluation of each department's overall linguistic performance: progress is saluted and backsliding gets its comeuppance. It is not possible in a summary evaluation to shade our judgement too much with regional or local particulars, positive or negative. We do, however, follow local developments as closely as we can and take them up with the departments and agencies concerned on a regular basis.

For several years now, we have been praising some agencies for making a good official languages policy work on the ground, as well as for their zeal in resolving

complaints. Despite criticism and encouragement, others have shown what might be called, diplomatically, less ardour or a certain nonchalance. Even if their shortcomings are deplored, however, the reader should not think it is our intention to imply that repentance and ultimate salvation are beyond reach. All in all, most of the agencies we deal with are neither saints nor sinners. They maintain a steady course, and our sketches merely mark the milestones of what is evidently a long haul.

A word about statistics. As we emphasize elsewhere in this Report, theoretical linguistic capacity does not guarantee service in the appropriate language, let alone its active offer. Obviously, one cannot ask a frequently frustrated minority to continue to push for service in its language without proof (in the shape of bilingual greetings, signage, and so on) that the service will actually be forthcoming. It is in this light that one must look at the distribution of bilingual employees across the country. Figures for the National Capital Region may look fine but elsewhere they frequently indicate a very different kind of capacity, and as a result gross numbers cannot tell us whether actual performance is satisfactory.

With these few pointers in mind, the short texts that follow should give the reader a fair appreciation of the degree of progress accomplished and of the pieces still missing from the puzzle. They are a snapshot taken at year's end of the language situation in all the institutions covered.

Additional information on some of the agencies 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**

The Department of Agriculture had a good harvest of language achievements in 1983. The Department recognizes that it should offer its services in both languages, not only in recognized bilingual regions but also in twenty other regions where there are concentrations of the official-language minority population. It has also made a point of consulting the official-language minority associations in an effort to improve its services to the public, and in October, carried out a national advertising campaign to publicize the availability of its bilingual services.

Nevertheless, there are still a number of service deficiencies in the bilingual regions, and in other areas the Department needs additional bilingual employees. At present, total staff is slightly above 9,900 of whom some 2,200 occupy bilingual positions (an increase of 4% over the previous year), and just over 1,700 (78%) meet their language requirements.

Participation rates remained virtually unchanged this year, with Anglophones at 78.3% and Francophones a low 21.7%. Relative to their proportions in the population at large, Francophones are under-represented in New Brunswick (15.5%) and in all employment categories, particularly the Scientific and Professional category (19.2%). Similarly, Anglophones are seriously under-represented in Quebec,

where they amount to only 5% of staff. To come to grips with these deficiencies, the Department has developed an action plan which, it hopes, will help identify why the rates are skewed in these two provinces and eventually lead to better participation by minority-language employees.

Our recent audit confirms that French is still used very little as a language of work outside Quebec, a few offices in New Brunswick and certain sectors at headquarters. There was, however, some progress in 1983. The Department has managed to increase by 3% (to 76%) the number of supervisors who meet the requirements of their bilingual positions and intends to maintain this annual increase over the next three years. The Food Production and Inspection Branch has set up a committee to study problems associated with the translation of lengthy work documents. In addition, some employees hold their weekly staff meeting in French as part of the language development programme. Nevertheless, the Department will have to pursue its efforts with a real measure of determination if it intends to make further progress toward increasing the use of French as a language of work.

In 1983 we received 11 complaints against Agriculture Canada. Six criticized the fact that certain notices and publications were unilingual English or of a poor quality in French, two dealt with language-of-work matters and three concerned a lack of bilingual services. Seven of these complaints have been settled.

## **Air Canada**

Although Air Canada has managed to maintain a reasonable cruising altitude in matters of language, it has had difficulties improving its service to Francophones and establishing a more equitable language-of-work regime at its Montreal headquarters and in the Ottawa district.

Staff cuts doubtless affected quality control, but greater vigilance on the part of Air Canada's Linguistic Affairs Branch compensated to some extent. The Branch carried out a special survey on passenger satisfaction with respect to language on flights to and from locations not covered by regular customer reaction polls, such as Moncton, Sudbury, Timmins and Fredericton. The results confirmed the weaknesses already identified by the Corporation: French-speaking customers are not as satisfied as their English-speaking counterparts with reservations, ticketing and airport services or on the flights themselves.

Still on the service front, all Air Canada documents regularly consulted by the public are bilingual, although only English brochures are sometimes still sent to locations outside Quebec. The Corporation continues to opt for French-only billboards in advertisements in Quebec, and unilingual English ones in Winnipeg. It remains our conviction that this type of highly visible message should be just as bilingual as the Corporation's promotional displays in airports.

Travellers can usually contact reservations offices in their own language, either by means of separate telephone numbers for French and English services (Toronto, Vancouver and Fredericton) or at a general number wherever the office has an acceptable bilingual capability (Ottawa, Quebec City, etc.). Where this capacity is

not adequate, recorded information on arrivals and departures is often deficient as well. For some locations, the Corporation proposes to have calls put through to other cities where bilingual service is more readily available.

Generally speaking, Air Canada has too few bilingual employees. In 44 of 72 ground service points in Canada (airports, city sales offices and reservations), the number of bilingual staff falls well short of the Corporation's own targets. Because economic restraint prevents it from recruiting new personnel, it is concentrating on upgrading the skills of current staff. In 1983, some 560 employees took French courses. In addition, a well-prepared video presentation underlined the importance of ensuring that customers can be served in their own language.

The bilingual counter, where members of the public may be sure of being served in the official language of their choice, can be a helpful way of avoiding frustration. A number of problems have surfaced, however, and the system clearly requires fine tuning, particularly in Winnipeg and Toronto. (Thirteen complaints were received about Toronto airport alone.) At all costs, management has to make sure that passengers do not end up facing an empty bilingual counter or a unilingual employee.

There is no on-site bilingual service at seven points in Canada and eleven abroad, since the staff consists entirely of unilingual English employees. Unfortunately, this is still the case at Timmins airport, where Francophone passengers must make do with the unattractive alternative of a telephone link with a bilingual employee.

On board, the situation is much the same as in previous years. Although announcements are almost always in both English and French, complaints indicate that a few are still unilingual, including messages relating to safety. Personal service is also poor at times and the insensitivity of some flight attendants is becoming more and more difficult to understand, let alone accept.

Air Canada now respects the language preferences of enRoute cardholders, who are provided with telephone service in the language of their choice at two separate Zenith numbers.

The regular use of both languages in the workplace is still limited to the Quebec Region. The Ottawa district, which is officially bilingual according to Corporation policy, suffers from an overabundance of unilingual English managers. The same situation obtains at the Montreal headquarters.

Basic training and work documents are generally available in both languages (except those for pilots and, to some extent, mechanics), but they are of little help if supervisors do not speak the language of their employees. Linguistic choice thus remains largely theoretical in meetings, supervision, evaluations and selection interviews. In the circumstances, we believe that the Corporation should look more closely at a calculated policy of receptive bilingualism, if only as a temporary measure to provide greater equality and help break down psychological barriers for unilingual employees.

Of the 160 complaints received this year, 47 dealt with airports, 34 with in-flight services, 16 with reservations, 23 with advertising material, 19 with language of work and the remainder of various aspects of language of service. In too many

cases, these complaints reveal an elementary lack of courtesy toward Franco-phone passengers, an attitude the Corporation should deal with very firmly indeed.

### **Atlantic Pilotage Authority**

The Atlantic Pilotage Authority is a Crown corporation with headquarters in Halifax and responsibilities for pilotage services in twenty harbours in the Atlantic Region. Although its overall linguistic performance remains pretty well unchanged this year, we are pleased to note that it has at last come forward with a formal official languages policy.

Although production of a policy is a step in the right direction, its effects have yet to be felt. In particular, service to the public continues to suffer from a complete lack of bilingual employees. This major shortcoming is mitigated somewhat, however, when it comes to written communications: invoices for shipping agents, the Authority's principal clientele, are printed in both languages and translation services are available when needed.

Candidates for a pilot's licence or certificate are able to take their examinations in the official language of their choice, but the Authority does not advertise this fact as well as it might. Efforts should also be made to establish the preferred official language of ship captains. The Authority has been generally receptive to our recent recommendations on language of service, and we trust they will make a determined effort to correct these weaknesses.

All 65 employees are English-speaking, and the Authority ought to try harder to attract some Francophone personnel. Starting from zero, they can only improve.

No complaints were received this year against the Atlantic Pilotage Authority.

### **Atomic Energy Control Board**

The Atomic Energy Control Board continues to provide good service in both official languages and has made substantial progress in implementing our recommendations on increasing the use of French as a language of work.

AECB also deserves special commendation for setting up an all-ranks official languages advisory committee to ensure that employees are kept well informed of developments in language matters and have a say in how policies are implemented.

Following one of our recommendations last year, AECB has improved its data base on official languages. This now shows that 73 employees in bilingual positions have reached or surpassed the intermediate level — as opposed to the rough estimate of 50 fluently bilingual employees reported in 1982.

AECB's publications of a general nature and those relating to client services are bilingual. Scientific papers, however, are largely in English. For several years it has

offered to translate them on request but has had little response, perhaps because clients were unwilling to wait; it is now translating a representative selection to see whether there is a demand for French versions.

In 1983, AECB opened an office in Montreal as part of its plan to decentralize services to users of radioisotopes. The staff consists of three Francophones and one Anglophone, all fluently bilingual.

AECB's internal manuals and directives are generally available to employees in English and French. French is commonly used in several sections and is heard more frequently nowadays at meetings.

The finance section can now offer its services in both languages and the finance manual has been translated, thus ending a serious anomaly in otherwise good central services. The bilingual capability of the personnel section is also satisfactory.

Employees are able to take administrative and general training in the official language of their choice. The "Introduction to Radioprotection" course was offered in French for the first time and about 20 Francophones were enrolled. We hope that AECB will offer a steadily increasing range of technical courses in French in the coming years.

The overall participation of Francophones among its staff of 240 increased from 17% to 22.5% during the year. Although fairly evenly distributed throughout the various sectors, they are mainly at the intermediate and junior levels. A special effort must be made to attract Francophone candidates to competitions for management positions when vacancies occur.

We received one complaint against AECB in 1983 concerning telephone reception in English only.

## **Atomic Energy of Canada Limited**

The year under review was not an easy one for Atomic Energy of Canada Limited. Although the official languages programme came through in reasonably good shape — there was even modest progress in several areas — the breakthrough that seemed imminent last year has yet to occur.

Communications with the public at large are generally satisfactory. Visitors to the research facilities at Chalk River and Pinawa, and to the heavy water plants in Cape Breton, are guided round the sites in the official language of their choice, and pamphlets and brochures are available in both languages.

AECL's Radiochemical Company has increased the number of promotional and technical publications available in French and more are in preparation. It is also good to be able to report that the linguistic dimension was taken into account from the start when the Company recently entered the radiopharmaceutical market; sales representatives, technical services and support staff involved have a good bilingual capability, and printed material is in both languages.

AECL's offices in Montreal maintain close contact with universities and the engineering and scientific community in Quebec. Company staff participate in teaching at the École Polytechnique, and this year organized an extended tour of nuclear sites for students from four Quebec universities. All of this should help in attracting more Francophone scientists.

It is not possible to make an exact comparison of AECL's bilingual capability this year as against last year, because part of the picture is missing: the language requirements of positions in Candu Operations are under review and figures are not available for the group's 2,643 employees. The rest of the Corporation, with a total of 4,628 employees, can only muster 278 bilingual positions and only 186 of these are staffed by linguistically qualified personnel. These rather unimpressive numbers are almost unchanged from last year, but the second language knowledge of the persons involved has presumably improved as the result of further language training.

The use of French as a language of work in AECL's offices in Montreal continues to show progress at all levels. French is also used to some extent at its offices in Ottawa and at the Radiochemical Company's plant in nearby Kanata, where the training manual for apprentices and a glossary of machine-shop terms are now available in both official languages.

The language-of-work situation is hardly likely to improve substantially until more headway is made in establishing a better balance between the two language groups. Francophone participation is proportionately about the same as last year (6.7%), but in absolute numbers has fallen from 524 to 487. This is unacceptably low and AECL must intensify its efforts to attract Francophones at all its sites and offices.

There were no complaints in 1983.

### **Auditor General**

In 1983 the Office of the Auditor General of Canada consolidated a number of the gains noted in our last Report. It increased its capacity to serve the public and its client departments in their preferred language, raised the number of senior positions that require bilingual capability and mounted a comprehensive language-training programme. However, it was less successful in correcting the perpetual problem of low Francophone representation in the executive ranks.

There are 498 employees at headquarters in Ottawa and another 104 in the seven regional offices. The Office conscientiously follows a policy of performing audits in the language requested by client departments and agencies, and to this end has designated 57% of its positions bilingual. The majority are located at headquarters, where the number of bilingual positions rose to 311 from last year's 244, with most of the changes affecting the executive and senior management groups. Seventy-six percent of these (96) now require bilingual skills, compared to 53% in 1982. While an impressive 87% of all those involved meet the linguistic requirements of their positions, the proportion drops to 70% for executives and senior managers.

As it has in the past few years, the Office gave priority in 1983 to raising its level of functional bilingualism through language training. Close to 100 headquarters staff participated in a specialized language-training programme. Professional development courses are also offered in English and French. Staff are encouraged to use either language at meetings and have the option of working in French in the two headquarters units set up for that purpose. They also have access to internal services in their preferred language. The performance review process, which so far has not taken employees' linguistic preferences into account, is currently under study.

Overall the participation rates of the two language groups remain constant (70% Anglophone, 30% Francophone). The Office's efforts to increase Francophone participation through recruitment have been successful: 35% of the 109 new employees in 1983 were Francophones. The main weakness is still the low participation rate of Francophones at the executive and senior management levels (13%). Although it has managed to attract a fair number through the Executive Interchange Programme, the Office should make greater efforts to bring more Francophones into its senior ranks.

We received one complaint against the Office of the Auditor General in 1983. It concerned unilingual French telephone reception in the Montreal office and was quickly resolved.

## **Bank of Canada**

In 1983, the Bank of Canada continued to improve its linguistic performance, both in service to the public and on the language-of-work front. The ratio of Anglophone to Francophone employees is reasonably satisfactory, although too many Francophones are found in the Administration and Building Maintenance areas, and more attention needs to be given to the professional and executive ranks.

Language is given a high profile at the Bank, a fact which no doubt helps to account for steady gains made over the years. An Advisory Committee on Bilingualism, chaired by a Deputy Governor, is responsible for official languages and keeps employees abreast of developments by means of an annual report.

Bilingual service is available in all offices. Where the capability is weak — in Halifax and Regina, for example — the Bank is seeking to upgrade it through language training.

Virtually all documents distributed to staff are now produced in both languages. Unilingual supervisors are first in line for language training in order to increase the opportunities for employees to work in the language of their choice. The language training programme is beginning to show results. The number of Anglophones who have reached the upper half of the Bank's language proficiency scale has risen to 19%, up from 16.7% last year, while the figure for Francophones is 86.4% compared to 83% last year. Meetings are now conducted more frequently in both languages, particularly in the Analytical and Administrative sectors.

Of the Bank's 2,225 employees, some 66% are Anglophone and 34% Francophone. Francophones are well represented at head office in Ottawa and in the various branch offices, and Anglophones account for 13% of the 139 employees in the Montreal office. Francophone participation is, however, rather low among senior managers (6 of 28) and in the Professional/Analysis group (26 of 132). In order to increase the number of Francophones in the latter group, competitions are regularly advertised in the minority press and a number of visits are made each year to Francophone universities to interview potential recruits.

One complaint was received against the Bank in 1983. It concerned a bilingual form which was filled out on the French side for the signature of an Anglophone client. The matter was promptly resolved.

## **Canada Council**

The Canada Council is once again to be commended for its achievements in terms of language of service. However, it has yet to come fully to grips with its participation and language-of-work problems.

Clients from the artistic community and members of the public can communicate with the Council's head office in Ottawa and its one and only regional office in Moncton in either English or French. This strong showing is clearly a result of the Council's continuing effort to hire fully bilingual staff: 205 of the 233 employees are functionally bilingual, and the Council requires them to attain a high level of speaking, comprehension and reading skills.

At the same time, nine of the 18 members of the Council are unilingual Anglophones, and six of 21 supervisors have either a limited or no knowledge of French. As a result, although central and personnel services are generally available in both languages and supervision in the employee's preferred tongue tends to be the rule, many Francophone employees find it more expeditious to draft in English. The Council has sought to improve matters by expanding its language-training programmes, and more Anglophones are attempting to make regular use of the other language. However, the Council must continue to seek out new ways of offering Anglophones opportunities to practise their newly acquired skills and of encouraging Francophone employees to work more of the time in French.

The overall rate of Anglophone participation dropped slightly again this year, from 38.4% to 37%, and Francophone participation remains particularly high in the Administrative Support category where Anglophones account for only 20 out of 111 employees. To some degree, this state of affairs may result from a limited supply of qualified bilingual Anglophone candidates; nevertheless, we urge the Council, as we have in the past, to try to deal with this persistent problem more rigorously.

Only one complaint was lodged against the Council in 1983. It concerned signage and was satisfactorily resolved.

### **Canada Deposit Insurance Corporation**

The Canada Deposit Insurance Corporation, established in 1967, insures Canadian currency deposits in a number of chartered banks and trust companies. Our recent check revealed that, with its four bilingual employees, it has no difficulty providing service in both English and French. Telephone enquiries and correspondence are dealt with in the appropriate language, and all forms are bilingual. We noted, however, that a few errors existed in the French versions of certain documents, a problem which has since been corrected.

Four of the six employees are Francophone and two are Anglophone. English is the main language of work because it is the one most generally used by the Corporation's clients. For internal matters, however, employees are able to speak or write in either language.

We have never received any complaint against the Corporation.

### **Canada Labour Relations Board**

The Canada Labour Relations Board, which has its head office in Ottawa and regional offices in Dartmouth, Montreal, Toronto, Winnipeg and Vancouver, is one of the high achievers in the language field. It has no problem serving its clientele — mainly union officials, employers, lawyers and labour relations consultants — in either French or English, and employees may work in the language of their choice. As we observed last year, however, the Board should give serious attention to the matter of low Anglophone participation.

Language matters are well managed at the Board. Employees are reminded periodically of their rights and obligations, and close attention is paid to the language of supervision and employee appraisals.

The Board is well equipped to provide bilingual services. Of 83 employees, 64 are in bilingual positions and 61 meet their language requirements. The Dartmouth and Vancouver regional offices have no bilingual capability but requests from the Maritimes, particularly from northern New Brunswick, are handled by the Montreal office. All publications are bilingual and correspondence is answered in the language in which it is received.

Of the Board's 83 employees, only 29 (35%), are Anglophones; this underrepresentation holds true for all categories, especially Administrative Support where 12 of 45 employees are Anglophones. The Board should make every effort to correct these imbalances as vacancies occur.

There were no complaints against the Board in 1983.

### **Canada Lands Company**

The Canada Lands Company and Subsidiaries is a Crown corporation reporting to the Minister of Public Works. It occasionally gives birth to subsidiary companies whose object is to develop certain federally owned lands. In 1980-81, two such

organizations saw the light of day: the Canada Lands Company (Vieux-Port de Québec) Inc., and the Canada Lands Company (Mirabel) Limited. In 1982, another sibling appeared on the scene: the Canada Lands Company (Vieux-Port de Montréal) Limited. Our Office conducted audits of all three in 1983.

The Canada Lands Company (Vieux-Port de Québec) Inc. has not developed an official languages plan or policy or determined language requirements for positions within the organization. It is not surprising, then, that employees are not altogether aware of language matters as they touch on the Company's operations.

French is the language of work of the permanent staff of 20, all of whom are Francophone. Telephone and personal reception is usually in French only and not all documents intended for the local public and for visitors are bilingual. Most signage at the site and in adjoining areas is unilingual French although some tours and activities for visitors are conducted in English.

We have recommended that the Corporation do some basic language planning: identify bilingual positions; make signs bilingual; greet callers and visitors in English as well as French; produce more material in English for the visiting public; use the minority language press for publicity; and ensure that local Anglophones are aware of employment opportunities. We also have asked the Corporation to develop a proper English corporate name to complement the French one.

The Canada Lands Company (Mirabel) Limited has a fairly well-developed official languages programme and employees are reasonably well-informed about language matters. On the whole, the Corporation is also adequately equipped to serve its clients in both official languages. Although it has not yet established language requirements for its positions, it reports that 38 of the 86 employees are bilingual at the intermediate level of proficiency or better, and that oral and written communications with the public are usually in the appropriate language. Most publications are bilingual; those that are not should be translated as soon as possible.

All but one of 86 employees are Francophones, and we have recommended that the Corporation make a much more vigorous effort to attract Anglophone staff. Meanwhile, it is hardly surprising that the language used within the organization is predominantly French.

The Canada Lands Company (Le Vieux-Port de Montréal) Limited is just getting underway and has not yet established an official languages policy or programme. We have recommended that it do so, the sooner the better.

The Corporation has not come up with language requirements for its staff of 14, but all are said to be bilingual. Despite a few growing pains, the Corporation is well on its way to being able to provide good bilingual service. Nevertheless we believe the adoption of a fully bilingual corporate name is essential to complete the Corporation's image as a fully bilingual organization.

All staff members are Francophones, who naturally enough, work in French. We have recommended that the Corporation make serious efforts to attract some Anglophones.

One of the two complaints received against this Corporation in 1983 concerned faulty English in an advertisement; the other dealt with unilingual French signage. Both stressed the lack of a suitably bilingual corporate name. As noted above, the latter question is not yet resolved.

## **Canada Mortgage and Housing Corporation**

The Canada Mortgage and Housing Corporation is gradually building a better linguistic tomorrow. Bilingual service to the public has improved, and French is being used more extensively at management meetings. However, additional buttressing is required before the use of French within the Corporation can be said to be on solid ground. Improvements are also urgently required in Anglophone participation rates in Quebec.

The Corporation has developed performance standards to ensure that managers are held responsible for language matters, and has done a survey at the National Office to determine how to get both languages used as languages of work. It has also begun to fill bilingual positions more realistically by recruiting employees who have the necessary language skills at the outset. Finally, in-house language training has been re-introduced, primarily to upgrade the skills of employees who do not yet meet the language requirements of their positions.

Eight hundred of the Corporation's 3,383 employees occupy bilingual positions and three-quarters of these meet their language requirements. Service in both official languages is usually provided without problem in bilingual regions. In the autumn, the Corporation placed advertisements in the minority official-language press to announce its newly bilingual offices in New Brunswick, Ontario and Manitoba. Service in French has also been upgraded in Regina and Vancouver. Lastly, agreements with municipalities under the Residential Rehabilitation Assistance Programme now stipulate that services must be publicized and offered in both official languages in bilingual areas.

Central services and documents used in the workplace are available in English and French. However, the annual appraisals of Francophone employees continue to be drafted in English in many divisions, and English unduly predominates as the language of work outside Quebec, partly because some supervisors are not bilingual. Although eight of the 25 employees in bilingual positions at the executive level do not meet the language requirements, more French is being used by the Management Committee. This is an encouraging sign, and we hope this example from the top, coupled with additional initiatives, will have a beneficial effect throughout the ranks.

Francophones make up 32% of the Corporation's employees and are well represented in all categories and regions. Anglophones, on the other hand, are seriously under-represented in Quebec (12 out of 457 employees). As we have observed in the past, the Corporation should attack this problem without delay.

Ten complaints were received against CMHC this year, half the number lodged in 1982. Most dealt with telephone service, reception and correspondence in the

wrong language. The Corporation was quite co-operative in dealing with these matters.

### **Canada Ports Corporation**

The Canada Ports Corporation, which this year replaced the former National Harbours Board, maintained its fine record in the language of service and language-of-work areas, and began to resolve the problem of low Anglophone participation in Quebec.

As is perhaps natural, the re-organization of the agency usurped some of the corporate energy that might otherwise have been spent on the official languages programme. On the whole, however, the new Corporation's situation is good. Of 1,660 employees, 34% are bilingual: 60% at head office in Ottawa and 54% in Quebec. Elsewhere, only 2% of the staff is able to perform in both languages.

There are 88 Anglophones and 65 Francophones at headquarters. In contrast to the decline in Anglophone participation in Quebec we reported in 1982, this year marked a modest increase from 6% (54 out of 937) to a still very low 7% (61 out of 860). Francophones represent only one per cent of staff in the Maritimes and the West, and none at all is to be found in Ontario. This excessive polarization should be checked and we urge the new Corporation to work on correcting these imbalances without delay.

Since only bilingual employees are normally posted to headquarters, the language-of-work situation there is good. Elsewhere the staff distribution just described at least has the advantage of permitting staff to work in the language of their choice.

One complaint was received against Ports Canada in 1983 which related to unilingual French signage at the port of Montreal. The issue remained open at year end with indications that it would be resolved in early 1984.

### **Canada Post Corporation**

If somewhat short on real accomplishments, the past year has at least been one of good intentions. Among other plans, Canada Post Corporation has announced its intention to provide bilingual counter services on a priority basis in major Canadian centres from Halifax to Vancouver by the end of March, 1984. To this end, some consultation has taken place with minority official-language communities in most of the cities in question, but the divisional authorities concerned have thus far been slow to jump on the bandwagon, a key factor in a highly decentralized organization like Canada Post.

The Corporation has also not yet overcome the persistent problem of seniority provisions in the collective agreement with the Canadian Union of Postal Workers, which can make it virtually impossible to staff bilingual counter positions with clerks who are already bilingual. Unless the Corporation finds the will to tackle this

long-standing problem, even the best-laid plans for improving minority-language service may stay on the drawing board a long time.

Only 3,798 (6.5%) of the Corporation's 58,550 employees occupy bilingual positions although 90.8% of them meet their requirements. With such a small number of bilingual employees, it is not surprising that service in the appropriate language is inconsistent, to say the least. In Sherbrooke, for example, roughly 6% of the population is Anglophone and they have reasonable access to service in English in at least two of the larger post offices in the city. By contrast, in Fredericton, the capital of an officially bilingual province, where Francophones comprise a similar proportion of the population, the Corporation offers virtually no service in French. There are dozens of similar situations throughout Canada and we urge the Corporation to develop a more thorough and vigorous approach to the provision of bilingual service.

On a more positive note, publications, posters, advertisements and other material intended for the public are, by and large, published in both languages. Furthermore, the Corporation has begun publishing lists in minority newspapers across the country of post offices that provide bilingual service. This is all to the good.

Participation figures supplied by Canada Post are dated March, 1983. In overall terms, Anglophone-Francophone participation then stood at a reasonable 70%-30%. Francophones were, however, over-represented in the Technical category (41.6%) and in Administrative Support (39.7%), as were Anglophones at the management level (78.5%) and in the Scientific and Professional category (90.5%). At headquarters in Ottawa, only 10 of the 56 executives are French-speaking and Francophones make up only 15.8% of senior-level employees. At the regional level, only 17.1% of the employees in New Brunswick and Prince Edward Island are Francophone while Anglophones make up only 2.2% of the employees in the Montreal area. The Corporation must make a serious effort to correct these imbalances.

In all areas except Quebec, where French predominates, English is the principal language of work. Canada Post has reviewed the situation and concluded that the main factor preventing employees from working in the language of their choice is a shortage of bilingual supervisors, not only in unilingual areas but also at headquarters and in the bilingual areas of Quebec, New Brunswick and Eastern and Northern Ontario. Work documents and internal services, on the other hand, are generally available in both languages.

Over half of the 119 complaints lodged against the Corporation concerned unilingual signs, forms and telephone reception and lack of bilingual service at post office wickets. Others had to do with the poor quality of French translations; advertisements placed in the wrong language in newspapers, or not at all in minority-language weeklies; French addresses on letters crossed out and English information added; letters addressed in French that were needlessly returned to sender; and letter carriers who were unable to speak both official languages. At year's end, 59 of these complaints, as well as 35 others carried over from previous years, had not been resolved. This is a dismal record which we can only hope will improve.

## **Canadian Broadcasting Corporation**

The English and French networks of the Canadian Broadcasting Corporation continue to offer almost all Canadians television and radio programming in the official language of their choice. It will, however, be no secret to our readers that the Corporation underwent a major reorganization in 1983, the effects of which reverberated throughout the organization. In such an environment it is not surprising that the Corporation's linguistic progress was on the slim side.

For example, on the service front, although French-speaking viewers and listeners in Nova Scotia, Newfoundland and Prince Edward Island are served by the French network, they must still telephone local English stations to receive — in English — information about French programmes. In addition, many signs in offices throughout the country are still unilingual (French in Quebec and English elsewhere). On a more positive note, we are pleased to report an advance, however minor, in Regina, where telephone reception is now bilingual.

Both networks generally work in the language in which their programmes are broadcast. However, we must once again call attention to the difficulty that French-language production teams have in obtaining technical services in their language outside Quebec and the National Capital Region. In addition, central and personnel services are not always available in both languages in locations where both networks operate. English also continues to predominate at headquarters in Ottawa and in the Engineering Division in Montreal.

The Corporation has some 12,000 employees and almost 4,700 of its positions are identified as bilingual. However, more than one-third of the staff involved do not meet their language requirements.

Sixty per cent of the CBC's employees are Anglophones and 40% are Franco-phones. Both groups are well represented in all sectors: Anglophones and Franco-phones represent 55% and 45% respectively of headquarters staff, 64% and 36% of the Engineering Division personnel, and 67% and 33% of managers.

This year we received 10 complaints against the Corporation. Four concerned news interviews broadcast in English on the French network. Others dealt with unilingual telephone reception in Winnipeg and Halifax, the failure to use an English-language newspaper for an advertisement, unilingual signs at Radio-Canada headquarters in Montreal, a document relating to a call for tenders not available in English, and a unilingual English return address. The Corporation continues to drag its feet over the resolution of complaints and most of those received in 1983 have yet to be settled.

## **Canadian Centre for Occupational Health and Safety**

The Canadian Centre for Occupational Health and Safety, a Crown corporation with a total staff of 103, made steady progress in 1983. A language policy and plan were prepared and explained to employees. Service to the public also improved, particularly in the Inquiries Office, the unit having most regular contact

with the public. However, English continues to be used almost exclusively as the language of work, and Francophone participation remains low.

Although the Centre reports that very few requests are received in French, telephones are answered and service is available in both languages. The Inquiries Office has two bilingual project officers, and other bilingual employees in the organization have been trained to receive enquiries, thus providing a backup network that ensures service in both languages. Virtually all publications are available in both English and French, either in bilingual format or in separate versions.

The language of work at the Centre is English, and supervision is not always available in French. Most internal services are, however, available in both languages. Existing internal documents are being translated and new ones will be produced in both official languages.

Of the Centre's 103 employees, 88 are Anglophones and 15 Francophones; of the latter, two-thirds are in the support/secretarial category. All six senior managers are Anglophone, but at the middle management level the situation is substantially better, with three Francophones out of 12. However, of 59 project officers and researchers, only two are Francophone. The Centre is continuing its efforts to find qualified Francophones for the officer category, but its head office location in Hamilton makes this difficult.

No complaints were received against the Centre in 1983.

## **Canadian Commercial Corporation**

The Canadian Commercial Corporation was established in 1946 to assist in the development of trade between Canada and other nations by acting as an intermediary for foreign buyers.

Our 1983 audit of the Corporation confirmed that it is generally able to deal with its clients in both official languages but revealed at the same time that its services are not always offered spontaneously in French. Efforts should also be made to foster the use of French on the job and to balance participation rates.

The Corporation has no bilingual positions as such, but 13 of the 21 employees are reported to be bilingual. Signage, publications and press releases are in both official languages. Moreover, a survey questionnaire sent to Canadian suppliers revealed that most were satisfied with the language of service, although some observed that service in French was not as readily forthcoming as in English. Consistent use of bilingual greetings and prompt referrals to bilingual employees should help dispel this impression.

The language of work within the Corporation is almost exclusively English. Most internal reports and memoranda are circulated in English only, and, at the time of our audit, all employee appraisals were performed in that language. We have recommended that measures be taken to correct this situation.

Of 21 employees, 16 are Anglophones and five Francophones, of whom four are support staff. Room should therefore be found when vacancies permit for a Francophone or two among the seven professional and administrative employees.

One complaint was lodged against the Corporation in 1983. It concerned unilingual telephone service and took some time to resolve.

### **Canadian Film Development Corporation**

The Canadian Film Development Corporation has once again maintained its reputation as a star of the linguistic screen.

The Corporation has no difficulty serving its clientele in both official languages. All staff in Montreal are bilingual and there is an adequate bilingual capacity in Toronto where, in addition, eight employees are now taking French courses. Of a total of 37 employees, 23 occupy bilingual positions and all 23 meet their language requirements.

The language of work is French in Montreal and English in Toronto and Vancouver. All work documents are available in both languages and employees can receive central and personnel services in the official language of their choice.

Twenty of the Corporation's employees are Francophones and 17 are Anglophones, a proportion which seems reasonable given its mandate to deal with the film industry in both linguistic communities.

We received two complaints against the Corporation in 1983. One, which related to a unilingual French competition notice published in the *Montreal Gazette*, was quickly resolved. The other, received at the end of the year, concerned the fact that the Corporation's name appeared in English only in the Toronto telephone directory's white pages.

### **Canadian Human Rights Commission**

Although the linguistic situation at the Canadian Human Rights Commission is generally satisfactory, we pointed out a few weaknesses last year that required correction. Despite progress, some of these problems persist a year later, particularly with regard to language of work. The Commission should also strengthen the management of its official languages programme by developing a detailed policy and establishing a stricter monitoring system.

Eighty-six of the Commission's 123 employees work in Ottawa, the remainder being attached to its six regional offices. It has identified 78 of its positions as bilingual and all but seven of the incumbents meet the language requirements. The public has no difficulty obtaining service in both languages at headquarters. However, some officer positions which involve close ties with the public require only an intermediate level of second-language proficiency; we have repeatedly suggested that the Commission should review this matter, as it can have an adverse impact on the quality of service.

The Commission's regional offices in Montreal, Toronto, Winnipeg and Vancouver are able to offer services in both languages, but it has been slow to improve its bilingual capacity in Edmonton and Halifax. This situation is particularly unacceptable in the case of the Halifax office, which serves New Brunswick.

All publications are bilingual and simultaneous interpretation is available when Commissioners hold public hearings across the country. The Commission is also planning to issue a bulletin reminding officers of their duty to communicate with people interviewed during investigations in the language of the interviewee's choice, and has undertaken to publish the decisions of human rights tribunals in both languages. In most cases, however, the latter are not published simultaneously in English and French, and translations can be delayed for periods ranging from two weeks to four months.

The overall representation of the two language groups is reasonably well balanced, with Anglophones comprising 68% and Francophones 32% of the staff. Both are well represented in the various employment categories. Despite this situation, English continues to be used almost exclusively for internal communications and meetings, largely because of the inadequate language skills of some employees, particularly supervisors. We would nevertheless note that the Commission has decided to publish the minutes of its management meetings alternately in English and in French, and that there were encouraging signs at the end of the year that it was studying other means of encouraging a more balanced use of both languages.

We received four complaints against the Commission in 1983. Two concerned unilingual telephone reception in Montreal and in Ottawa, the third a lack of bilingual services in Winnipeg, and the fourth an investigation report that was unavailable in the language of the complainant. All four cases were quickly resolved.

## **Canadian Intergovernmental Conference Secretariat**

The Canadian Intergovernmental Conference Secretariat was created in 1973 to offer administrative and documentation services for federal-provincial conferences, and is jointly financed and staffed by the federal and provincial governments. It deserves congratulations for its linguistic performance thus far, and our recent audit reveals that it need make only a few minor adjustments to achieve a more than acceptable rating.

The Secretariat still lacks written guidelines on official languages and a clear definition of its managers' responsibilities. It should also ensure that its 29 employees, all of whom work in Ottawa, are better informed of their language rights and obligations.

Apart from three positions occupied by staff seconded from the provinces, who are exempt from any language requirements, the Secretariat has 18 bilingual positions, all but one of which are filled by qualified personnel. As a result, the Secretariat has no difficulty providing bilingual services at headquarters and at conferences. It is also able to produce prompt translations of conference

documents, and to supply them in both languages to their 140 distribution points across Canada.

The language-of-work situation is also very good. Employees can and do work in the language of their choice and all work documents and central and personnel services are available in both languages. Our audit noted one point, however: the language requirements of the Secretariat's supervisory positions should be revised; currently only one position requires an advanced second-language knowledge. Both language groups are well represented among managerial and officer-level staff — six Anglophones and three Francophones. However, Anglophone participation is weak in the Administrative Support category where only five of the 20 employees are English-speaking.

No complaints were received against the Secretariat in 1983.

## **Canadian International Development Agency**

The Canadian International Development Agency is again among the front runners this year. Its excellent reputation in official languages has been kept up largely because of a continuing commitment on the part of senior management, an example, we might observe, which could well be followed elsewhere.

CIDA's very substantial bilingual capacity remained stable during the year. Nearly 80% of its 1,150 positions are identified as bilingual and 89% of the staff involved meet their requirements, most at the intermediate or superior level. The Agency thus has no difficulty offering its services in both languages. In the past, the principal weakness was unilingual telephone reception at head office in Hull; this problem has now been corrected.

We suggested in our last Report that CIDA establish a procedure to evaluate the linguistic aspect of services provided by consultants involved in projects overseas. This has now been done, with the result that service ought now to be more consistent in the countries concerned. The consultants' information manual has also been improved to make it clear that they may obtain the Agency's internal services in the language of their choice.

The language-of-work situation is equally satisfactory. All work documents are available in both languages and, in order to correct a weakness noted last year, the Agency now monitors all central services to ensure that they can be offered in both languages. English and French are freely used at meetings and employees are generally supervised in the language of their choice. Only 25 of 320 persons in bilingual supervisory positions are unilingual (compared to about 40 last year), and the Agency has assured us that arrangements have been made to overcome these remaining inadequacies.

The Agency's 1,150 employees are composed almost equally of Francophones (53%) and Anglophones (47%), a ratio that seems reasonable given its programmes in Francophone and Commonwealth countries. There is also an acceptable balance in most employment categories. The Agency should make a special

effort, however, to attract more Anglophone staff in the Administrative Support category.

The two complaints received against CIDA in 1983 dealt with advertisements for competitions: one concerned a notice that did not appear in the minority Anglophone press, and the other an announcement published in French in an English-language daily. They were quickly resolved, and the Agency has established review measures to avoid further slip-ups in this area.

## **Canadian National**

In 1983, Canadian National Railways proudly proclaimed that being in business for Canada meant serving the whole country. On the linguistic front, however, we must regretfully conclude that its goals appear to have been somewhat less ambitious.

A major decentralization programme at CN headquarters in Montreal, essentially involving transfers of operations and staff to CN Rail, was begun in 1982 and continued throughout this year. These changes, which reduced the total complement of employees by 7,000 to 61,880, have had a generally negative impact on the Company's official languages situation. Although complete data on bilingual capacity are unfortunately not available again this year, figures for 23 of the 30 sectors show that the percentage of bilingual employees is down from last year's level. Other aspects of language of service are equally disappointing. Union-management negotiations have again failed to produce an agreement that would result in train crews being staffed to serve the public in both languages. One must ask why these infrequent opportunities to redress old wrongs are allowed to slip by time after time.

Our 1983 audit of CN Hotels and the CN Tower revealed a generally serious commitment to provide service to customers in both languages. There is nevertheless room for improvement in various areas, for example at the Hotel Newfoundland.

In contrast to the train service, CN Marine continues to move ahead. Its accomplishments this year include the installation of special telephone lines to provide service in French at Cape Tormentine, N.B., and Borden, P.E.I, a language satisfaction survey of ferry passengers, and prompt, co-operative settlement of complaints. Nevertheless, it is still possible to be told by an attendant at Saint John, N.B., that he does not "parlez-vous", and careful monitoring of staff action on the ground will be necessary if adequate service in both languages is to be assured.

Participation levels have remained basically stable despite CN's numerous structural changes, but a lack of hard data makes it difficult to get more than a piecemeal impression of the Company's make-up. At headquarters, the 1,044 Francophone employees represent 29.8% of the total. While they make up only 15.8% of senior management, their presence increases considerably in the middle and lower ranks of management. In the Atlantic Region, Francophone participation remains almost unchanged from last year at 30.6%; slight increases have, however, been recorded at the middle and senior management levels. No participation records are kept for the Great Lakes, Prairie and Mountain Regions, a shortcoming that is becoming increasingly difficult to understand.

The internal language situation continues to be neglected at Canadian National. Francophones in Atlantic Canada are still effectively denied the right to work in their language. Our study this year on language of work at headquarters revealed that even in Montreal there were restrictions on the use of French by employees. Of the Francophones at headquarters who replied to our questionnaire, 69% said their work was performed mainly in English, and only 9% indicated that their evaluations were conducted entirely or mainly in French. CN must act decisively and at once to give the two official languages equal status in the workplace at headquarters.

In 1983, Canadian National was the subject of 19 complaints. Seven concerned CN Hotels or the CN Tower, and the remainder were prompted by inadequate service at CN Marine between Borden and Cape Tormentine, at headquarters and at a number of operations in Winnipeg. One case is indicative of the Company's lax approach to complaints in general: it took CN 18 months to provide French equivalents for two unilingual English plaques on display at the Ottawa station, despite numerous promises of action on the Company's part. We begin to wonder about CN's commitment to language reform when such simple and easily correctable problems are left unattended month after month.

## **Canadian Radio-television and Telecommunications Commission**

The Canadian Radio-television and Telecommunications Commission continued over the year to provide its traditionally high level of service to the public. However, some of the imbalances in Anglophone — Francophone participation noted in previous reports remain essentially unchanged.

Two hundred and seventy of the Commission's 412 employees occupy bilingual positions and 87% of them meet the required standards. It is therefore able to provide service in both languages not only at head office in Hull but at regional offices in Halifax, Montreal, Winnipeg and Vancouver. It is also worthy of note that the majority of its positions call for language skills at the intermediate and superior levels. Publications are in both languages and announcements of public hearings and decisions normally appear in the English and French minority-language press as well as in the daily newspapers.

Participation has remained stable over the last two years: Anglophones account overall for 51% of staff and Francophones a rather high 49%. Within the Management category, the balance stands at 74% Anglophone and 26% Francophone. However, Anglophones make up only 42% and 36% respectively of the Technical and Administrative Support categories, while Francophones continue to account for a very low proportion of the employees in the Scientific and Professional category (17%). Once again we urge the CRTC to correct these imbalances.

Although French is used more often at internal meetings than in the past, English is the normal language of work within the Commission. The CRTC believes that performance appraisals have generally been conducted in the language of the employee's choice. Nevertheless, it plans to modify its appraisal forms to enable

employees to specify their preference. This change should help prevent errors in the future. Personnel and central services, as well as manuals, are generally available in both languages.

In 1983, the CRTC was the subject of two complaints. The first related to language-of-work problems and the other to a CRTC decision published in an English daily newspaper but not in the French weekly newspaper of the area. They were both satisfactorily resolved.

## **Canadian Transport Commission**

During the year, the Canadian Transport Commission, an important regulatory body with headquarters in Ottawa, continued to build on its already solid base of language achievements. As in past years, improvements were most in evidence in the management of the official languages programme and in service to the public. Much remains to be done, however, if French is to achieve a more equitable status in the work environment.

One notable initiative this year was the creation of a committee responsible for advising the President of the Commission and his executive committee on questions related to the management of official languages. As a result, policy issues, review measures and practical problems will be discussed by senior management at least three times a year.

The Commission's bilingual capacity remains satisfactory: 447 of its 814 positions are identified as bilingual and some 84% of the staff involved meet their language requirements. In response to our recent audit report, the Commission has agreed to pay particular attention to the linguistic composition of panels presiding at public hearings in order to reduce the need for simultaneous translation. Decisions and orders of the Air Transport Committee now also appear simultaneously in English and French.

The record in the area of language-of-work is less satisfactory. Even though most supervisors are bilingual, Francophone employees still have difficulty obtaining supervision in their language or speaking French at meetings. As we pointed out last year, the Commission's efforts in this area should focus more on changing habits than structures. If our recommendations on language of work are implemented, the CTC should make substantial progress in this area.

The overall Anglophone and Francophone participation rates of 68% and 32% are not unreasonable. However, major weaknesses remain in some employment categories: Francophones comprise only 10.6% of management, for example, but reach 46.1% in the Administrative Support category. In the western regional offices and in Toronto there is only one Francophone out of 91 employees. These shortcomings will not be resolved without a more determined effort.

We received two complaints against the CTC in 1983. One, concerning unilingual English signs marking level crossings outside Quebec, will only be resolved when Parliament amends the Railway Act. The second concerned unilingual English telephone reception and was close to being resolved in December 1983.

## **Canadian Wheat Board**

This year has seen few changes in the Canadian Wheat Board's lacklustre language performance.

The Board continues to offer French-language telephone service to Francophones at its headquarters in Winnipeg and lists the number both in the telephone directory and in the monthly bulletin *Grain Matters*. General publications such as press releases and the Board's Annual Report are issued in both languages, but articles in the monthly bulletin are published in English only with translations provided on request. The nagging question of the French version of the permit book and request forms for its renewal is still hanging fire and continues to generate irritation among Francophones.

Thirty-eight of the Board's 546 employees are bilingual. However, again this year, the Canadian Wheat Board was not in a position to provide information on the participation of the two language groups within its organization. The language of work is English everywhere except at its Montreal office where both languages are used.

We received another complaint in 1983 about the Board's failure to provide permit books in French. As noted above, we are still waiting for remedial action to bring the Board's service in this area into line with the Official Languages Act and the requirements of the Charter of Rights.

## **Cape Breton Development Corporation**

Devco, as the Cape Breton Development Corporation is familiarly known, is a new-comer to our review. It has two major responsibilities: to operate coal mines in the Sydney area, and to promote diversification of the Cape Breton economy. It has 4,679 employees, about 4,000 of whom are employed in its Coal Division. Its Industrial Development Division has a permanent staff of 177 and about an equal number of seasonal employees. Some 250 people work in its Sydney headquarters divisions and support groups.

Our recent audit of the Corporation revealed that it has difficulty providing adequate service in French to local residents and tourists. Moreover, French has little status within the organization, and it has not as yet developed an official languages policy or programme. Indeed, language matters are generally given short shrift and staff is scarcely aware of their rights and obligations in this area.

Most of the Corporation's contacts with the local population are in English only, despite the fact that there are sizeable proportions of Francophones in some localities. Information about community and economic development is usually made available only in English and most publications are produced only in that language. Although signage is bilingual at headquarters, it is seldom so elsewhere and telephone reception is usually in English.

Devco operates two restaurants at the Fortress of Louisbourg, both of which provide good bilingual service. The Corporation also runs tourist operations elsewhere in Cape Breton: stores and shops, a golf course, a marina, a beach and a miners'

village. Service in French at these locations is either very limited or simply unavailable. We have recommended that this situation be corrected.

No precise figures are kept on the number of Anglophones and Francophones on the Corporation's staff although it was recently estimated that less than one per cent of employees were Francophones. We have suggested that Devco determine the first official language of its employees and seek to recruit Francophones in numbers more proportionate to the number of French-speakers on the Island. Meanwhile, as might be expected of an organization with so few Francophone employees, the language of work within the Corporation is English.

No complaints were received against Devco in 1983.

### **Chief Electoral Officer**

The Office of the Chief Electoral Officer made a determined effort in 1983 to solve certain problems noted in our past three reports relating to service to the public at election time. Service to the public and the language-of-work situation are still good, but the Office has not yet managed to increase Anglophone participation.

The Office has classified 37 of its 45 positions bilingual and all incumbents meet their language requirements. It has also decided, as they become vacant, to raise the linguistic profile of seven positions which currently require only an elementary level of second-language proficiency.

In all the Office's internal activities, including those related to supervision and central services, employees are able to use the language of their choice. The only black cloud remaining is the low participation of Anglophones (8 out of 45 employees). Although the Office is small and the rate of staff turnover low, we have difficulty understanding why it has not yet managed to deal more effectively with a problem which has existed for a number of years.

Although the Office has little control over returning officers and the other employees hired at election time, it does everything in its power to ensure that bilingual services are provided where the official-language minority represents 5% or more of the population. (Ninety-two of 282 ridings fall into this category.) It is also looking for ways of improving services to the minorities living outside these areas — in our view, a praiseworthy initiative.

The Office has accepted our suggestion that signs be posted in polling stations informing voters that they may be served in their language, and that electoral staff be identified by special buttons. An amendment to the legislation has also resolved the problem of unilingual auditors' reports on candidates' campaign expenses: from now on, only the summaries of these reports, which are already in both languages, will be published.

Although the Electoral Boundaries Commissions, which are responsible for reviewing riding boundaries after each census, do not fall directly under the Office's jurisdiction, it has made them aware of their linguistic obligations by encouraging them to publish their proposals in minority-language newspapers and by providing

simultaneous interpretation at public hearings. In general, these efforts have produced good results. We did, however, receive two complaints against the Boundaries Commission of British Columbia, which published only part of its proposals in a minority-language weekly. Because of the publication deadlines set out in the Electoral Boundaries Readjustment Act, the Office was unable to correct this error; it did, however, use the same weekly to publish another notice.

No complaints were received about the Office in 1983.

### **CNCP Telecommunications**

Although telegrams now represent only a small part of its activities, CNCP Telecommunications still maintains contact with the general public through its telegraph services. Clients can be served in person in French at its Montreal and Ottawa offices and in English everywhere in Canada. Telephone service is provided in English by individual offices, and in French on a centralized basis by the Montreal office through an INWATS number that any client may dial free of charge.

In 1982, we conducted a survey of telex subscribers in New Brunswick, Quebec, the National Capital Region, Northern and Eastern Ontario and Winnipeg, many of whom also used other CNCP services. The survey revealed that clients who wished service in English by telephone, in person or in writing, for billing purposes, etc. encountered no problems. However, in Montreal, the National Capital Region and the rest of Quebec, where demand for service in French was 50%, 25% and 83% respectively, a number of clients had trouble being served in that language. As a result of these findings, the Corporation has decided to examine the question in greater detail.

English is used for internal communications at the Toronto headquarters and in all regional operations except in the Quebec portion of the Eastern Region. Both languages are used throughout Quebec, but oral and written communications with headquarters and with other regions are in English. There are no data on the representation of the two official language groups.

Two of the three complaints received against CNCP related to the lack of telegraph services available in person in French at the Vancouver office, a situation we criticized in our 1982 audit. Should recruitment become necessary, CNCP is committed to considering bilingual candidates for employment at this office. In the meantime, it encourages the present staff to refer French-speaking customers to the INWATS number. The third complaint dealt with the unilingualism of an Eastern Region manager and has been resolved.

### **Commissioner for Federal Judicial Affairs**

The Office of the Commissioner for Federal Judicial Affairs continues to serve its clients well in both official languages and has made progress in correcting problems in the language-of-work area which we have noted in previous reports. However, the Office still has too few Anglophones on its staff.

The Office's principal duty is to publish a record of Federal Court decisions, which is now released simultaneously in both official languages. It also organizes language training for judges, of whom 288 took courses this year:

Twenty-three of the Office's 29 employees occupy bilingual positions and all but two meet their language requirements. All five bilingual positions filled this year were staffed with linguistically qualified employees.

Anglophones now account for only nine of the Office's 29 employees, and only three out of eight new staff hired this year. The Office should make a greater effort to recruit qualified bilingual Anglophones to its ranks.

Although two-thirds of its employees are Francophone, the Office has traditionally carried out its internal operations in English, particularly staff meetings. However, thanks to strong encouragement from senior management, French is now being used more frequently in meetings, and work documents and internal services are readily available in either official language.

The number of performance evaluations of Francophones conducted in French increased from four out of 15 last year to seven out of 17 this year. Unfortunately, supervision in French is not always provided in the Office's largest branch, which produces court records. The Office does plan eventually to classify a supervisory position in this unit as bilingual, but might have done so this year when one such position fell vacant.

We received no complaints about the Office in 1983.

## **Communications**

The Department of Communications provided few surprises this year. A survey of clients showed that the public was on the whole well satisfied with the linguistic aspects of its services. The Department is still striving to encourage the use of French as a language of work in its highly technical milieu, and there are signs that it is having some success. On the other hand, the number of Francophone employees in Ontario and the West, and of Anglophones in Quebec, remains unacceptably low, and no new initiatives have been taken to deal with the situation.

Three-quarters of the some 1,000 bilingual positions involve service to the public. During the year, the level of second-language knowledge required for these positions was reviewed, and raised where necessary. The Department also made monitoring of its official languages programme a part of its internal audit system; this should help ensure that a high standard of service is maintained.

Although English is the predominant language of communications technology, the Department has found ways to encourage its Francophones to use their language more often at work. In particular, it has stimulated the exchange of scientific information in French by creating strong links with Francophone universities and by ensuring that they receive an appropriate share of its research contracts. Above

all, the number of Francophone managers (now 23.6% of the total) and the increasing number of bilingual Anglophones are making French a viable option for a range of internal communications.

By the end of the year Francophones represented 29.8% of the Department's almost 2,300 employees. Especially noteworthy was the progress made in the Scientific and Professional category, where the percentage of Francophones rose from 18% to 20%. The Department has a long way to go, however, before its participation rates will be acceptable on a regional basis across Canada. At present, only 17 of its 475 employees west of Ottawa are Francophones and only two of its 148 employees in the Quebec Region are Anglophones.

Following a review of its activities, we were pleased to note that the Canadian Cultural Property Export Review Board, whose secretariat is staffed by four departmental employees, two Anglophones and two Francophones, also has no difficulty serving its clientele in both languages.

The five complaints received in 1983 concerned reception and telephone greetings and unilingual entries in telephone directories. The Department has been co-operative in settling them.

## **Comptroller General**

As befits a financial watchdog, the Office of the Comptroller General has again managed to keep its linguistic accounts in the black. The Office has above-average capacity to serve its clients bilingually, and fair representation of both language groups on staff. However, French is not used to any great extent in the workplace and, despite our suggestions, the Office has not yet raised the language standards of any of its officer positions.

The Office's official languages programme is administered by the group responsible for these matters in the Treasury Board Secretariat and the Department of Finance. Managers are directly involved in language planning and are held accountable for achieving certain goals. After this year's plan was approved, management circulated a summary to all employees and invited comments and questions. The Office also has good review mechanisms for its language programme, including an annual survey on language of work and periodic audits of other activities such as telephone reception.

The Office should have no problem serving its clients in the official language of their choice; 118 of its 160 positions are classified as bilingual and 82% of the personnel involved meet their language requirements. The number of positions requiring a knowledge of both languages increased by 14% this year. Officers are regularly called upon to discuss complex financial matters with client departments and, from all accounts, they appear to be able to do so in either language. On paper, however, their positions require only intermediate second-language skills. In its 1983 official languages plan, the Office announced its intention to raise the linguistic profiles of some positions in order to ensure continuing quality of service, but to date this has not been done.

The Office's annual language-of-work survey revealed that the use of French on the job has remained stable. Only 20% of the officers and senior managers are Francophones, and French is used slightly less than 20% of the time at meetings and for drafting documents. Although Francophone employees noted that they communicated with their supervisors mostly in English, three-quarters of them stated that they were satisfied nonetheless with the use of French at work. Internal services are available in both official languages, and the Office is well-equipped with books and manuals on financial administration in both English and French. As of next year, employees will be able to indicate their language preference on the performance appraisal form itself.

Overall participation of the two groups within the Office remains well balanced, at 73% Anglophone and 27% Francophone, but Francophones are under-represented at the upper levels of hierarchy. They account for only 22%. Some progress has however been made since last year in redressing imbalances in the lower levels of the organization: for the first time Francophones make up less than half of the Administrative Support category.

We received no complaints about the Comptroller General's Office in 1983.

## **Consumer and Corporate Affairs**

Although slow out of the starting gate, the Department of Consumer and Corporate Affairs has gained speed in the back stretch and may yet prove to be one of the front runners in language reform. The Department has taken action on many of the recommendations contained in our 1982 audit: it has made improvements in providing service in French; has sought to put French on a more equal footing with English as a language of work; and has improved the balance of Francophones and Anglophones in several critical categories.

In April, a comprehensive new policy spelling out detailed official languages objectives was circulated to all employees. The same document also set out employees' and managers' rights and responsibilities and made the latter accountable for results. Each major sector now has an official languages plan and senior management conducts quarterly reviews to ensure that the process is on track.

Forty-seven per cent of the Department's 2,660 employees occupy bilingual positions (an increase of 4% over last year), and 1,106 (88.4%) of them meet their language requirements. As a result, service in French is gradually being upgraded in several areas. However, only 18 of the 318 employees in the four western provinces are bilingual and the Department is therefore still obliged to rely to some extent on telephone links as a temporary measure to provide support to "linguistically weak offices". It is very much to be hoped that more bilingual employees can be hired so that crutches of this kind will no longer be necessary.

At headquarters, there have been noticeable improvements in French-language services offered by the Patent Office and the Trade Marks Opposition Board, a source of complaint in the past. For example, in 1981 only one of the 10 employees at the Board was bilingual — now five are.

The use of French as a language of work remains the most difficult hurdle to overcome. However, the Department is making progress: communications between headquarters and the Quebec Region are now usually bilingual or in French; bilingual supervision is on the increase; work documents are bilingual; and French is being used more often alongside English in internal meetings.

Overall, Francophone participation has risen more than 3% over last year and now stands at 37.9%. Francophones are well represented in most categories except the Scientific and Professional, where they account for 18.5%, a modest increase over last year. They are, however, seriously over-represented in the Administrative Support category where they occupy half the positions. Since this category accounts for nearly 39% of all positions in the Department, a serious effort needs to be made to attract more English-speakers. Anglophone participation in Quebec is also unacceptably low at 10 of 275 employees, or 3.6%. A high priority should be given to correcting this imbalance.

Nine complaints were lodged against the Department this year. Five dealt with lack of service in French — in New Brunswick, the West and Ottawa, and four with a lack of English-language service in Montreal and Ottawa. The Department was very co-operative in resolving these problems.

## **Correctional Service**

Our 1983 audit reveals that the Correctional Service of Canada still has some considerable distance to go to put its official languages house in order. Although senior management appear to know what they want, they have yet to convince penitentiary administrators to follow suit. The lack of bilingual personnel and employees' lack of sensitivity toward the language rights of inmates continue to limit bilingual services in a large number of institutions. At headquarters, French has only a marginal status. We have drawn attention to a number of these problems in the past, but are still awaiting tangible reforms.

The Correctional Service has 10,175 employees, approximately 9,600 of whom work in 60 or so correctional centres and 75 parole offices across Canada. In such a decentralized organization, local managers obviously have an important role in implementing the official languages programme. Unfortunately, many managers do not see themselves as responsible for language matters in their respective sectors. Compounding this lack of initiative is the fact that the Service's objectives and action plans are not subject to any systematic monitoring or follow-up.

A mere 13% of the Service's positions are bilingual and one-third of them require only the elementary level of second-language proficiency. Bilingual employees comprise 23% of all personnel in New Brunswick, 21% in Quebec and 57% at headquarters. Elsewhere, the situation is much less satisfactory: of the 3,570 employees in the Western provinces, only 80 are bilingual. The provision of bilingual services, already hampered by the lack of bilingual staff in several regions, is often subject to the even greater handicap of a staff that is frequently insensitive to inmates' language rights. For example, more often than not, administrative communications with inmates are in one language only; health, psychological and case

study services can also be unilingual; communications between inmates and guards are usually in the majority language of the province; and professional training courses for inmates are generally offered in only one language.

On a more positive note, several recent initiatives should help correct at least some of these weaknesses: the Service plans to evaluate the language skills of all bilingual employees in the Atlantic, Quebec and Ontario regions, and, where they are in unilingual positions, to convert the latter to bilingual positions; each institution has been asked to review its performance and to look at ways of improving it; one-third of the bilingual positions staffed in 1983 were filled by people who were already bilingual; and the Service is making a serious effort to replace unilingual signs and notices in penitentiaries.

English is the language of work in institutions located in English-speaking provinces, and French that of Quebec's correctional centres. Except in a few work units, English predominates at headquarters. This situation is largely due to the poor bilingual capability of supervisors. Forty of the 200 supervisory positions are English essential and 25 of the 160 which are classified as bilingual are occupied by unilingual staff. Some work documents are available only in English and almost 50% of the memoranda and guidelines sent to the regions (including the Atlantic and Quebec regions) are issued in English only. Central services are available in both languages but this does not always hold true for staff training and development courses. As part of its effort to improve the situation, the Service this year appointed a co-ordinator to take charge of these matters. It has also set up a specialized language-training programme to develop receptive bilingual skills.

Both language groups are equitably represented, Anglophones comprising 68% of staff and Francophones 32%. Serious weaknesses persist at the regional level, however: Anglophone participation in Quebec (12 out of 2,868) is quite unacceptable, and the percentage of Francophones in the other provinces (159 out of 6,727) almost equally so. The Service must show more vigour in dealing with this situation, which we have drawn to their attention for the past three years. The situation at headquarters also leaves something to be desired; only five of 26 managers are Francophone, and there is only one Francophone among the 17 or so scientists and professionals.

We received five complaints this year against the Correctional Service. Two concerned language of work, one related to unilingual English correspondence sent to a Francophone association, another dealt with a lack of professional training in English for inmates in Quebec and the fifth was about an Anglophone inmate's difficulty in obtaining psychiatric services in English. Four of these five complaints were settled during the year as were ten others carried over from 1982. The Service was more energetic this year in resolving complaints.

### **Defence Construction (1951) Limited**

If not yet a bulwark of bilingualism, Defence Construction (1951) Limited has nevertheless managed to maintain a generally acceptable performance over the year.

The number of personnel meeting the requirements of their bilingual positions is up slightly, from 70% in 1982 to 73% this year. Service to the public is generally bilingual at headquarters in Ottawa, although not all sections consistently answer the phone in both languages. Our 1982 audit noted a number of weaknesses in the Corporation's service to the public in Quebec and New Brunswick in both English and French. However, a reasonably solid framework is now in place, and should suffice to eliminate these problems in the future.

The internal language situation is less satisfactory. For example, administrative documents addressed to all employees are bilingual, but technical directives are received in Halifax, Montreal, Toronto, Winnipeg and Victoria in English only. The language of supervision is another major problem: at headquarters over 50% of supervisors are unilingual Anglophones with incumbent rights of one kind or another, while almost one-quarter of the staff are Francophones. Yet management appears to assume that all is well in the absence of specific complaints. We are pressing the Corporation to take a more realistic and dynamic approach.

Since 26% of its 254 employees have more than 20 years of service, Defence Construction expects to see substantial turnover in the next five years. The staffing opportunities which it will create should help in redressing participation imbalances. Currently, however, Francophones are seriously under-represented in all regions (12 out of 174 employees) except Quebec. In that province the pendulum swings violently in the other direction: the entire staff of 21 is Francophone.

The one complaint received against DCL in 1983 concerned a call for tenders not published in the minority-language press, a slip-up traced to inadequate documentation in French provided by National Defence. DCL's admirable response — which might well be emulated by other agencies in similar situations — was to inform DND that nothing would be published in future unless all documents were in both official languages when so requested.

## **Economic and Regional Development**

The Ministry of State for Economic and Regional Development is in good linguistic health. Bilingual service is available at headquarters and in all of the ten regional offices, and the Ministry is taking steps to resolve existing language-of-work problems. As for equitable participation, the main problem is distribution by occupational group, with most Francophones in administrative or support areas.

The Director of Personnel is responsible for monitoring the official languages programme. Managers are involved in language matters, and their performance in this respect will form part of their annual appraisal. A booklet explaining the Ministry's language objectives and the rights and obligations of employees has been distributed to all staff.

Regional offices located in or serving bilingual regions and areas of significant demand are capable of actively offering service in both official languages. The new offices in Montreal, Moncton, Toronto and Winnipeg already have at least two or three bilingual employees, and this situation will improve as additional staff are hired. Some capability also exists in all the other offices.

The Ministry has ensured that all new appointees to bilingual positions, including supervisors, have the requisite language skills. Managers have been advised that they may use the language of their choice at senior management meetings, and all employees have been asked to state the language in which they prefer to have their annual ratings. All internal documents are in both official languages.

One of the major impediments to working in French is that most of the documents from other departments and agencies, which analysts use regularly, are in English only. The Ministry intends to take up this matter with the organizations in question.

The overall rate of Francophone participation is rather high (32.6%), and only in the Administration and Foreign Service category is it close to the generally accepted balance — 19 out of 73. The others are either far below — Management, four out of 31; Scientific and Professional, seven out of 39 — or well above, as in Administrative Support, where 46 of the 85 employees are Francophones. The Ministry should try to achieve a better balance.

One complaint was received against the Ministry at year's end. It concerned an advertisement placed in an English newspaper but not in a French weekly.

## **Economic Council of Canada**

The Economic Council of Canada maintains an enviable record in language of service to the public. Although problems still remain in the language-of-work area, improvements have been made and management is committed to pursuing its present efforts. The Council should, however, keep a close eye on what remains a relatively high overall rate of Francophone participation.

An official languages policy was distributed to all staff in 1983, and a section on rights and responsibilities was incorporated into the employee handbook. Performance vis-à-vis official languages matters now forms part of the annual appraisal of managers and supervisors.

The Council has no difficulty in providing service to the public in both official languages. To improve matters further, however, it will ensure that most of the technical, scientific and professional papers prepared by its own staff or outside contractors are made simultaneously available to the public in English and French.

English is still the predominant language at work, but the situation has improved somewhat. French is used more frequently at meetings at all levels and in day-to-day operations. All support services are available in both languages.

The overall rate of Francophone participation is a substantial 42.7%. Indeed, Francophones account for over half of the total number of employees in the Administration and Foreign Service (14 of 26), Technical (8 of 15) and Administrative Support (19 of 36) categories. In the Management category, four of 13 are Francophones, as are 11 of the 41 in the Scientific and Professional category. The Council will have to step up its efforts to increase Anglophone participation in all but the last of these categories.

No complaints were received against the Council in 1983.

## **Eldorado Nuclear Limited**

Eldorado Nuclear Limited has begun to put in hand some of the recommendations resulting from our audit of its headquarters and research laboratories in Ottawa last year. Management has therefore concentrated its efforts on language training, signage, and translation.

Eldorado has few contacts with the general public. Receptionists at the switchboard, which serves both headquarters and the research laboratories, greet callers in both languages and they now have at their disposal a list of people in various sections who can deal with calls in French. Correspondence is answered in the language used by the client. Most of the Corporation's business is nevertheless conducted in English, and Eldorado should remind customers and suppliers from time to time that it can deal with them in either official language.

The Corporation hired a full-time French-language teacher in the fall to provide individual and group instruction in Ottawa, and is making arrangements to supplement this with periods of immersion in Quebec. Language training used to be largely voluntary; the emphasis will now be on teaching employees who have a definite need for a second language in their work.

Eldorado's mines and refineries are located in predominantly English-speaking areas. Apart from the French-language geological unit at headquarters, the language of work throughout the Corporation is English. Although it has translated its personnel manual, and all its personnel forms and benefits booklets will be available in both languages in 1984, the Corporation is reluctant to extend the use of French for written communications in Ottawa until it is sure that supervisors are proficient enough in their second language; we trust that this is just a matter of time. We have also raised the question of using French as a language of work at its new refinery in Blind River, Ontario, which we will examine more closely in the coming year.

Of its 148 employees in Ottawa, 121 are Anglophones and 27 are Francophones (18%). Statistics are not available for the rest of the Company's 1,300 employees, and an inventory should be taken to enable more effective planning in the language area.

One complaint was received in 1983 concerning the quality of the French in a job advertisement.

## **Employment and Immigration**

In 1983, the Canada Employment and Immigration Commission made a concerted effort to improve the quality of its services in both official languages. A few difficult problems remain, however, one being the low participation of Anglophones in the Quebec Region, and another the lack of adequate means for checking on local operations.

The Commission has on the whole adopted an orderly method of managing its official languages programme. Precise objectives have been set for all directors in the

regions and at headquarters, and regular progress reports are presented to management. When our Office brings a problem to the Commission's attention, management puts pen to paper to remind employees of their obligations. The Commission should, however, take the initiative itself more frequently. Even though senior management has asked regional directors to ensure that the language preferences of the public be respected, particularly in correspondence, there is still no systematic monitoring system at the local level.

The Commission's overall bilingual capacity remains essentially the same as last year and continues to be very weak in certain areas. Of some 25,000 employees, nearly 6,000 occupy bilingual positions and 86% meet their language requirements. Bilingual capability is high in Quebec, New Brunswick and in the bilingual regions of Ontario, but only about 40 of 1,750 employees in Newfoundland, Prince Edward Island and Nova Scotia are bilingual. In order to rationalize the use of bilingual resources in areas with relatively small minority populations, the Commission has centralized its French-language services in one office for the cities of Saskatoon, Calgary, Regina, Vancouver and Hamilton. At our urging, it has also decided to increase the number of bilingual positions in Alberta to meet the needs of Francophones more adequately. More vigorous action is needed, however, in British Columbia, Alberta and Saskatchewan, where only 83 of some 4,700 employees are bilingual. A serious weakness in this region is the low bilingual capacity of Farm Labour Pool offices in the southern Okanagan Valley.

Following considerable agitation by the Quebec Anglophone community and our Office, the Commission now allows people receiving unemployment insurance benefits to take second language training courses when such skills are required to obtain a job. It has also taken a number of steps to increase the availability of professional training courses in both languages in areas where there is significant demand, and to ensure that they are more actively offered by job counsellors in the minority as well as the majority language. A system for evaluating demand for French courses has been established in Ontario, and information campaigns have been organized with academic institutions and minority group associations.

Another noteworthy initiative was the Commission's decision to use bilingual billboards throughout Canada for its publicity campaigns, without waiting for Treasury Board's long-delayed final word on this subject. In all but the Atlantic provinces, where such a system is planned for 1985, it intends to introduce computerized translation in 1984 for cards describing offers of employment posted in CEIC offices.

In the language-of-work field, the Commission has conducted an internal study on the degree to which the two languages are used in bilingual regions and at headquarters, and will adopt an appropriate action plan when the results have been analysed. Other significant developments include performance appraisal forms on which the employee can identify the language in which he prefers to be rated, and closer monitoring of communications between headquarters and the Quebec Region to ensure that they are in French or in both languages.

The overall representation of Anglophones and Francophones is the same as last year, 67% and 33% respectively. Francophone participation in the Management

category has, however, increased from 20.5% to 23% and both groups are well represented in the other employment categories. At the same time, Anglophones represent only 2.5% of the 6,300 employees in Quebec, and we have recommended as a result of our recent audit of this issue that the Commission review its staffing methods and adopt a more vigorous action plan. Correcting this situation should be one of the Commission's priorities for 1984.

We received 107 complaints against the Commission in 1983, most of them dealing with the absence of bilingual telephone or counter services at CEIC offices. Others related to unilingual English publications and to written communications that did not respect the client's language preference, and to professional training courses not being available in both languages. The Commission tightened up its methods of investigating complaints and, in a number of cases, took energetic steps to resolve the problems which they raised.

## **Energy, Mines and Resources**

While 1983 may have seen a touch of the glamour fade from the energy field, the Department of Energy, Mines and Resources continued to make good progress in language reform.

The Department has 1,987 bilingual positions, 1,488 with linguistically qualified occupants (an increase of 15% since last year). The emphasis has once again been placed on service to the public, with 927 positions involving regular contacts with the public now requiring an intermediate level of second-language proficiency. Visitors to the Department's various offices and stands at exhibitions during 1983 were supplied with a questionnaire on which to record their satisfaction or dissatisfaction with the language aspects of the services they had received; criticisms were few and were thoroughly investigated. We rate the Department's service to the public at large as generally very good.

There is, however, room for improvement in service to specialists. A case in point was a seminar on remote sensing which was held entirely in English, despite the presence of Francophones. The Department assures us that it will in future determine the language preferences of such audiences beforehand and arrange for simultaneous interpretation as necessary.

We are also pleased to note that the Department has finally prepared a comprehensive policy on the translation of scientific documents. On the other hand, we continue to believe that its policy on place-names on federal maps is clearly unsatisfactory. This matter is discussed more fully on page 11.

The Department has developed the paper infrastructure required to enable employees to work in the language of their choice, but French is in fact used consistently only in its offices in Quebec, in three or four units in Ottawa where most of the employees are Francophones, and by a handful of other employees scattered throughout the organization. Clearly, the Department's next priority should be to identify the constraints that still apparently make working in French difficult and to devise ways of dealing with them.

Although there have been improvements, and the overall proportions are not unreasonable, Francophone and Anglophone representation is still out of balance both hierarchically and regionally. The number of Francophone employees rose slightly in 1983 to 1,174 out of 5,046 (23.3%); at the executive level, they increased from seven to nine out of 111 (8%); and among scientists and professionals rose to reach 183 (13.4%). By comparison, their proportion in the Administration and Foreign Service category is 25%, and in Administrative Support it is 32%. In Quebec, only four of the 53 employees are Anglophone (8%).

Fourteen complaints were received in 1983. Two concerned the Canadian Teledetection Centre; the others related to service to the public, failure to use minority newspapers, notices about scholarships in French in Montreal's daily, *The Gazette*, and signs and notices. The Department was very co-operative in dealing with these matters.

## Environment

The Department of the Environment deserves a better than passing mark for its language achievements in 1983: most components of the Department made gains and plans were laid for further improvements.

Our recent audit reveals that in the national parks, one of the Department's principal points of contact with the public, services are generally provided in both official languages. Nevertheless, major variations can be found from season to season and from one park to another, and we have recommended a series of measures for dealing with this problem. Except for a few locally produced publications, brochures and maps are generally bilingual. However, Parks Canada is still in default in the matter of adequate bilingual signage on highways within the parks.

The Atmospheric Environment Service plans to install a cross-Canada network early next year which will provide recorded meteorological information in both languages. In addition, the Service is continuing to recruit bilingual meteorologists in accordance with its five-year plan.

The Department's practice is to publish popular scientific and technical texts simultaneously in both languages. For more specialized documents, which are published in the author's language, a summary is made available in the other official language.

Twenty-two per cent of the Department's 12,135 employees are in bilingual positions and 80% of the personnel involved meet their language requirements, most at the intermediate level. This represents an appreciable improvement — up some 3% from last year.

Environment Canada continues to pursue equitable participation as a long-term goal. Francophones now represent 20% of the staff but they are still well below that figure in the Management and Technical categories (13.9% and 16.3% respectively). There are also serious problems in the regions: Francophone representation is 8.5% in Northern and Eastern Ontario, for example, and 16.4%

in New Brunswick; and Anglophones make up only 7% of the Department's staff in Quebec.

English continues to predominate in the workplace, except in Quebec and in a few sections at headquarters. However, most work documents are bilingual, with the exception of computer manuals, and internal services are available in both languages. A very respectable 85% of supervisors meet the language requirements of their positions, but the Department apparently has no way of verifying whether employees receive their performance appraisals in the language of their choice.

We received 34 complaints against Environment Canada in 1983. Thirty concerned various aspects of language of service, and four related to language of work. The Department was very co-operative in resolving these matters.

### **Export Development Corporation**

The Export Development Corporation is proceeding well with the implementation of a number of recommendations contained in our recent audit report. Its language policy has been revised to put more emphasis on the right of employees to work in the language of their choice, and managers are becoming more involved in the official languages programme.

The Corporation's clientele is composed mainly of Canadian exporters and foreign buyers. To serve this rather specialized public, it has good bilingual capability at head office in Ottawa and in its regional offices in Montreal, Toronto and Vancouver. Of the Corporation's 610 employees, 45% are bilingual, and all its publications are produced in both official languages.

The language of work is generally English except in the Montreal regional office and in a few sectors at headquarters. Some work documents are still in English only, and supervision is not always available in French because over one-third of the supervisors are unilingual. The Corporation is trying to remedy this unsatisfactory situation by accelerating language training for this group.

The Corporation has made considerable progress in terms of more equitable participation. Francophones now constitute 28% of all employees and are generally well distributed among the occupational categories. Francophone participation is also acceptable in the various organizational units except for the Corporate Affairs Group, where the rate is a low 14% of 66 employees.

We received one complaint against the Corporation late in 1983. It concerned unilingual French telephone reception in the Montreal office and was quickly resolved.

### **External Affairs**

The Department of External Affairs emerged from last year's extensive reorganization with exciting new plans for its linguistic future. Many of the proposals are designed to deal with problems we noted in last year's audit of posts abroad and

the Passport Office. So much for plans; an official languages policy has been updated and distributed, and managers must now commit themselves to making it work.

Almost one-third of the Department's 4,100 employees are assigned to posts abroad. Again this year, the Department reported that 81% of its Foreign Service Officers had an intermediate or superior level of second-language proficiency; for 1990 it has set itself the goal of 95% bilingual capability among this group. The Department also recognizes that it must take concerted action to reverse the decline in the number of bilingual rotational secretaries. It aims to have 70% of this group working in both official languages by 1988; this would represent a significant increase from the current level of 51.5%, and will entail vigorous efforts to reverse the downward trend of the past few years. For both groups the emphasis will be on a special language-training programme and the success of the effort will depend to a large degree on the co-operation of managers in freeing their staff for courses.

The Department has over 90 posts where locally engaged staff handle reception duties. In 40 of them the receptionists speak only one of Canada's official languages, thereby obliging some callers and visitors to wait while assistance is sought from a linguistically qualified member of the staff. Approximately 35 posts have opted to correct this situation through language training and have submitted their plans to headquarters. The target year for bilingual reception services at all posts is 1986. Although Canadian cultural centres abroad continue to publicize their activities largely in the language of the host country, they have agreed to do a survey of the linguistic preferences of their visitors in order to determine the extent of the demand for service in English and French. Results were still awaited at year's end.

Weaknesses in reception services are not limited to operations abroad. Complaints received this year indicate that the Department must be careful to ensure that services at headquarters and in passport offices are offered in both official languages.

Although overall participation rates were 71% Anglophone and 29% Francophone, some imbalances persisted in certain groups. Among Foreign Service Officers, the proportion of Francophones remained the same as last year (22.7%) and again this year Francophones represented only 12% of the staff in the Scientific and Professional category and 18% of Technical category employees. The Department's objective is to raise the participation rate of Francophone Foreign Service Officers to some 30% by 1993, and that of Francophone technicians to 20% by 1986.

Departmental plans also aim to increase the use of French as a language of work. A prerequisite to their success is the leadership and involvement of managers who must create an environment where staff may work in the language of their choice. The newly revised official languages policy, which reminds managers at headquarters and abroad of their obligations, should be helpful in working toward this end. In all, 22% of supervisors at headquarters are unilingual, the figures for non-rotational staff being 26% (80 of 303), and for rotational personnel, 13% (21 of 163). Of the 80 non-rotational supervisors who do not have the required language

qualifications, 66 have exemptions and are being encouraged to enrol in special in-house language courses. Recent staffing action is more encouraging: 27 of 32 non-rotational supervisory positions have been filled by bilingual persons. Among positions providing internal services, 90% of the bilingual positions now require intermediate or advanced levels of second-language knowledge and 79% of the staff involved meet the requirements.

Twelve complaints were lodged against the Department in 1983. Nine involved unilingual service to the public (five at posts abroad, three at headquarters and one in the Halifax Passport Office). Three others concerned unilingual signage. Eight have been resolved satisfactorily, together with six outstanding from 1982, an indication of the Department's increased co-operation in dealing with these matters.

### **Farm Credit Corporation**

The Farm Credit Corporation has produced another bumper crop in the language field.

The Corporation has 677 employees, 24% of whom occupy bilingual positions; and 81% of the personnel meet their language requirements, either at the intermediate or superior level. As a result, the Corporation has no trouble providing service to its clientele in both official languages at headquarters and in its regional and district offices. Its publications are issued simultaneously in both official languages.

Employees are encouraged to work in the language of their choice in Ottawa and in bilingual regions. Work documents are also available in both official languages and employees receive their performance evaluation in the language of their choice. Francophone and Anglophone participation rates are 26% and 74% respectively, and both groups are well distributed in all employment categories. Anglophone representation in Quebec has dropped to one per cent, an unacceptably low level.

The one complaint we received against the Corporation this year dealt with unilingual English service at its Prince Albert office. The Corporation promptly assigned a bilingual employee to the office. Would that other agencies could act as effectively in response to complaints.

### **Federal Business Development Bank**

Despite a staff reduction of 15%, the Federal Business Development Bank held its own on the language front in 1983. It has maintained its capacity to provide service in both languages and has begun to act on the recommendations contained in our recent audit report, particularly those relating to language testing and training. The language of work is still primarily English, but on the whole the Bank has a good mix of Anglophone and Francophone employees.

The Bank's head office is in Montreal, and regional offices are located in Halifax, Montreal, Toronto, Winnipeg and Vancouver. Total staff in 1983 was 1,677, a

decline of over 300 from the previous year. It is to the Bank's credit that despite these developments, it has still managed to retain an adequate bilingual capability.

An extensive language testing programme is now underway at head office and will be extended to regional and branch offices. This process should be accelerated in offices where there is a significant demand for service in the second language.

The Bank has 26 offices in areas with a minority population of over 10% and each is capable of serving the public in English and French. Publications and forms are produced in both languages.

All internal documents are bilingual, and central and personnel services are usually available in both languages. Nevertheless, outside the Quebec Region, the language of work is normally English, mainly because of the number of managers who are unilingual. Even at the head office in Montreal, 33% of senior and middle managers are not fluent in French. We think that this unsatisfactory situation can be changed as a result of the stepped-up language-training programme.

Francophones account for 26% of the Bank's 1,677 employees and are well distributed among the four employment categories. There are, however, problems of a geographical nature: in the Quebec Region, only 4% of 274 employees are Anglophones; and Francophone representation is less than it should be in Manitoba and Ontario.

Four of the five complaints received in 1983 have been settled satisfactorily. They involved unilingual documents and the poor quality of French in a circular. A complaint concerning the use of the minority media received at year's end is still under study.

## **Federal Court**

Our recently completed audit revealed that the Administration of the Federal Court of Canada generally provides its services in both languages. However, it should develop a better-planned approach to official languages: it is slow to correct weaknesses that hinder a greater use of French at work, and there are still imbalances in the participation of the two language groups.

The Administration of the Court has a good bilingual capability. Ninety-five of its 145 employees occupy bilingual positions and all but eight of the staff involved meet their requirements. Commissionaire reception is provided in both official languages during normal working hours. When cases are heard in bilingual regions or when both Anglophones and Francophones are parties to cases, the Administration assigns bilingual registry officers. In 1983, 24 of the 40 registry officers were able to handle both languages, as compared to 15 last year.

In nine Canadian cities, the Federal Court's registry services are offered through the provincial superior courts. Unfortunately, existing agreements contain no clause providing for the offer of bilingual services. In our view this is an anomaly — particularly in the Fredericton and Saint John offices which serve New Brunswick,

and in Winnipeg and Quebec City — and we trust the situation can be set right without delay.

Simultaneous interpretation is available at hearings when one of the parties requests it, but such requests are not frequent. The Court Rules require that the person making such a request demonstrate "in what manner the applicant will be placed at a disadvantage if facilities for simultaneous translation are not made available." In our view, this provision runs counter to the Official Languages Act, which clearly stipulates that members of the public have the right to be heard in the language of their choice before federal Courts of Law.

The Administration still has to improve its situation concerning the issuance of judgements in both languages. Although the Official Languages Act stipulates that the Court's final decisions, orders and judgements are to be issued in both languages "when they determine a question of law of general public interest or importance," only one or two per cent of the decisions are apparently considered by the Court to fall into this category.

There can also be considerable delays before judgements issued in one language are published in the other. There are approximately 400 untranslated judgements and the Administration has yet to establish an order of priority for their translation. It has, however, taken steps to create its own translation unit in order to deal more expeditiously with the translation of important decisions. Given the importance of the Court's activities, both practical and symbolic, we very much support this initiative.

Administration staff is composed of 73 Anglophones and 72 Francophones. The high representation of Francophones is due mainly to the fact that they occupy 46 of the 83 positions in the Administrative Support and Operational categories. The Administration has adopted no measures or objectives to correct this situation although we have commented on it in past reports. Participation is more balanced among senior managers and officers, where there are 35 Anglophones and 26 Francophones.

Despite the sizeable representation of Francophones, French has not yet attained a proper level of use as a language of work at headquarters: for example, supervisors often issue memoranda in English only; meetings are usually held in English; and some work documents are not available in French.

One complaint was lodged against the Federal Court in 1983. It dealt with the publication in English only of a judgement relating to the cruise missile issue and is still under study.

## **Federal-Provincial Relations Office**

After a few years of shuffling its feet, the Federal-Provincial Relations Office has found its second wind and has improved its official languages performance substantially. French now has a more respectable presence in the workplace, and the Office appears to be following up on most of the recommendations of our 1982 audit report.

During the year, responsibility for the FPRO liaison officer positions in each of the provincial capitals was transferred to the Ministry of State for Economic and Regional Development. The Office now has 48 employees, of whom 44 occupy bilingual positions and 32 satisfy their language requirements.

To improve its capacity to deal with federal and provincial officials in both languages, the Office has begun to require that its officers and senior managers have the highest level of second-language proficiency; although it continues to appoint people with an intermediate knowledge to these positions, it now stipulates that they must attain the required proficiency within a reasonable period of time. Lower down in the hierarchy, however, the Office is still having difficulty ensuring bilingual reception at the entrance to one of its buildings.

French is now used more frequently at meetings and for drafting documents and reports, and supervision is provided in both languages. In 1983, 45% of the Office's Francophones received their evaluation in French, compared to 20% last year. The Office will ask employees, the next time they are rated, to indicate in writing the language in which they prefer to receive their evaluation report.

There are 25 Anglophones and 23 Francophones on staff. Only five of 20 employees in the Management category are Francophones, and Anglophones are under-represented in the Administrative Support category, where they occupy three of 15 positions. The Office should aim for a better balance in both areas.

No complaints against the FPRO were received in 1983.

## **Finance**

The Department of Finance moved back on track this year with improvements in both service to the public and its language-of-work situation. Francophone participation remains high as an overall figure but it is still low in the Scientific and Professional category and continued to decline in the management group.

We noted last year that the Department did not have an up-to-date language policy for employees, that telephone reception was not consistently bilingual, and that two publications were issued almost entirely in English. We are pleased to report that steps have been taken to resolve all three matters. A policy paper was completed in 1983 and is to be distributed early in 1984. Employees have been reminded of their responsibilities regarding telephone reception, and the situation is being monitored twice a year. Of the two publications in question, one has been dropped and the other is now being produced in both languages.

Of the Department's 834 employees, 63% are in bilingual positions. The proportion of bilingual positions requiring only basic skills dropped from 25% in 1982 to 17.5% in 1983, a step in the right direction. On the other hand, positions requiring the advanced level rose only marginally from 3.5% to 4%. Since close to 40% of the Department's employees are in the Management and Scientific and Professional categories, areas requiring considerable professional skills, it is doubtful if anything less than a relatively advanced level will enable them to be genuinely effective in their second language.

The results of the latest annual in-house survey reveal that Francophones use French 35% of the time, the same as last year. English remains heavily predominant in three branches (Economic Programs and Government Finance, International Trade and Finance, and Tax Policy and Legislation), and additional efforts will have to be made in these areas. On the other hand, no language-of-work problems were reported in the Federal-Provincial Relations and Social Policy Branch, and the Fiscal Policy and Economic Analysis Branch has managed to increase the use of French in meetings and in employee appraisals.

Overall Francophone participation stands at a rather high 34%, mainly due to the fact that Francophones account for 40% of the 177 employees in the Administration and Foreign Service category and 49% of the 289 in Administrative Support, two categories which together account for over half of the Department's total strength. In the Management category, on the other hand, the proportion of Francophones continued to decline, from five out of 30 in 1981 to three out of 56 in 1983, and in the Scientific and Professional category, it remained at a relatively low 20% (53 out of 264). The Department should make a considerably more forceful effort to redress these imbalances.

Again this year, we received the usual rash of complaints (6) about unilingual posters and displays for Canada Savings Bonds in a number of banks and trust companies, particularly in Quebec. It is becoming increasingly obvious that the Department should adopt an integrally bilingual format for such items. As long as the choice as to which language will be displayed remains with individual bank managers, it is quite clear that linguistic gaffes will continue and that the campaign will remain a yearly source of complaints.

Four other complaints were received against the Department in 1983. One referred to a French letter under an English letterhead, the result of a clerical error. A second stated that telephone reception was not handled in both languages at a given number; a review of the matter revealed that, under normal circumstances, an adequate bilingual capability was available. The third concerned a unilingual French version of the "6 and 5" reminder on official stationery; this was resolved with the issuance of a bilingual logo. The fourth complainant suggested that the country of origin of articles imported into Canada should be indicated in both official languages instead of only in English as is not infrequently the case for certain goods. On this score, because of Canada's international obligations under the General Agreement on Trade and Tariffs, it appears that no changes can be made at this time. We therefore suggested to the Department that, when negotiations reopen, Canada's representatives should seek an arrangement that better reflects our bilingual status.

## **Fisheries and Oceans**

We are pleased to note that the Department of Fisheries and Oceans has improved its ability to serve the public in both official languages, but it should direct more of its efforts to increasing Francophone participation and promoting the use of French in the workplace.

The Department is highly decentralized: almost three-quarters of its 6,284 employees are located on the East and West Coasts, and the remainder are spread across Canada. There is a rather small proportion of bilingual positions (about 16%), but 835 of the 1,015 staff involved meet their language requirements, most of them at the intermediate or superior proficiency levels. This enables the Department to provide generally satisfactory service to the public in both languages in the National Capital Region, in Quebec and in most of the Maritime provinces. However, its bilingual capability is still weak in Ontario and Manitoba, and virtually non-existent in British Columbia and Newfoundland.

This year, a revising/editing unit was established within the Communications Directorate to check the linguistic quality of publications in both official languages. This service is available to regional as well as headquarters staff. We are hopeful a more progressive policy regarding scientific and technical publications will result in more of them being released simultaneously in both languages.

Anglophone-Francophone participation continues to be out of balance. Although the proportion of Francophones increased slightly this year to 12.2% (about 770 employees), they are still under-represented in all employment categories and at all levels. The Department recognizes the need to achieve a better equilibrium and is planning to raise Francophone representation to 25% by January 1986 in specific target groups within the National Capital Region. However, it evidently has a considerable distance to go and should not lose sight of the fact that Francophones are also under-represented in other geographical areas outside Quebec and New Brunswick. The participation rate of Anglophones in the Department's Quebec offices has remained stable at about 11%.

English is by far the predominant working language. However, bilingual supervisory positions now require at least an intermediate level of proficiency in English and French, and the Department plans to conduct a survey of employees to determine their level of satisfaction with the language of supervision. In addition, managers have been asked to ensure that communications with Quebec offices are in French and that work documents, including Treasury Board submissions, are prepared in both languages. Although these are steps in the right direction, greater forcefulness is needed if French is really to achieve equal status as a language of work.

Fisheries and Oceans was the subject of 11 complaints in 1983: six concerned various aspects of service to the public, three dealt with language-of-work problems, and two related to language requirements of positions. The Department was very co-operative in resolving them.

### **Foreign Investment Review Agency**

The Foreign Investment Review Agency (FIRA) was established in 1974 and employs some 127 people. Its role is to assess the benefits to Canada of foreign investment proposals. The Agency has extensive contacts with federal departments, provincial governments, foreign investors and Canadian firms representing them.

FIRA is generally able to deal with its clients in their preferred official language. It is, however, experiencing some difficulties with respect to language of work and the equitable participation of both language groups.

Our recent audit revealed that the Agency had developed and distributed a brief official languages policy that was quite clear regarding service to the public, but rather vague about language of work. As a result, the Agency is revising the policy. We also found that it had no formal procedures or guidelines with respect to the language requirements of positions, and that a number of positions requiring English only should have been identified as bilingual. The Agency has now developed the required guidelines, and the positions in question are being reviewed.

FIRA is capable of meeting the rather limited demand for service in French with which it is required to deal. As part of our audit, we surveyed a number of legal firms which do business with the Agency, and none reported any difficulty dealing with its personnel in either English or French. Such good marks are no doubt due in part to the fact that the Agency has 59 bilingual employees, including 15 at the executive level and 22 at the officer level. Furthermore, most bilingual positions require either the intermediate or superior level of second language proficiency. All FIRA publications are put out in both languages.

Despite a clear policy on the matter, telephones were not always answered in both languages; nor does telephone reception appear to be monitored in any systematic way. However, the Agency is now arranging for its staff to be reminded periodically of their responsibilities in this regard, and the secretarial manual is being revised accordingly.

English is clearly the predominant language of work. Among the few manuals produced by the Agency, some were not fully bilingual at the time of the audit, and memoranda to staff, produced by the various branches and divisions, were often in English only. The manuals are now being translated, and managers have been reminded to issue documents intended for general distribution in both languages. Meetings are almost invariably conducted in English and a number of internal services are not available in French. The latter situation is, however, changing, and we find on the whole that the agency is striving, although rather more slowly than we would wish, to deal with its language-of-work weaknesses.

At present, 25 of FIRA's 127 employees are Francophones, but almost half of them are in the Administrative Support category. At the executive level, 12 of the 14 incumbents are Anglophones. The Agency should persevere in its efforts to correct these participation imbalances.

One complaint was received against the Agency in 1983. It concerned a document which was not available in French. A French version was promptly produced.

## **House of Commons**

The House of Commons has again matched word and deed in its efforts to bring about language reform on the Hill. The past years have seen the face of the Parliament buildings transformed as signs and inscriptions were rendered bilingual both

inside and out. The process culminated this year with the re-opening of the Memorial Chapel, in which virtually all inscriptions and plaques have been redone in both English and French.

This year, the three sectors of the House — headed by the Sergeant-at-Arms, the Clerk and the Administrator — all developed official languages plans. Nevertheless, the language programme at the House lacks some vital elements: for example, there are no formal audit or evaluation measures, and no quality control procedures for the production of internal documents. Moreover, in light of the number of requests for information we have received from House employees, it would appear that they would benefit from regular briefings on their linguistic rights and responsibilities.

With 849 of its 1,900 employees bilingual, the House of Commons is well equipped to offer service to the public in both languages. The House has an active language training programme, with 58 of its employees currently taking courses. The Sergeant-at-Arms sector has the lowest percentage of bilingual positions (64%) and the highest proportion of persons who lack the requisite skills (44%). Complaints about unilingual English security guards confirm the existence of problems in this area, problems that continue despite the fact that language is taken into account when guards are assigned to entrances. Pages working in the Chamber are also required to be bilingual; those who are not upon appointment receive intensive language training.

Public hearings of House committees meeting outside Ottawa have not always been advertised in the local minority-language press. The House has made good progress this year in clarifying its advertising policy, which now stipulates that such papers must be used. Members of the public can of course present briefs or testify before committees in either language anywhere in the country.

We wish we could be as positive about the language-of-work situation. Of 1,900 employees, 545 are in various management categories, often with supervisory duties, and some 40% are unilingual; in the Sergeant-at-Arms sector 125 of 250 supervisors are not qualified in French. It is also unfortunate that a number of internal documents are available in English only: in the Clerk's sector they are normally bilingual, but the Sergeant-at-Arms and Administrator sectors still have some way to go.

Participation of the two language groups is not well balanced. More than two-thirds of House employees are Francophones, but the majority are found in the lower level employment categories. Anglophones make up half of the management group, but less than one-third of the Administrative Support, Operational and Technical categories. The situation has worsened slightly since last year with the proportion of Anglophones dropping from 38% to 36% overall while rising from 46.8% to 49.5% in the management group. The House should make realistic plans to redress these imbalances.

We received seven complaints about the House of Commons this year: two concerned unilingual security guards; two the quality of the French texts of internal documents; one a delay in producing the French bound volume of Hansard; one a

Standing Committee that neglected to advertise its public hearings in the minority language press; and one a lack of service in French at a telephone information service. Four were resolved during the year, as was one outstanding since 1981. The House was considerably slower in resolving complaints this year, and in one instance we waited five months for a reply to our initial letter.

## **Indian Affairs and Northern Development**

Language reform maintains its customary leisurely pace at the Department of Indian Affairs and Northern Development. This year some small progress was made in serving the public, but virtually nothing happened in terms of language of work or equitable participation of the two language groups.

Almost 22% of the some 5,700 employees occupy bilingual positions, the majority at an intermediate or superior level, and close to 80% of the personnel involved are linguistically qualified. Moreover, much of the Department is concerned primarily with providing services to native people, 96% of whom prefer to deal with the Department in English. The Department should therefore be able to provide adequate services in French in the limited number of cases in which it is required. However, in spite of its theoretical bilingual capacity, it apparently still finds it necessary to use palliative measures such as an INWATS telephone line to enable Francophones to call headquarters and translation service to help some regional offices reply to correspondence in French. Some comfort can, however, be drawn from the fact that all publications for use by the general public are now available in both official languages.

Although French can generally be used on the job in Quebec and to some degree in the National Capital Region, Fredericton and Sudbury, it is far from enjoying equitable status as a language of work. Internal services, for example, are not all available in French in some regions, and most meetings take place in English. And a directive requiring French to be used in communications between headquarters and the Quebec office appears to have been honoured as much in the breach as in the observance. The management committee has, however, been made aware of the latter problem and one can only hope for the better.

On a more positive note, internal documents produced by headquarters are now bilingual and employees may indicate their language preference on their performance appraisal form. This measure may encourage Francophones, most of whom have traditionally received their appraisal report in English, to ask that it be done in French.

There has been no change in the participation rates of the two language groups. Anglophones occupy 84% of positions and Francophones 16%. Francophone participation is particularly weak in the Technical (12.3%), Scientific and Professional (10%) and Operational (3.6%) categories.

The two complaints we received in 1983 concerned the failure to use the minority French press to publish calls for tenders. One was satisfactorily resolved and the other, received at the end of the year, is still under study.

## **Insurance**

The Department of Insurance turned in a stable if not an inspiring performance in 1983. It has distributed its official languages policy to all staff and usually provides service in the language of its clients. The language of work is generally English, and although overall Francophone representation is acceptable, most French-speakers are found in the lower echelons.

The official languages programme receives considerable attention and has been assured of the continuing support and involvement of senior management. The integration of language objectives with operational requirements has made managers more accountable for their performance in this area.

Together with its language policy, the Department has issued a manual of administrative procedures which serves both management and employees as a source of clarification of their language rights and obligations. The policies were explained to employees through a series of information sessions.

Headquarters is well equipped to provide service in both languages. Almost half of the positions involving service to the public are at the top level of language proficiency and the others are at the intermediate level. Among the regional offices, Montreal has sufficient bilingual resources; Winnipeg has a bilingual receptionist; and the Department is making a similar arrangement in Toronto. When a call is received in French in Winnipeg or Toronto, the receptionist takes the person's name and telephone number and has a bilingual person from Ottawa return the call. Because the Department's specialized clientele is largely Anglophone, this arrangement may well prove adequate, at least in the short term. The Department should nevertheless monitor the situation closely and increase its bilingual capacity should there be any appreciable increase in demand.

The Department has twelve divisions, which are further divided into sections. Since there are only 205 employees, most units are relatively small, and Francophone staff happens to be sparsely distributed throughout the organization. This impedes the use of French in the workplace, as does the fact that 90% of the clientele is Anglophone. Nonetheless, central and personnel services are available in both languages, and two of the Department's manuals, which were previously available only in English, are being translated.

Of the Department's 205 employees, 153 are Anglophones and 52 Francophones, a reasonable distribution. However, Francophone participation in the various categories of employment is high at the entry level and virtually non-existent at the senior levels. For example, in the Actuarial Science Group (AC), although Francophones are very well represented overall (7 of 17), only one is found above the first level because most tend to leave the Department early in their careers; and among the 88 employees in the Commerce Group (CO), only 12 (13.6%), are Francophones. A greater effort should be made to correct these shortcomings.

No complaints were received against the Department in 1983.

## **International Development Research Centre**

Although it still has a considerable way to go, the International Development Research Centre struggled resolutely during the year to make up for lost time. Increased efforts were made to give French a place in the sun as a language of work and to train bilingual employees to be more proficient in their second language. Unfortunately, however, the low proportion of Francophones among managers and professionals tends to offset gains made elsewhere.

The Centre is generally capable of offering its services in both official languages. More than 80% of its positions were defined this year as requiring bilingual staff, including all 15 in the Management category. Their bilingual skills continue to increase as a result of stepped-up language training and the Centre estimates that more than half of its 367 employees are now bilingual, an increase of almost 20% over three years.

The few general-interest publications produced by the Centre are all bilingual. Those of a more specialized nature are not all so, and at our urging the Centre has undertaken a survey to define readers' language preferences more precisely. Unfortunately, it still issues translations of technical and scientific publications many months after the original is published, and the tardy version is invariably the French. We hope the Centre will find a way to stop this unacceptable practice.

Although Francophones account for 34% of the staff, French has never achieved its proper place as a language of internal communications. This year, however, the Centre undertook to make its employees aware of the importance of using both languages at work. Of note also was the initiative of a group of employees who came up on their own with a plan designed to encourage a greater use of French; an internal text revision service which is designed to help bilingual Anglophones write in French; and weekly "Let's speak French" sessions to encourage Anglophones to practise their second language.

Management has encouraged employees to ask that their performance appraisal be completed in their mother tongue. Although the percentage of ratings prepared in French has risen slightly, a number of Francophones still choose English, perhaps out of habit but also because of some supervisors' limited knowledge of French. The Centre hopes that language training will help to correct this weakness, but unless more Francophones fill managerial and professional positions, the situation is not likely to improve quickly.

Because of changes made to the employment categories this year, we are unable to compare the 1983 data with those of last year. However, there are only three Francophones among the 15 employees in the Management category and only 10 among the 56 in the Scientific and Professional category. Both language groups are well represented among officers and support staff and in the Technical category.

There were no complaints against the Centre in 1983.

## Justice

The official languages programme at the Department of Justice has all the right ingredients: managers involved in its development, a senior-level committee monitoring its implementation, and a flexible language-training scheme. It is disappointing that the finished product does not completely meet the designers' expectations.

The Department has relatively little contact with the general public, its principal clientele being other federal institutions. Approximately 230 Justice employees provide legal services in 37 departments and agencies in the National Capital area, and another 450 work out of nine regional offices. Although 90 of the 107 lawyers assigned to federal institutions who are in bilingual positions meet the language requirements (an increase of seven over last year), it is disconcerting to note that almost all of the 17 who are not linguistically qualified are in senior positions. We urge the Department to take quick action to increase the bilingual capability at these levels. With the exception of the Edmonton office, where the Department continues its attempts to correct the situation through language training, all the regional offices have bilingual legal advisors on staff.

Fifty-one per cent of the Department's 1,278 employees are in bilingual positions and 88% of them are linguistically qualified. Of the 82 who are not, 64 have exemptions. The Department must develop a comprehensive system to monitor the administrative arrangements needed to ensure bilingual service and supervision in these situations.

The two language groups are fairly well represented in most employment categories, with overall participation rates being 68% Anglophone and 32% Francophone. Two of the six executive positions are held by Francophones, but their participation in the Management category has declined from 22% to 20%. On the other hand, in the Legal Advisor group they now account for 26% of the total, up 3% from last year. Outside the National Capital Region participation rates are less acceptable: only 2% of employees in provinces with English-speaking majorities are Francophone, and Anglophones account for only 3% of the staff in Quebec.

Last year we noted that English was used 80% of the time or more in well over half of departmental committee meetings. Attempts to increase the use of French have met with partial success and we encourage the Department to persevere in its efforts. Another long-standing obstacle to the full use of both languages at work is the unilingualism of over one-third of the employees in supervisory positions. The Department has developed targets for increasing its bilingual supervisory capacity, but is a long way from meeting them. It would do well to fill a considerably higher proportion of its vacant positions with persons who already meet the requirements.

Four complaints were lodged against the Department in 1983. Three concerned unilingual English service to the public (two at head office and one in Winnipeg) and the fourth involved a pay slip which was not completed in an employee's preferred language. They were settled satisfactorily.

The Canadian Unity Information Office reports to the Minister of Justice. Among its linguistic firsts in 1983, it drew up an official languages plan complete with

proposals for correcting weaknesses, and adopted a language policy which has been incorporated into the management manual. A brochure for employees, outlining their rights and obligations, has also been distributed.

The CUIO is currently reviewing the classification of most of its 89 positions, including a reassessment of their language requirements. At present, 83% are identified as bilingual and all incumbents meet their requirements. This situation means that the Office can usually provide service in both official languages, and employees are generally able to work in their preferred language.

Francophones are over-represented in all occupational categories and, overall, comprise 71% of staff. There are, however, said to be plans to increase Anglophone participation, and we must hope that planning will be matched by action.

We received one complaint against the CUIO in 1983. It concerned the quality of French used in a publication produced by the Edmonton office and was quickly resolved.

## **Labour**

In 1983, the Department of Labour completed its evaluation of the use of French and English on the job and launched a study of Anglophone-Francophone participation. Studies aside, however, it has made no dramatic changes in the language area since last year and existing problems have not yet been resolved. Our current audit should provide some useful suggestions on how a number of these difficulties can be overcome.

The Department has no lack of bilingual staff: over half of the 833 employees occupy bilingual positions, and 85% of them meet their language requirements. The only grounds for worry are the relatively small number of positions (70) requiring superior skills in French, a matter we raised some time ago and on which we hope to see action soon. The Department is by and large able to provide satisfactory bilingual service at offices where it has determined there is demand: Moncton, Fredericton, Quebec City, Montreal, Toronto, Ottawa and Sudbury. Outside these areas, however, the capacity to operate in both languages is non-existent.

Overall participation rates have remained stable — 69% Anglophone, 31% Francophone. More than half of the Francophones are in the Administrative Support category; on the other hand, they are not well-represented in the Scientific and Professional (18%) and few are found at senior levels in this category.

There are regional imbalances as well, with only one Francophone among 110 employees in the West, two of 74 in Ontario (excluding the National Capital Region) and none among 31 employees in Nova Scotia. And only 2 of 62 employees in Quebec are Anglophones. A comprehensive plan to correct these anomalies ought to be developed soon.

The Department's recent language-of-work study confirmed that French is used on the job in Quebec and New Brunswick as well as in some divisions at headquarters. Elsewhere, English is generally the rule and most meetings are held in that

language. Central and personnel services are, however, provided in both languages.

Two complaints were lodged against the Department this year. The first concerned a cheque stub in English sent to a Francophone. It was quickly resolved. The second concerned lack of service in French in Halifax. Instructions were issued to employees on how to refer such calls appropriately.

### **Law Reform Commission**

The Law Reform Commission has been a consistently high achiever in the official languages field. Its performance in 1983 maintained that reputation.

Since the Commission prides itself on offering fully bilingual service at its headquarters in Ottawa and at its other office in Montreal, it reacted promptly to the first complaint in five years (concerning unilingual French telephone reception in Montreal) by sending out a reminder to staff to observe the appropriate linguistic telephone etiquette. It also organizes annual information sessions on official languages for its 43 permanent employees, of whom 39 are at headquarters and four in Montreal.

Thirty-six of the Commission's permanent staff are in bilingual positions, most of which require intermediate or advanced levels of second-language knowledge, and all but two of the persons involved are linguistically qualified. The Commission has few contacts with the general public, its clientele consisting mainly of representatives of the legal profession, provincial governments and police associations. All its publications are available in English and French, as are Commission-sponsored study summaries appearing in legal journals.

The Commission strongly encourages staff to exercise their right to be supervised and evaluated in their preferred language. Professional development courses are provided in English and French, and there are courses for Francophone support staff who wish to perfect their first-language skills.

The Commission has managed to increase the number of Anglophones among its permanent staff from 37% last year to 40% in 1983. It should continue its efforts, particularly in the Administrative Support group where only 13 of the 33 employees have English as their first language. Of 30 contract personnel, 63% are Anglophones and 37% Francophones. Overall, the participation rates are almost equal (49.3% Anglophones and 50.7% Francophones).

The one complaint received in 1983 is described above.

### **Library of Parliament**

The Library of Parliament has a well-established tradition of providing bilingual service to its public of Senators, Members of Parliament and Press Gallery journalists, a tradition it has maintained without ever formally setting out language requirements for its staff.

In the course of putting together a language-training policy paper, the Library began this year to identify positions where a knowledge of English and French is needed. The Library's 220 employees have also been informed that they may work in either official language and are entitled to supervision and performance reviews in the language of their choice. Together with last year's *Employee's Guide*, the new document constitutes the beginning of an official languages policy, which we encourage the Library to develop further.

In 1983, overall bilingual capacity fell to 64% from the 70% level it had maintained during the three previous years. However, all 10 members of the executive and senior management group are bilingual, as are 60% of the librarians and 45% of the research officers.

Although both languages were used at most committee meetings, the Executive Committee continued to limit itself to English. We trust they will join the mainstream without delay. Employees are generally able to receive supervision in their preferred language, but alternative arrangements have to be made to compensate for the unilingualism of three of nine section chiefs. These arrangements will need to be monitored regularly.

Again this year Francophones were over-represented at 52%, down one per cent from 1982. They were in the majority at all levels and in all groups, with the exception of librarians and research officers, where they represented 37% and 31% respectively. There has been an increase in the proportion of Anglophones in the Administrative Support group (from 25% to 30%), but the Library still needs to continue its efforts to recruit bilingual Anglophones.

There were no complaints against the Library in 1983.

## **Medical Research Council**

The Medical Research Council of Canada continued during 1983 to perform its work with a high level of linguistic aplomb.

Although the proportion of bilingual employees has decreased somewhat (it now stands at 25 out of 51), the Council has no difficulty providing service in both English and French. In addition, all its publications and forms are in both languages.

Last year we noted that Francophones accounted for 50% of the Council's employees. This year's figure of 42%, while still high, shows that the Council is gradually taking steps to achieve a more equitable overall distribution of Anglophones and Francophones. Anglophone participation in the Administrative Support category has also increased slightly, from 44% last year to 48%. Anglophones account for four of the seven executives and 71% of the employees in the Administrative and Foreign Service category.

Internal services are, as in the past, available in French and English, and employees are able to work in the language of their choice in most branches. Simultaneous translation is provided at meetings convened to consider grant applications, and both languages are used in everyday meetings.

We received no complaints against the Council in 1983.

## **National Arts Centre**

Like a tenor in his prime, the National Arts Centre continues year after year to provide excellent service to both language groups. Nineteen eighty-three was no exception.

As part of its efforts to tighten up the administrative aspects of its language programme, the Centre has formally identified 213 full-time bilingual positions. And with a view to improving service, it has hired a part-time translator to ensure that its publications, all available in both languages, are of consistently high linguistic quality.

This year the Centre also identified the mother tongue of its 585 employees; the results indicated that Francophones represent overall 57% of the staff, which is evidently too high. The proportion of Francophones in the Managerial and Professional Services category is even higher at 60%, and in the Administrative and Operational Support category it reaches 69%. At the same time, some 60% of the 25 most senior staff are Anglophones. The Centre should persevere in its efforts to correct these imbalances.

Despite the participation rates noted above, English is used as a language of work more often than French at the NAC, particularly at the professional and management levels. Most meetings take place in English, although simultaneous interpretation is made available at meetings of the Board of Trustees to encourage the use of French in that forum. No doubt the fact that one-third of the supervisors have an insufficient knowledge of French to carry out their supervisory responsibilities in that language contributes to the general absence of French in the workplace. To improve the situation, the NAC has introduced more language training and has given priority to managers and supervisors. Internal services are available in both languages and supervisors have been notified that the employee's choice of language for performance appraisals must be respected. Approximately 90% of all work documents are bilingual.

The two complaints against the Centre this year concerned minor lapses in written communications, such as a receipt filled out in English for a Francophone and poor quality French in a publicity document. Along with one complaint from last year they have been settled thanks to excellent co-operation.

## **National Capital Commission**

Given the role it plays on the federal scene, the National Capital Commission ought to be an irreproachable standard-bearer of bilingualism. And indeed it has no difficulty offering a wide range of services in both languages; but imperfections in language of work and equitable participation cast a shadow on an otherwise fine performance.

Of the NCC's 826 positions, 465 (56%) are bilingual, but only about 74% of the incumbents meet their language requirements. To their credit, however, 86% of employees serving the public are at the superior level of language proficiency.

In the Operational category, only 63% of the staff in bilingual positions qualify in terms of prescribed language standards. The Commission is striving to find solutions to this problem, for example by providing more job-related language training, and establishing groups working in the same language. Moreover, some 28% of supervisors do not meet their language requirements, a percentage that makes the use of French as a language of work difficult in some sectors. However, the language situation in central and personnel services is satisfactory and French is widely used in a number of work units.

Participation rates are virtually unchanged from last year: 52.7% Anglophone and 47.3% Francophone. Anglophones are generally under-represented except in the Executive category, where they fill eight of the nine positions. The Commission should increase its efforts to attain a more equitable participation of the two language groups.

Three complaints were lodged against the NCC in 1983. Two concerned telephone reception and a third involved a unilingual sign. All were quickly resolved.

## **National Defence**

The Department of National Defence continues its long, slow march toward linguistic reform, but is still faced with a number of serious language-of-service and language-of-work problems.

In 1983, the Department studied the level of Francophone participation in French-language units, revised its procedures for identifying bilingual positions, analysed methods of publicizing its official languages policy and developed projections on increased Francophone participation. All this paper work is fine as far as it goes, but the Department ought also to give more attention to results and to monitoring the field-level application of its policy and directives in a more systematic way. Its Official Languages Branch should be more active in this area.

As noted below with respect to complaints, official languages are often winked at when it comes to serving the public. Weaknesses have been noted in security and reception services, especially where dependents are concerned. The latter number about 130,000 (of whom 12,000 are Francophones) and have regular contacts with the Department for the essentials of life — accommodation, transportation, base Canex stores and education. Their lot is far from an easy one when it comes to getting service in French.

Only about 13% of more than 33,500 civilian positions are bilingual. About 82% of the staff involved meet their language requirements but too large a proportion are at the elementary level of second-language proficiency. Moreover, bilingual positions are unequally distributed across the country: no less than 88.4% are in Quebec and the National Capital Region, but only 6.7% in Ontario, 3.7% in the Maritimes, and 1.2% in the West.

Of 81,250 military personnel, some 15% occupy bilingual positions, but only an unacceptably low 47% actually have the required language skills. The Department has, however, conducted a review of military positions offering services to the

public and has moved to make them more bilingual. As a result, 95% of bilingual positions in the information and recruitment fields, for example, are occupied by persons with the required language skills.

Francophone participation has increased slightly from 19.7% to 19.9% for civilian employees and from 26.5% to 26.9% for military personnel. On the civilian side, the Department has achieved its objective for the Scientific and Professional category (27.5% Francophone), but in the other categories, Francophone participation is roughly 20%; in the executive group, where Francophones still represent only 12.5% of civilian employees, there has nonetheless been a striking improvement over 1982.

The Francophone military presence is also more visible in the ranks and at junior officer levels than at the top. Thus, for example, Francophones represent 33.1% of privates and 25.8% of non-commissioned officers, but 24.1% of junior officers and 14.9% of senior officers (the last three groups showing a 1% increase over 1982).

The language-of-work situation leaves much to be desired. Basic training for recruits and officer cadets is given in both languages, but the use of French decreases in the more specialized and advanced courses. On the civilian side, fully 30% of supervisors lack the language skills required by their positions. Headquarters in Ottawa still functions largely in English for internal communications and meetings, and frequently even for contacts with French-language units to which about 40% of Francophone military personnel are attached. Although most administrative documents are bilingual, very few technical ones are, and not much has been done to correct this. Personnel services are rarely available in French in the Maritimes and in the West, even though many of the bases in these regions have sizable Francophone minorities.

The 40 complaints received against the Department often reflect a disturbing insensitivity toward official language obligations. The changing of the guard at the Governor General's residence, for example, and concerts in Ottawa and Quebec City were all given with little or no regard for bilingualism. Not less than 16 complaints dealt with signage, a matter that should have been resolved long ago, not 14 years after passage of the Official Languages Act. Six dealt with various aspects of language of work. The Department's co-operation in resolving these complaints was slower this year and a number of its answers were incomplete or unsatisfactory.

## **National Energy Board**

Our audit of the National Energy Board this year turned up few surprises. Service to the public remains quite satisfactory, but the Board's efforts to increase Francophone participation and encourage the use of French at work have produced rather meagre results.

Although most of the Board's clients require service in English, the demand for French has grown in recent years. Extensions to the natural gas pipeline network in

Quebec require the Board's approval, engineering details have to be checked, and inspections made as the work progresses. Both languages are used at public hearings, and licences and orders are issued in bilingual form to meet the needs of pipeline companies and local contractors and utilities. Applications to export hydro-electric power across the Quebec-U.S. border also generate a demand for French.

The Board provides its services in both languages through a combination of bilingual staff (Board members and employees), simultaneous interpretation and translation. It has 161 employees in bilingual positions, and 130 of them (80.7%) now meet their language requirements, as compared with 110 last year. However, on paper only nine of its bilingual positions require a superior knowledge of French. We believe as a result that language requirements should be revised to ensure that a suitably high standard is achieved and maintained throughout the organization.

In an effort to encourage greater use of French within the organization, simultaneous interpretation was provided at one of the regular meetings between Board members and senior employees in December. The Board hopes that this initiative will help to break the tradition that technical advice has to be submitted to the Board in English, and that employees at all levels will be encouraged to use French more often.

The total number of employees is about the same as last year and the number of Francophones has risen slightly. Out of a complement of 437, 368 are Anglophones (84.2%) and 69 are Francophones (15.8%). There is still not a single Francophone at the executive and management levels. Since the period of expansion seems to have come to an end, it will be particularly important to ensure that potential Francophone applicants are made aware of all competitions.

We received no complaints this year.

## **National Film Board**

The National Film Board has shown once again that it is one of bilingualism's consistent standard-bearers, due in no small measure to its management's traditionally positive attitude toward language reform.

Four hundred and sixty of the Board's 980 employees occupy bilingual positions and 95% of them meet the language requirements. This is no mean achievement given that 85% of the positions call for language skills at intermediate and superior levels. Moreover, the Board has made judicious use of its bilingual employees to ensure that service in French and English is available from all its offices and that all its publications are available in both official languages. The only shadow on this otherwise cloudless landscape is that telephone reception is not always bilingual at headquarters in Montreal and in some of the regions.

Overall representation of Anglophones and Francophones among the National Film Board's 980 employees is roughly 50-50. Two factors serve to explain the relatively high rate of Francophone participation: the fact that films are produced

in English and French by separate production units, and the location of the Board's personnel at headquarters in Montreal. The basic equilibrium exists within most employment categories except Administrative Support, which is 60% Francophone, and the Scientific and Professional category, only two of whose 10 employees are Anglophones. The Board should make adjustments over time to bring these figures more in line with the overall percentage.

Employees are able to work in English or French at headquarters in Montreal, in the National Capital Region and in the Prairie and Quebec regions. Senior managers at headquarters make it a point to use both French and English at meetings or group presentations, thus encouraging employees to express themselves freely in either language. Management committee meetings are also held in French and English, and simultaneous interpretation is provided for meetings of the Board of Directors. With the exception of technical manuals produced outside the country, work documents are bilingual, central and personnel services are available in both languages and for the most part, employees are supervised and appraised in their preferred official language.

Nine complaints were lodged against the National Film Board this year, two of which related to unilingual telephone reception in French in Montreal and in English in Halifax. Another concerned stationery which was not completely bilingual. They were settled promptly. Six complaints are still under study. Five relate to a unilingual English Christmas window-display in Winnipeg and the sixth to unilingual publicity material sent to a Francophone.

## **National Health and Welfare**

The Department of National Health and Welfare continues to provide generally satisfactory bilingual service. However, the proportion of work carried out in French at head office is still relatively low, and Francophone participation needs to be increased in a number of employment categories. Fitness and Amateur Sport, for its part, has certainly not won any linguistic medals this year.

The Department has some 9,000 employees, of whom about 40% work at headquarters in Ottawa. Overall, nearly 3,000 (approximately 30%) occupy bilingual positions and 80% of these have the requisite language skills. The Income Security and Social Services branches have increased their bilingual capacity by upgrading the language requirements of a number of positions, and by staffing vacancies with employees who are already bilingual. However, complaints against the Income Security Branch from eastern Ontario and the West demonstrate the need for stricter monitoring as well as additional bilingual capability. We were pleased to note that the three branches providing health services are developing methods for checking client satisfaction with the linguistic quality of services.

On the language-of-work front, English continues to predominate. The Department's estimate of the percentage of work carried out in French at headquarters and in the regions gives little cause for joy. For example, in the National Capital Region the figures for the Health Protection and Medical Services branches are 10% and 15% respectively; in New Brunswick, the figure is 15% overall; and in

Ontario 30%. We are pleased to see that the Income Security Branch has initiated two in-house language training programmes to foster an increased use of French.

A reorganization of the Personnel Administration Branch was carried out in order to streamline the delivery of services in English and French within the National Capital Region and to improve their quality. The current appraisal form does not provide for an indication of the employee's language preference, and we have asked the Department to look into this matter in 1984.

The participation of the two language groups remains virtually unchanged at 77% Anglophone and 23% Francophone. Of the various employment groups, Francophones are satisfactorily represented only in the Administrative and Foreign Service and Administrative Support categories. In Quebec, Anglophones account for less than 4% of the staff.

Fitness and Amateur Sport, after much prodding, has finally produced its first official languages plan, but there has been little evidence of follow-up. It has also produced guidelines to help national sports associations develop their own plans, but the results are not yet apparent. The National Sport and Recreation Centre, which is financed by Fitness and Amateur Sport and provides administrative services for a number of national sports associations, continues to neglect its language obligations. We must hope that this problem will be resolved through the insertion of official languages clauses in future contracts with the sports associations.

Twenty-four complaints were received this year. Three against Fitness and Amateur Sport concerned printed material sent in the wrong language. Another four faulted the National Sport and Recreation Centre for issuing printed material in English only. Eight complaints against the Income Security Branch concerned documents that were not issued in the client's language and three complained of a lack of service in French. The remaining six related to unilingual telephone reception and forms.

*The Department and its Official Languages Directorate deserve praise for their promptness in resolving all outstanding complaints.*

## **National Library**

It has been a good year in the language business at the National Library of Canada. Not content to rest on its oars, management has taken positive steps both to improve services to the public and to increase the use of French as a language of work. Low staff turnover, however, has kept the Library from doing more to correct participation imbalances.

Service in English and French at the Library is almost without fault. All publications are bilingual and the Collections Development Branch, at which we pointed a finger last year, is now able to deal with other libraries in both languages. An even more substantial number of employees are in bilingual positions than last year (346 of 563), and a high proportion (82%) meet their language requirements. The Library's client satisfaction survey revealed that only a handful of the 145

respondents were not entirely satisfied with the language aspect of services. When we pointed out that telephone reception was offered only in English in one branch, the matter was quickly rectified.

Library employees are well informed of their linguistic rights and responsibilities and information sessions have been held to follow up on the distribution of an official languages handbook. In most sectors, the use of French in meetings has increased, and Francophones can now more readily work in French. Manuals and directives are bilingual, as are about 90% of all work documents, and performance evaluations are carried out in the language of the employee's choice. Preliminary results of a survey on internal services indicate a high degree of satisfaction.

Anglophone and Francophone representation remains the same as last year, at 63% and 37% respectively. There has also been no change in the relatively low number of Anglophones in the Administrative Support category (111 of 231); and Francophones continue to be under-represented in the Scientific and Professional category (48 of 213), particularly at the more senior levels.

Of the three complaints which were received in 1983, two concerned unilingual English telephone reception and the third related to a unilingual English sign. All have been satisfactorily resolved.

## **National Museums**

The National Museums of Canada managed this year to improve the linguistic aspect of its services. French made no significant gains as a language of work, however, and the gap between Anglophone and Francophone participation has not narrowed.

Of the museums' 1,061 employees, 740 (69.7%) occupy bilingual positions and 610 (up slightly from 1982) meet their language requirements. Bilingual services are generally available in all museums, in the museumobiles and at travelling exhibits. With a view to improving the linguistic quality of service at the National Gallery, the language requirements of some positions in the Education Services and in the bookstore have been raised. Most of the personnel involved meet these requirements. However, the Gallery bookstore needs particular attention: Francophone visitors are sometimes not served in their language unless they make a point of asking.

Publications for the general public are usually available in both languages, however, some specialized works are available only in English. The Corporation is prepared to translate them on request, but given many people's natural reluctance to impose, we suggest it find a solution that better respects the equal status of both languages. All the museums' sales counters now stock a better balance of publications in both languages. Changes are still required, however, to improve the quality of French on the inscriptions used at certain permanent exhibits at the Canadian War Museum and at the Museum of Science and Technology.

The Corporation's internal services are also generally available in both languages and employees can indicate their preferred language on their performance

appraisal form. It is possible to work in French in the Personnel Branch, the Information Branch and in the French publication sectors of the various museums; elsewhere, English predominates. Most management positions are occupied by Anglophones whose French is shaky. Failing decisive action, this situation could perpetuate itself forever: 14 bilingual supervisory positions were staffed this year by persons who were not linguistically qualified. It is therefore not surprising that senior and middle management meetings also take place almost exclusively in English.

The participation rates at the Corporation for the two language groups have not changed. The overall balance (32% Francophone and 68% Anglophone) is not reflected in most employment categories: Francophones are under-represented in the Technical (18%), Management (14%) and Scientific and Professional (10%) categories, while they are over-represented, at 45%, in the Administrative Support and Operational categories.

This year, four complaints were lodged against National Museums. One dealt with the poor quality of French used in a talk given at the National Museum of Man, and another concerned the failure by the Museum of Science and Technology to use the minority English press in West Quebec. These complaints were settled in a satisfactory manner. A third dealt with the difficulty of obtaining information in French by telephone from the administrative office of the National Gallery and a fourth concerned a unilingual English inscription on bags used by the bookstore of the National Gallery. These two, received at the end of the year, are still under study. Three complaints from previous years were also resolved.

## **National Parole Board**

*The National Parole Board turned in an exemplary performance in 1983. Its official languages programme is now well integrated into its planning and operational procedures, making managers fully accountable for their achievements. It has also strengthened its capacity to provide bilingual service across the country, and worked to correct a few flaws in its language-of-work situation.*

Board Members have continued to express an interest in improving their second-language proficiency through training and exchange assignments. Seventeen of 26 permanent Board Members (65%) are able to perform their duties in English and French.

There has traditionally been a strong bilingual capability among staff at Board headquarters and in the regional offices in Moncton, Montreal and Kingston: 51% of the Board's occupied positions (132 of 260) require a knowledge of English and French, and 95% of the staff involved meet their requirements. True to its promise of last year, the Board has found a bilingual officer for Burnaby and is continuing its search for one for Saskatoon, the only remaining regional office unable to provide service in both languages.

In our last Report, we questioned the disproportionately low number of requests for parole hearings in French from inmates in institutions outside Quebec. Data for

the first nine months of 1983 indicate that such requests have risen only very slightly, from less than one per cent last year to 1.1%. When one considers that the corresponding proportions of Francophone inmates in federal institutions in the regions concerned are very much higher, it seems likely that something may be amiss. We were therefore pleased to learn that the Parole Board and the Correctional Service were looking into the parole application process, and we hope to shed some light on the current anomalies within a reasonable time-frame.

Employees in bilingual regions encounter little or no difficulty working in their preferred language and have been reminded of their right to have their performance review in the language of their choice. Managers have also been helpful in a number of cases in agreeing to exchanges that give staff who have completed second-language training the opportunity to work in that language.

Seventeen of the 26 permanent Board Members are Anglophones and nine are Francophones. Among 260 employees, Francophones continue to be somewhat over-represented, the participation rates being the same as last year in most employment categories: 60% Anglophone and 40% Francophone. In the senior management group, however, there is a fairly satisfactory distribution, with 75% of the staff Anglophone and 25% Francophone.

We received no complaints against the National Parole Board in 1983.

## **National Research Council**

Over the past few years, the National Research Council of Canada has improved its ability to serve the public in both languages and managed to increase its Francophone participation rate. This year, a committee was established to advise the President on language matters and to identify goals and activities in this area.

The Council is generally able to deal with its clients in their preferred language in all bilingual areas except Toronto and Winnipeg, where it does not have an on-site bilingual capability. Adequate bilingual service in these two cities should be made available as soon as possible.

About one-quarter of the Council's 3,201 positions are designated bilingual and 569 of the staff involved (72%) meet their language requirements. In order to improve the linguistic quality of its services, the NRC has been raising the language requirements of the 377 positions involved in providing service to the public. (At the present time, 277 of these positions require an intermediate level of proficiency but only eight require a superior level). The Council has also set up a second-language training programme for English-speaking employees, most of whom are scientists.

All publications intended for the general public are available in both official languages. A number of scientific reports, however, are published in English only. According to the Council, these reports are not translated because they contain detailed research findings which are only of interest to a very specialized readership. We believe they should at least be accompanied by abstracts in French.

Attaining equitable participation of Anglophone and Francophone staff is the NRC's highest language priority. Nevertheless, Francophones continue to be under-represented (628 of 3,201, or 19.6%). In the Management, Technical, and Scientific and Professional categories the proportions are 13.9%, 15% and 10.7% respectively. The Council expects, however, that recruitment for its new Biotechnology Research Institute in Montreal and for the Industrial Materials Research Institute in Boucherville will attract a significant number of Francophone scientists and technicians.

English is overwhelmingly the language of work of all NRC units except for a few in the National Capital Region and in Quebec. A survey conducted last year revealed that French is used less than 14% of the time by employees. The same survey concluded, however, that 75% of Francophones were satisfied with the quality of internal services provided in French and with their language of supervision. Similarly, the vast majority of Francophones and virtually all Anglophones claimed to be satisfied with the opportunities to work in their preferred official language at the Council. These rates of satisfaction do little to dent the status of English as a working language, however, and management should not slacken in its efforts to ensure that opportunities to choose French as a working language are as fully available as the level of Francophone representation will allow.

We received three complaints against the Council in 1983 concerning a unilingual English security guard in Ottawa, an advertisement which did not appear in a French-language weekly, and a memo sent to a Quebec government office in English only. All of them were satisfactorily resolved.

### **National Revenue (Customs and Excise)**

We are happy to be able to report that the Department of National Revenue (Customs and Excise) has made significant progress this year in the areas of language-of-work and participation. However, it is still grappling with some major difficulties, particularly with respect to adequate bilingual service to the public.

This highly decentralized Department has some 10,000 employees. Thirty-one per cent occupy bilingual positions and some 91% meet their language requirements. However, these figures mask a number of regional imbalances: roughly 86% of the Department's bilingual positions are located in Quebec and in the National Capital Region, and too few bilingual staff are found at a number of border crossings and customs offices in other regions. Moreover, since the Department does not require its staff to offer service spontaneously in both languages, members of the public often have the annoying and sometimes intimidating impression that it is available only in the language of the majority. The occasional use of a cumbersome telephone referral system hardly dispels doubts that remain in minds of many travellers.

Following language-of-work and communications studies, the Department has established monitoring systems for the language of written communications between headquarters and the Montreal and Quebec regions, and has thus been

able to reduce considerably the number of communications sent in English only. It has also completed an action plan designed to increase the use of French at work in sectors with a significant number of Francophone employees.

Although internal services are generally provided in both official languages in bilingual regions, our audit confirmed that this does not always hold true for supervision. For example, notices are sometimes sent to employees in certain regions or branches in one language only. Twenty-eight per cent of supervisors in bilingual positions in the National Capital Region do not meet their language requirements.

Anglophone-Francophone participation now stands at a reasonable 74%-26%, and is in respectable shape for all categories except management and other senior levels in the National Capital Region. In the latter groups only 10 of 67 employees are Francophone, a situation which will require a real effort to remedy.

Anglophone participation in Quebec has unfortunately also remained virtually static and now stands at 6.4%. It is particularly worthy of note that in Montreal there are only 66 Anglophone employees out of 1,327, or less than 5%.

Ten complaints were received against the Department in 1983, nine dealing with a lack of service in French and one with a lack of service in English. The Department responded diligently to these complaints.

## **National Revenue (Taxation)**

Like the proverbial hare, the Department of National Revenue (Taxation) was fast off the mark but must keep on the hop to remain in the forefront in language matters. While the Department continues to provide satisfactory bilingual service, its performance is sometimes marred by a failure to ensure that such service is actively offered in both languages. It also has yet to revise its outdated official languages policy and is still struggling with a few language-of-work and participation problems.

Eighteen per cent of the Department's 15,968 employees occupy bilingual positions and 88% of them meet the language requirements. In spite of this capacity, a number of district offices (Sydney, Charlottetown, Chicoutimi and London) do not automatically offer public enquiry services in the minority official language and the rare bilingual employee in the office is not always available to take a call. In addition, adequate measures have not yet been taken to ensure that persons contacted as a result of field audit and collection programmes are dealt with in their preferred official language.

Francophone participation remains at a healthy 26.2% overall and is satisfactory in all employment groups except the Administrative and Foreign Service category where it is somewhat low at 22.8%. Anglophone participation in Quebec stands at a dismal 3.4% — only 98 of 2,906 employees. Urgent measures are required to correct this serious imbalance, as well as weak Francophone participation in the Maritimes, in Northern and Eastern Ontario and in the West.

All major work documents are now in both languages and improvements have been made in the provision of internal services in French and English. However, a persistent obstacle to the use of French on the job is the fact that one supervisor in five does not meet the appropriate language requirements.

In 1983, 33 complaints were lodged against the Department. They concerned a variety of problems: correspondence in the wrong language (17), lack of adequately bilingual service by telephone (12) or at the counter (3); and language of work. The Department responded to these complaints quickly. However, because some of the corrective measures proposed have turned out to be less than fail-safe, the same deficiencies keep on surfacing.

### **Natural Sciences and Engineering Research Council**

The Natural Sciences and Engineering Research Council remains in good linguistic shape. It continues to serve its clients well in both English and French, and is waking up to the need to improve the language aspects of its internal operations.

The Council seems to have plenty of bilingual capacity: over 78% of its 93 positions are classified bilingual and almost 94% of the incumbents meet their linguistic requirements. To keep its standards high, it reviews these requirements whenever positions become vacant.

The staff of NSERC comprises 43 Anglophones and 50 Francophones. The two language groups are represented fairly equally in every category except Administrative Support, where only 10 of the 45 employees are Anglophones. A concerted effort to correct this imbalance is long overdue.

With the exception of those in the Secretariat and the scholarships sector, English is the predominant language of work of most Council members and staff. Some superficial progress is being made on this front, however; employees can now indicate their preferred official language on appraisal forms, the Secretariat has begun to prepare a bilingual glossary of terms used by NSERC, and job descriptions for new bilingual positions are produced in both official languages. It is now up to the Council to breathe some life into this apparatus to ensure that French becomes an equal option as a working language.

We received no complaints concerning NSERC in 1983.

### **Petro-Canada**

Even though Petro-Canada was in the throes of a major reorganization for much of the year, we were nevertheless able to audit both its Corporate Headquarters in Calgary and Petro-Canada Products in Montreal. The Corporation still has a long way to go, but it is only fair to observe that it made progress in several areas in 1983 and started work on a number of projects that ought to bear fruit in the coming years.

To illustrate briefly: it reminded its credit card holders of its desire to communicate with them in their preferred official language; it began replacing forms which had previously been available only in English; and it redesigned its letterhead and calling cards to emphasize the bilingual nature of the Corporation. Regrettably, it has not yet taken the small but important step of placing a more clearly visible accent on the "e" in the French version of Petro-Canada; a less than earthshaking consideration, no doubt, but nevertheless one which has considerable symbolic significance for many Francophones.

Our Office's agitation over the years and a recent recommendation of the Special Joint Committee on Official Languages appear finally to have prompted Petro-Canada to install bilingual signs at 39 service stations it owns and operates in Quebec communities with substantial English-speaking population. This is a good beginning; but the Company must start negotiating with its lessees to follow suit if it is to establish anything like the sort of equitable linguistic regime which should be the hallmark of a publicly owned Corporation in an officially bilingual country.

As regards service stations in Western Canada, its performance continues to be disappointing. As late as November, there were shortcomings in the signage at six stations in Winnipeg and St-Albert which it had designated bilingual; two bilingual stations were under construction in the national parks; but elsewhere, plans were hanging fire.

The changeover of former BP stations to the Petro-Canada colours will continue well into 1984. The criteria for bilingual signage are ostensibly the same as those used for former Petrofina stations: signs will be in both languages wherever the official-language minority population is at least 10% of the local community. We would also urge Petro-Canada to take the opportunity to install bilingual signs wherever stations are serving travellers from both language groups, for example on the Trans-Canada Highway.

Service is of course a good deal more than signage. We recognize that there are many areas of Canada where it would be difficult, at least at this time, to provide adequate personal service in both languages, but we believe it is entirely possible to do so at stations which the Corporation itself operates in bilingual areas. With two million students across the country learning a second official language at school, it should not be beyond Petro-Canada's capacities to hire people who can master the dozen or so phrases needed to sell gas and make change.

At present, the Corporation has only informal guidelines on language requirements for key positions in the organization and does not know how many of its employees are bilingual. Generally speaking, those who are in the sales force can provide service in the language of their customers' choice, but sections dealing with a specialized public (finance, engineering or supply, for example) do not have the same incentive and their bilingual capability is often weak.

English is the language of work outside Quebec except for the Ottawa and Moncton sales districts and small official languages sections in Ottawa and Calgary, which use both. French is the predominant language of work in Petro-Canada's operations in Quebec, but English is also used to varying degrees at Petro-Canada Products headquarters and at the refinery in Montreal.

Information concerning the Corporation's employee benefit programmes and its internal newspaper are produced in both languages. Training and operator manuals at the Montreal refinery are available in English and French, and corporate administrative manuals are being revised and will soon be issued in both languages.

At present, Petro-Canada is unable to provide firm figures on the language background of its approximately 8,000 employees, but this information will be available when its new human resources data system is fully operational in about a year's time. Francophones probably constitute about 25% of the Corporation's employees, and are largely concentrated in Quebec. However, only about 60 are on strength in Calgary, none of them at the most senior levels.

Twelve complaints were received in 1983 and 21 were carried over from previous years. Most related to signs, the lack of an accent on the French version of Petro-Canada, and advertisements not sent to minority-language newspapers. Fifteen were resolved. Petro-Canada has generally been co-operative but slow.

### **Prime Minister's Office**

The Prime Minister's Office maintained its high standard of bilingual service to the public over the year, but numerous staff changes seem to have stalled progress in the area of language of work.

The Office has grown since last year from 71 employees to 82, with several moves at senior levels. As a result, there have been delays in following up on official languages objectives, developing an action plan, and introducing a more effective monitoring system. The Office also has yet to act on our audit recommendations to establish guidelines for fixing the language requirements of vacant positions and assessing candidates' language skills, as well as for the composition of selection boards.

The overall bilingual capacity of the PMO increased by 4% in 1983 and stands at 77%. It is particularly high among junior officers and support staff (86% and 79% respectively), and senior managers are working to improve their 64% capacity through language training. English correspondence is now subject to the same standard of revision as that produced in French, and we encourage the Office to exercise the same care with its press releases.

The PMO has not yet revised its official languages policy to recognize employees' rights to work and be supervised in their preferred language. Participation of the two language groups is close to achieving a reasonable balance, although Anglophones are somewhat over-represented in the senior management group (17 out of 22) and under-represented among junior officers (12 out of 22) and support staff (15 out of 38). Overall the proportions are 54% Anglophone and 46% Francophone.

We received no complaints involving the Prime Minister's Office in 1983.

## Privy Council Office

The Privy Council Office continues to turn in a satisfactory language performance but at the same time is bothered by a number of weaknesses noted in previous reports. The Office has a sound bilingual capability, and encourages the use of French as a language of work. However, Francophone representation is still too low at senior levels, and English predominates as the language of supervision.

The Office has established an adequate monitoring system for its official languages programme, including regular audits of service and language of work and detailed breakdowns of Anglophone and Francophone participation to help the Office pinpoint problem areas. There are plans to broaden these activities in 1984 by undertaking a client satisfaction survey.

Of the Office's 388 employees, 313 occupy bilingual positions (81%) and 260 meet the language requirements (83%). To ensure that departments and Ministers will be able to deal with the PCO in their preferred language, the Office usually hires linguistically qualified candidates for bilingual positions. This year, for example, 68 of the 82 bilingual positions requiring staffing were filled by candidates who met the language requirements. The Office is continuing the practice of hiring executives and officers with an intermediate level of second language proficiency, and expects them to achieve the advanced level within two years.

Problems noted last year concerning unilingual telephone reception and commissionaires have been only partially resolved. All staff were reminded of their responsibility to answer telephone calls in both official languages, and this year's survey revealed that the percentage of calls answered correctly increased marginally, from 75% to 77%. Unilingual English commissionaires are given the telephone number of a bilingual employee to whom calls are to be referred if service is required in French. These measures represent an improvement, but are still not fully satisfactory.

Within the Office, French is used freely for drafting documents and central and personnel services are readily available in both languages. However, the Office's own studies indicate that Anglophone employees are almost always supervised in English, while Francophones speak French with their supervisors less than a quarter of the time. Again this year, almost half of the Office's Francophone staff had their performance evaluated in English even though evaluation documents clearly state that the employee's first official language is to be used. Be it said, however, that none of the 15 Francophone employees contacted to investigate this phenomenon expressed dissatisfaction with the language used for their appraisals.

The proportion of Anglophones and Francophones in the Office remained stable this year, at 51% and 49% respectively. The percentage of Francophone executives increased slightly, from 17% to 18.5%, but remains too low; and in the opposite direction, Francophones in the Administrative Support category remained at a very substantial 58%. Participation is equitably balanced in the Management and Administrative and Foreign Service categories.

One complaint this year about unilingual English telephone reception at the PCO was quickly resolved. We also kept the Office informed of linguistic slip-ups at Emergency Planning Canada (two complaints) and the Royal Commission on the

Economic Union and Development Prospects for Canada (one complaint). Although the PCO has titular responsibility for these organizations, Emergency Planning Canada and Royal Commissions handle their own administration. A complaint concerning the Royal Commission on the Ocean Ranger disaster, which we received in 1982, was settled this year.

## **Public Archives**

The Public Archives have retained their place this year as one of the leaders in language reform. They regularly provide service in both official languages and have created an environment in which employees can more readily work in French. More effort is needed, however, to correct low overall Anglophone participation and low Francophone participation in management. Redressing these imbalances would take the agency right to the top.

All Archives publications are bilingual and the availability of services in both languages has been publicized in both French- and English-language newspapers. With 519 of 812 employees in bilingual positions and 78% linguistically qualified, the Archives have no difficulty providing service in both official languages. Problems mentioned last year concerning the lack of bilingual service from security guards and at the cafeteria have been rectified.

Within the organization, employees can work more in French than last year. Almost all internal documents are bilingual and French is used more often at meetings; management also ensures that central services are provided to employees in both official languages, and that performance appraisals are conducted in the language chosen by the employee. Not surprisingly, the preliminary results of a survey of central services indicate a high level of employee satisfaction. While there are still seven or eight unilingual English supervisors, reasonable arrangements have been made to provide supervisory services in French to those employees who so wish.

The participation picture for the two official language groups remains very close to that of last year. Anglophones are under-represented overall at 62%, particularly in the Administrative Support (57%) and Operational (60%) categories. On the other hand, only four of the 17 senior managers and executives are Franco-phones. Although turnover is low, especially at the higher levels, the Archives should do what is possible to correct existing imbalances.

Three complaints were received against the Archives in 1983 concerning a lack of service in French: they dealt with unilingual telephone reception, a letter in English addressed to a Francophone, and a unilingual English commissioner. All have been resolved.

## **Public Service Commission**

The Public Service Commission maintained its good performance this year in the areas of language of service and language of work, but low Anglophone representation continues to mar an otherwise bright picture.

Bilingual employees now account for close to 68% of the Commission's staff, as compared to 45% in 1980. Bulletins and articles in the staff newspaper regularly remind personnel of their linguistic obligations, and a client survey conducted late in 1982 revealed a high level of satisfaction with the linguistic quality of services. Nevertheless, a few complaints about telephone reception and correspondence are evidence of a need for careful monitoring.

Largely as a result of the bilingual capacity of senior managers and supervisors, Commission employees are free to use their own language for internal communications. Supervisory positions require an intermediate or superior level of proficiency and most of those involved have the appropriate qualifications. The proportion of Francophones who received their performance appraisal in French rose from 70% in 1982 to 77% this year; among Anglophones the corresponding proportion was 95%. The performance appraisal form now contains a box where employees may indicate their language preference.

Overall Anglophone representation declined slightly again this year to 41% from 42% in 1982. (These figures do not include employees responsible for language training, where Francophones represent over 80% of the staff because the majority of students are enrolled in French courses.) Anglophones are under-represented in all employment categories and constitute only one-third of 850 support employees. We know from experience that it is not easy to change this kind of imbalance, but it is nevertheless clear that the Commission should make a greater effort in this area.

The Commission is pursuing its efforts to offer professional training courses in both languages and the proportion of courses offered in French has increased to 21% in 1983 from 16% in 1980. However, Francophones in the National Capital Region are still faced with the problem of a high proportion of courses in French being cancelled (25% compared to 13% of English courses), apparently for lack of students.

Twenty-one complaints were lodged against the Public Service Commission in 1983. Seven were from public servants who were declared ineligible for language training, either because they failed a diagnostic test or because they no longer qualified for training at public expense. These questions are still under study. Three complaints concerned the fact that competition notices were not published in minority-language weeklies, and the Commission is currently examining this question as well. The other 11 complaints dealt mainly with errors in competition posters, unilingual-English memoranda to staff, lack of bilingual capacity on selection boards and the unavailability of courses in both languages. All have been resolved except for the last two questions which are still being examined.

### **Public Service Staff Relations Board**

As befits an agency that deals with sensitive matters of labour relations, the Public Service Staff Relations Board continues to serve its clients well in both official languages, and has made progress in encouraging a greater use of French in its internal operations.

All the recommendations of our 1981 audit have been followed, except for our suggestion that decisions be published simultaneously in both official languages. The Board is of the view that it would be unfair to delay the publication of decisions which concern parties speaking the same language while awaiting a translation. There is no doubt something to this argument, but we continue to believe that simultaneous publication need not necessarily entail substantial delays and would more adequately reflect the equal status of the two languages.

As a general rule the Board has no difficulty providing bilingual service. More than 80% of its 163 positions are classified bilingual and 119 of the staff involved have the necessary language qualifications. In late 1982, the Board undertook a survey of its clientele which revealed that 97% were served in the language of their choice.

A survey of employee satisfaction with language-of-work arrangements showed that 96% of respondents received administrative and personnel services in their own language, although the figure fell to some 75% in the case of financial services. Seventy per cent were satisfied with the use they made of French on the job, but those who would like to use more French or who did not receive service in their own language were unfortunately not identified by first official language.

Only 22% of employee appraisals were prepared in French this year, even though half of the Board's staff are Francophones. Although this is an improvement over last year, it is still too low. On the positive side, the Board's surveys show that French is now being used more widely for oral and written communication within the office.

The Board has 83 Anglophone and 80 Francophone employees. Francophones are over-represented in the Administrative Support category, where they account for 41 of the 69 employees, but participation at other levels is more balanced. Anglophones account for 60% of the management and officer groups, Francophones for 40%.

We received no complaints about the Board this year.

## **Public Works**

Like a weary but persevering Atlas, the Department of Public Works continues to struggle with the burden of language reform. It has, for example, made managers more accountable for putting its official languages plan into effect and has raised the requirements of a number of bilingual positions, thus paving the way for improvements in bilingual service and supervision. French is also used more often in communications between headquarters and the Quebec region, and the Department has laid the groundwork for increasing Anglophone representation in Montreal. Nevertheless, imbalances in Anglophone-Francophone participation rates remain.

The Department has reacted positively to the recommendations contained in our recent audit and sets great store by its well-conceived language planning process,

introduced in 1982. This process involves more than a hundred senior managers in developing objectives on official languages matters and ensures that they are held individually responsible for putting them into effect.

The Department has 8,656 occupied positions, of which 20% require a knowledge of French and English, with almost three-quarters of the staff involved meeting their language requirements. However, only two of the 13 persons in bilingual positions in Manitoba are bilingual, as are only 35 of the 63 in New Brunswick.

The Department can generally deal with the public in either official language, but telephone and office reception is not always offered spontaneously in both languages. Other problem areas include accommodation and property management contracts, signage on leased property, and some Fire Commissioner services. These weaknesses were noted in our audit report and we will be giving close attention to the Department's efforts to resolve them.

The Department has taken a number of useful measures to increase the use of French on the job: for example, it monitors communications with the Quebec region more closely; it provides assistance to employees drafting texts in their second language; and it has established an exchange programme for employees who wish to improve their second-language skills. In spite of these initiatives, however, French is not widely used as a language of work outside Quebec and there is very little supervision or evaluation of employees in French.

Some basic documents, including job descriptions and some regional forms and manuals, are available in English only, and a number of internal services (pay and benefits, library and security services) are only partially bilingual. Personnel services are not always available in French outside Quebec and are not always provided in English in Quebec.

Only 67.3% of incumbents of bilingual supervisory positions meet the language requirements and the percentage is lower still in the Management category (60%). As a result, many staff meetings are held in only one language, usually English. In short, the Department has a great deal to do before French can be said to be on an equitable footing as a language of work.

Overall, Anglophones represent 73.6% and Francophones 26.4% of staff. Francophones are under-represented in the Management (18.2%), Scientific and Professional (16.6%), Administrative and Foreign Service (22.6%) and Technical categories (20.7%), but are over-represented in the Operational category (32%) which alone encompasses more than half of the 2,281 Francophone employees. On the other hand, Anglophone participation in Quebec is deplorably low (41 of 1,128 employees). The Department has, however, reduced the number of French-essential positions in the region by more than 300 and increased the number of positions where either English or French can be used. These steps should enable it to attract more Anglophones over time.

Fourteen complaints were received against the Department this year, mostly about signage and failure to use the minority language press. The Department is handling complaints better and has generally proved to be quite co-operative.

## **Regional Industrial Expansion**

The new Department of Regional Industrial Expansion set its official languages programme on a solid footing in 1983. It issued an official languages policy, prepared a brochure on the rights and obligations of employees, and drafted an interim policy on language requirements. Information sessions were held to inform managers of these matters. However, French is not used as often as it might be as *a language of work and while the overall Anglophone-Francophone participation ratio is good, there are problems in some regions.*

Because Regional Industrial Expansion is a new Department in the process of getting organized, much of its language programme is still in the planning stages. Nevertheless, service to the public is generally provided in both languages and further improvements are being considered. For instance, the Department recently conducted a study of bilingual capability in the regions and, as soon as the results are in, plans to correct any shortcomings it reveals. Telephone reception is monitored regularly, and it is hoped that this will eventually eliminate the few complaints we have received on that score. Regional executive directors have established contacts with minority-language groups and associations in order to obtain first-hand comments on the linguistic quality of the services offered by the Department, and the first results of this initiative have proved encouraging.

English continues to be the dominant language of work. Employees may choose the language in which their annual assessments are prepared, although when supervisors are not bilingual, translation has to be used or a bilingual supervisor called upon to assist. It was discovered that certain documents sent from headquarters to offices in Quebec were not always in French, and steps are being taken to correct this problem. Internal services are available in both languages.

Because of the reorganization, departmental figures on employees are in a continuing state of flux. In November 1983, 28.5% of the Department's 2,713 employees were Francophones. In the Management, Scientific and Professional, and Administration and Foreign Service categories, Francophone participation stood at 22%, 29% and 24% respectively, while in the Technical, Administrative Support and Operational categories it was on the high side at 33%, 35% and 54%.

On a regional basis, in British Columbia, Alberta and Saskatchewan, there were only seven Francophone employees out of a total of 209, while Manitoba had none out of 67. In the National Capital Region, the figure was an acceptable 446 out of 1,730 employees, but the rest of Ontario had only ten out of 127. New Brunswick had 39 Francophones out of a total of 115 employees, but in the rest of Atlantic Canada, there were only nine out of 159. In Montreal, Anglophone participation stood at a somewhat low 21 out of 211. In a word, things are out of place in a number of areas and a concerted effort will be needed to set them right.

Of the five complaints received this year, two referred to a lack of telephone service in French, a third to a lack of service in English, and the last two to unilingual English documents. One received in December was still under study at year's end; the others were promptly resolved.

## **Restrictive Trade Practices Commission**

The Restrictive Trade Practices Commission is a court of record and an administrative tribunal that considers evidence during formal hearings on restraint of trade and, if necessary, issues a remedial order or a report in writing to the Minister of Consumer and Corporate Affairs.

Of its 13 employees, five are bilingual, and the Commission is therefore able to serve its public in both official languages. Its only publication is its annual report, which is bilingual. Reports on hearings as well as ensuing orders are produced in both languages.

Although the Commission respects the linguistic needs of participants at hearings, we recommended in a recent audit report that the rules governing proceedings include a specific statement to that effect. We also recommended that simultaneous interpretation be automatically offered at hearings when testimony was being given in French and English, and not just on request as is the case at present. We also recommended that the minority-language weekly press be used for public notices where there is no appropriate local daily newspaper.

Of the Commission's staff of 13, eight are Anglophones and five Francophones. There are no internal constraints on the use of French, and documents and central services are available in both languages. In practice, however, English tends to be used more often because it is the language chosen by most participants during hearings.

We received one complaint against the Commission in 1983. It concerned an English-only telephone greeting and was quickly settled.

## **Royal Canadian Mint**

The Royal Canadian Mint's overall linguistic performance continues to be good. It scores high marks for service to the public and is doing rather better in providing employees with supervision in their preferred official language. On the debit side, however, it is making only slow progress in improving the participation of Anglophones in its work force.

The Mint has revised its official languages policy to take account of a number of points raised in our audit, and has produced a handy booklet for employees explaining how the policy affects them. It has also conducted a survey to find out whether visitors are satisfied with the linguistic aspect of the services they receive at its Ottawa and Winnipeg plants: 95% said they were, 3% that they were not, and 2% did not record an opinion. Unfortunately, the data do not enable the Mint to distinguish between English- and French-speakers among the dissatisfied group, an omission which should be corrected when the survey is repeated next year.

The Mint has raised to the intermediate or superior level the language requirements of 67 positions involving regular contact with the public, and 61 of the present

occupants (91%) have the necessary qualifications. In order to ensure that this bilingual capability is maintained, competitions for these positions will in future be restricted to candidates already proficient in both languages.

A second survey suggests that over 85% of employees in the National Capital Region are satisfied with the language-of-work situation. The Mint's manuals and written instructions are generally bilingual, and central and personnel services are provided in the employee's language. The main weaknesses appear to be in oral communications, but once again the data do not make it possible to zero in on the trouble-spots.

The Mint's 646 employees consist of 320 Anglophones (49.5%) and 326 Francophones (50.5%). This represents an increase of only 1.5% in the Anglophone group over the past year, a problem to which management should give greater attention as positions become vacant.

We received no complaints in 1983.

## **Royal Canadian Mounted Police**

In 1983, the Royal Canadian Mounted Police continued to pursue its language reform objectives at a deliberate if not impressive pace. The Force's bilingual capacity and the percentage of its Francophone employees increased slightly but it did little more than mark time in the language-of-work area.

During the year, the RCMP established review procedures that should enable it to determine more accurately the degree to which its objectives are being met. It also finished reidentifying the language requirements of its positions, and now has an adequate method of assessing the language skills of its police personnel.

Nineteen per cent of 16,500 police positions are classified bilingual (as compared to 16% in 1981), and 56% of the personnel involved meet their language requirements. On the civilian side, 25% of 3,800 positions are bilingual and 80% of the staff satisfy the requirements. In New Brunswick, Quebec and Northern and Eastern Ontario some 40% of police personnel are bilingual and services are readily available in both languages.

The situation is less positive in other areas: in Alberta, for example, only 75 of 2,200 police positions are bilingual, as are only 50 of the 1,300-odd positions in Saskatchewan. An internal study has revealed that it is rare for bilingual services to be spontaneously offered in these regions, even where there is a Francophone minority population. It has also recommended that personnel of all ranks should have a better grasp of the linguistic aspect of their police duties.

There is some good news as well: for instance, some regional divisions have increased their contacts with minority associations with a view to working out more satisfactory arrangements for service in the minority language; nearly 70% of 380 police personnel and 60% of 190 civilians appointed to bilingual positions during

the first nine months of 1983 met their language requirements on appointment; language training is being actively pursued, and almost 300 employees were enrolled in language courses over the same period of time.

In the language-of-work area, progress has been made in communications between headquarters and the Quebec Region; some 80% or 90% of such exchanges now take place in French or in bilingual form. On the other hand, except in a few sections, French is rarely used at headquarters: the fact that 70% of supervisors do not come up to the language requirements of their positions remains the principal problem. Our recent audit of the New Brunswick Division also revealed that internal communications are conducted mainly in English even though Francophones represent almost 40% of the personnel. The RCMP needs to take more energetic steps in these areas to encourage a greater use of French.

Anglophone-Francophone participation stands at 77.5%-22.5% among civilians and 85.4%-14.6% among police personnel, but Francophones account for only nine of the 64 senior police officers. It is important to note by way of partial explanation that the RCMP inevitably finds itself in considerable difficulties with respect to Francophone recruitment, as the Force's operations are largely concentrated in provinces with Anglophone majorities. For instance, more than half of all police personnel are assigned to the four western provinces where the RCMP acts as the provincial police force.

In addition, it has not been possible in recent months to use increased recruitment as a means of correcting participation imbalances. In 1983, only 20 or so recruits were hired, compared to the usual annual intake of approximately 700. Although the Force is making a commendable effort in the circumstances, we believe that senior management are aware that the present participation ratios are not altogether satisfactory, and we encourage them to persist in their efforts to bring about a more equitable distribution between the two language groups.

We received 14 complaints against the RCMP in 1983. Most of the complaints concerned unilingual English reception services and correspondence and documentation available in English only. Nine of these complaints were settled in 1983, as well as eight others received in 1982. Despite a slight improvement over last year, the RCMP sometimes takes a great deal of time to respond to our interventions on complainants' behalf.

### **St. Lawrence Seaway Authority**

Plans are afoot at the St. Lawrence Seaway Authority to set the official languages programme on a firmer footing. If they come to something, we shall be the first to applaud; meanwhile, however, the Authority's 1983 performance still leaves something to be desired.

For two consecutive years, we have been after the Authority for its failure to develop an official languages policy. Alas, by the end of the year, it had still to make its appearance. We also look forward to seeing the translation of other projects from blueprint to fact, including information sessions for employees, the

establishment of new criteria for bilingual positions, a re-evaluation of language requirements and the setting up of a process for evaluating language skills. Among other benefits, these basic steps should lead to a proper evaluation of the agency's bilingual capacity which is not fully known at present.

Signage, publications and written communications are satisfactory, but services in both languages are often available only at the administrative and operational head offices in Ottawa and Cornwall, and in the Eastern Region. At the Iroquois lock near Prescott, where some 40% of the pleasure-craft owners are Francophone, students are the only employees providing service in French. In the Western Region, the Authority estimates that there is no demand for service in French among the general public or users of the Seaway.

Anglophone-Francophone participation reflects the regions served: the staff is 96% Anglophone in the Western Region, 86% Francophone in the Eastern Region and of roughly equal proportions at the two head offices. The engineering group still poses problems, however: only four of 31 engineers are Francophones, even though 20 of them work in the Eastern Region.

The language-of-work situation is generally good: supervision, work documents, and internal services are provided in the language of the employee. Simultaneous interpretation is available to ensure that both languages may be used at general meetings.

We received no complaints against the Seaway Authority this year. Its subsidiary, the Jacques-Cartier and Champlain Bridges Corporation, once again promptly resolved an instance of unilingual French signage.

## **Science Council**

The Science Council of Canada kept a low linguistic profile this year, but still managed to make some progress in two of the three major language programme areas. Our audit revealed that improvements were nevertheless still needed across the board, particularly with respect to language of work.

The Council has little difficulty serving its clients in both official languages. In response to the concern we expressed last year, it now releases the English and French versions of its scientific publications simultaneously.

Thirty-four of the Council's 54 positions are designated bilingual and 69% of the persons in these positions meet their language qualifications, most at the intermediate level. The staff currently comprises 29 Anglophones and 23 Francophones. This year, following a major restructuring, Francophone representation among scientists and professionals increased slightly, from one out of 12 to two out of 10. In the Administrative and Foreign Service and Administrative Support categories, Anglophones continued to be under-represented (8 of 18 and 8 of 17, respectively).

Although certain groups of employees operate at least partly in French, English prevails as the language of work. Francophones should in our view be encouraged

to use their own language more at general staff meetings and in written work, and administrative memoranda addressed to all employees should consistently be in both languages.

We received no complaints this year concerning the Council.

### **Seaway International Bridge Corporation Ltd.**

The Seaway International Bridge Corporation Limited, a subsidiary of the St. Lawrence Seaway Authority, is responsible for operating the toll bridge between Cornwall and Rooseveltown, in the United States. Its headquarters is in Cornwall, and staff consists of 16 Canadians and four Americans.

This year, we conducted our first language audit of the Corporation. Although lacking a formal official languages policy, a weakness that ought to be corrected immediately, it has a strong bilingual capability that enables it generally to respect the language rights of the public.

Currently, six of the eight employees who deal with the public are bilingual. However, because initial greetings are often in English only, travellers are generally not aware that service is available in both languages. This could be easily corrected. In addition, customer receipts and invoices, which are now in English only, should respect the language rights of the Corporation's clients. On a more positive note, all signage on the Canadian side is bilingual.

Central services are available to employees in the official language of their choice. Once again, however, they are not always aware of this. More serious is the complete lack of bilingual supervisors, which tends to entrench English as the only language of supervision.

Only three of the 16 Canadian employees are French-speaking, and we recommend that the Corporation make a concerted effort to increase their number.

No complaints were received against the Corporation in 1983.

### **Secretary of State**

The Department of the Secretary of State put on a competent official languages performance in 1983, particularly in terms of service to the public and language of work. However, Anglophone-Francophone participation rates, which were somewhat out of whack last year both in overall terms and in certain employment categories, remain essentially unchanged.

The Department has yet to come to grips with the problem of monitoring the linguistic aspects of service provided by national voluntary organizations to which it provides financial assistance. Nevertheless, some progress has been achieved: guidelines on bilingual service for Canada Day committees have now been issued

and we hope the glow of future celebrations will no longer be tarnished by linguistic faux-pas.

Service by the Department itself is regularly provided in both languages throughout the country. This commendable achievement is the result of efforts over the years to recruit and train a substantial number of qualified bilingual employees. Excluding the Translation Bureau, 859 of its 1,370 employees occupy bilingual positions and of these 88.5% are linguistically qualified. All documents intended for the public are produced in both official languages and written replies are normally in the language of the client. However, errors occur occasionally, some of which can be embarrassing: for example, the Multiculturalism Directorate last year sent out English-only notices or press releases to three Francophone associations. The Department is confident that recent corrections to mailing lists will eliminate errors of this kind.

Again excluding the Translation Bureau, 56% of the Department's employees are Anglophones (up 2% from last year) and 44% are Francophones. Francophone representation continues to be too high overall and the percentage of Anglophones in the Management category (53.5%) is still too low. Furthermore, Francophones are over-represented in the Scientific and Professional (37.5%), Administrative and Foreign Service (36.9%) and Administrative Support (50.9%) categories. The Department must take firm steps to correct these imbalances.

In the Translation Bureau, the proportion of Francophone translators (85%) is directly related to the volume of translation into French. However, the proportion of Francophones is also extremely high in two administrative groups (72% and 89%), and we have recommended that the Department set realistic objectives for increasing the representation of Anglophones.

Employees are able to work in French in Quebec, New Brunswick, Manitoba and in the National Capital Region. Since roughly 90% of supervisors in these areas are bilingual, the employees are, for the most part, supervised and evaluated in the official language of their choice. At headquarters and at regional offices in bilingual areas, internal services are provided in French or English. Departmental manuals are available at all offices in both languages.

Our recent audit of the Translation Bureau confirmed that the linguistic situation is reasonably good, and needs only a little push to correct the few problems noted. While the translators provide service in both languages to their clients, telephone reception in many sectors is frequently in French only and a few work documents are also issued only in that language.

Twelve complaints involving the Department were received in 1983, of which five concerned correspondence or press releases in the wrong language and one, the poor quality of French in a news release. A seventh related to bilingual invitation cards addressed to Francophones that were filled out only on the English side. Another two raised minor language-of-work matters and three dealt with unilingual telephone service and a return address stamped in English only on a departmental envelope. One of the complaints regarding correspondence is still under study. All the others were resolved with a high level of co-operation.

## Senate

The pace of language reform in the Senate has slowed this year, and some of the proposed changes anticipated in last year's Report have yet to materialize. The Senate has taken the important step of adopting an official languages policy, and continues to serve Senators and members of the public with relative ease in either language as required. However, serious underlying problems with language of work and the participation of the two language groups have yet to be resolved.

The official languages policy which the Senate adopted late in the year is clear and complete, and has been distributed to all employees. Heads of administrative units have been assigned the responsibility for putting the policy into practice in their divisions, and we hope that 1984 will see the production of realistic plans to deal with long-standing problems.

The Senate is generally well equipped to serve the public in either language. A 1982 survey of its employees' linguistic capabilities revealed that 249 of 395 staff members consider themselves bilingual. The Senate should however identify positions requiring a knowledge of both languages on a more formal basis and test the skills of the staff involved.

Although Francophones account for a substantial number of Senate employees, French is not widely used as a language of work. Historically, the Senate administration has functioned mainly in English, and to date it has not taken adequate steps to change that situation. In the administration and personnel sectors, five of 12 employees are unilingual English, most of them at the upper levels. Although central services can be offered in either language, supervision in French is weak.

Participation of the two language groups is well balanced at senior levels (71% Anglophone and 29% Francophone). In the Administrative Support and Operational categories, however, these proportions are more or less reversed (38% Anglophone and 62% Francophone). Since most employees are in the latter sectors, the overall participation of the two linguistic groups breaks out at 58% Francophone and 42% Anglophone. The Senate should work at redressing these imbalances.

We received three complaints about the Senate this year. One concerned unilingual English telephone reception, and a second noted a spelling error in the French text of the engraved copper plaques identifying the portraits of former government leaders. The third related to the quality of the French text of a press release. All three were resolved satisfactorily.

## Social Development

The Ministry of State for Social Development has few dealings with the general public, and it has been able to maintain adequate bilingual services in its business with client departments over the year. In large measure, this is a result of the fact that 99% (71 of 72) of employees in bilingual positions can function at the intermediate or advanced level of linguistic proficiency.

English continues to be the main language of work at the Ministry. This is explained in part by the fact that approximately 80% of the documents received from other departments are in English and that only four of the 12 employees in the Management category are French-speaking. However, employees are generally able to obtain their performance appraisals in their preferred language.

The Ministry has a rather high proportion of Francophones (35 of 93, or 38%), almost two-thirds of whom are found in the Administrative Support category where they account for 22 of 40. The Ministry should address itself to these imbalances.

*No complaints were received against the Ministry in 1983.*

## **Social Sciences and Humanities Research Council**

The Social Sciences and Humanities Research Council deserves commendation for its continuing ability to serve the public well in both official languages and for ensuring that its employees can work in the language of their choice.

Virtually the entire Council staff is bilingual, and every position requires a knowledge of English and French. Only a few employees do not meet the language requirements of their positions, and language training is arranged for those who need to become more proficient in their second language.

The Council's publications and forms are in both official languages as a general rule. However, certain background documents and reports are published in the author's language only — usually English. The Council often publishes summaries of these reports in both languages, a practice which we trust will become universal.

The Council currently has 60 Francophone and 38 Anglophone employees. Overall Anglophone participation increased slightly in 1983, and there is now better balance among the 12 executives, seven of whom are Anglophones. In the Administrative Support category, however, there has been little change since last year due to a low employee turnover rate; consequently, Anglophones are still seriously under-represented in this category where they number 11 of 43. The Council should persevere in its efforts to correct these imbalances.

The linguistic climate at the Council is such that employees can work in the official language of their choice. For example, work documents and central services are available in both languages, administrative memoranda to staff are bilingual, and participants at meetings are free to use either English or French. We noted in last year's Report, however, that some employees are evaluated in their second language; the Council maintains that staff are aware of the policy with respect to the language of annual ratings and are asked to indicate their preferred language of evaluation. Nevertheless, we encourage management to take a closer look at the matter, perhaps as part of a survey of employee satisfaction with the language-of-work regime.

We received only one complaint concerning the Council in 1983. It dealt with reception services provided in English only by a temporary employee, and was quickly resolved.

## **Solicitor General**

We have not observed much in the way of linguistic progress in the Secretariat of the Department of the Solicitor General, despite the need for considerable catching up. It still needs to improve its bilingual capacity to serve the public consistently in both languages and has also failed to come to grips with various language-of-work and participation problems of long standing.

The Secretariat provides bilingual services at three of its five regional offices (Moncton, Montreal and Toronto) where demand is deemed to be significant. Following a complaint received last year, measures have been taken to ensure that students participating in the Summer Canada programme can offer bilingual services in appropriate regions. Closer to home, however, security guards at the main entrance to the Ottawa headquarters cannot always communicate with visitors in French.

Although 70% of the 219 employees occupy bilingual positions, and 85% of them meet the prescribed language requirements, there could be room for improvement in the quality of service provided both to the general public and to employees of the Secretariat. The problem stems from the fact that few positions require a superior knowledge of both languages. Following our recommendations, the Secretariat raised the linguistic standards of nine positions, but that is as far as they got.

This basically unhealthy situation also has repercussions for language of work. English is still the main language of internal communications at headquarters because of the limited knowledge of French of many employees, and the Secretariat has done little to meet the objectives contained in its language plan. Last year, we noted that only 5% of performance appraisals were prepared in French. This year, the Secretariat could not provide us with an update but the performance appraisal form is soon to be amended to enable employees to indicate their language preference.

Overall, Francophone representation fell slightly in 1983, to 27%. The decrease was felt most in the Administration and Foreign Service category, from 30% to 25% (21 of 85). In the Scientific and Professional category, there was no appreciable change this year, with Francophones amounting to only three of 31 employees. Nevertheless, Francophone presence in the Management category remained at a respectable 28%.

No complaints were received against the Secretariat in 1983. As noted above, the one under study at the end of last year has been satisfactorily resolved.

## **Standards Council of Canada**

The Standards Council of Canada has made modest gains across the language board over the year in review. Its bilingual capability has increased slightly, French is used more at work, and participation rates are better. However, it has yet to issue an official languages policy or to develop an adequate system for monitoring developments in this area.

Twenty-six of the Council's 74 employees are bilingual and it has no difficulty providing bilingual service to the general public. Staff have been reminded that correspondence is to be answered in the language in which it is received. However, the Council should also take steps to record systematically the language preference of members of standardization committees, and to deal with them accordingly.

The Council has begun to make a number of internal forms bilingual, and central services are more readily available in both languages. French is used as a language of work in the Education and Information Branch as well as in the Executive and Administration Branch but has little currency elsewhere, owing in part to the nature of the work and in part to the fact that several supervisors do not know the language. The Council has sought to bring about change in this regard by providing language training and by declaring Tuesdays and Thursdays "French days" for the purpose of second-language practice.

Fifty-seven of the Council's employees are Anglophones and 17 are Francophones (23%). The five director positions are occupied by Anglophones, which is not a satisfactory situation, but elsewhere Francophone participation has improved.

No complaints were received against the Council this year.

## **Statistics Canada**

Generally speaking, Statistics Canada has reason to be pleased with its linguistic performance. It serves a large and varied clientele reasonably well in both English and French and is gradually removing impediments to the use of French as a language of work.

About 47% of Statistics Canada's 4,662 positions are classified bilingual and over 80% of the employees in them are linguistically qualified. The Bureau as a whole is generally able to communicate with its clients, orally and in writing, in the language of their choice. However, telephone reception and counter services are not provided consistently in both languages at headquarters and in a number of regional offices.

Statistics Canada employs some 3,000 Anglophones and 1,600 plus Francophones. Francophone participation, although stable at 20% among senior managers, has continued its upward trend in the Scientific and Professional category, where it stands at about 26%, and is above average in all other categories. On the other hand, Anglophone participation is unacceptably low in the Operational category (15 of 35), as well as in the Montreal office (2 of 56) and a new Sturgeon Falls

office which provides services to Northern and Eastern Ontario (4 of 16). As positions become vacant, the Bureau should make a serious effort to correct these inequalities.

English is the principal language of work of most employees located outside Quebec. The Bureau has, however, continued to promote the use of French as a language of work by providing an in-house French-to-English translation service and by maintaining its second-language development programme for unilingual supervisors. It is also directing its attention to a number of problems identified by new Francophone scientific staff, for example, the lack of French at committee meetings and the fact that certain internal documents are not available in that language. These are useful developments but we encourage the Bureau to move more forcefully to improve the status of French as a working language.

We received 10 complaints against Statistics Canada in 1983: nine dealt with various services provided in English only and one concerned a unilingual English internal memo. At year's end, three complaints were still under review and the rest had been satisfactorily resolved.

## **Supply and Services**

The Department of Supply and Services continues with commendable consistency to provide its multifarious services in the language of the client's choice. The Department has, however, not made much headway in increasing the use of French as a language of work outside Quebec. It has also done little to increase the number of Anglophone employees in Quebec, who at last count numbered an unacceptably low 27 out of 800.

The Supply Administration, which also includes the Government's printing and publishing operations, has 4,853 employees, of whom 2,046 (42%) occupy bilingual positions and 1,805 (88%) are qualified at the appropriate level. We are pleased to report that the level of second-language requirements has been raised in many cases, bringing down to 253 the number of public-contact positions at the lowest level. However, the Export Supply Directorate, which handles commercial and defence-related sales to foreign customers for the Canadian Commercial Corporation, has not yet fixed the language requirements for its 91 positions or tested employees' knowledge of their second official language.

Suppliers have been asked to state their language preferences and this information has been recorded. Steps are now being taken to prevent departments from submitting contract specifications in only one language, a practice which has gone on for far too long. About 90% of government departments and agencies deal with the Supply Administration in English — a reminder that they can be served in either official language would seem to be in order.

Three developments are expected to lead to a greater use of French as a language of work: the recent reorganization, which stresses managers' accountability for all facets of their work including language; Treasury Board's study of the Administration's language-of-work problems; and the new policy it has adopted on communications with the Quebec region.

The proportion of Francophones is a rather high 41% overall, which nevertheless represents a slight drop from last year. They are, however, under-represented in management (19.6%) and more seriously so in the Science and Engineering Procurement Service. On the other side of the ledger, Anglophones account for only 37.6% of the Operational category.

Four complaints were received in 1983 concerning the Supply Administration of which three were settled. One dealt with an English publication mailed to a Francophone association, another with poor French in a letter, and one with forms with the return address in English only. The fourth, which alleged that Francophone suppliers were getting communications of all kinds in English, is under investigation. So are two complaints carried over from last year: one is concerned with contract specifications and the other with the service provided by authorized agents for government publications in the National Capital. Co-operation is generally satisfactory, but somewhat slow.

The Services Administration has 5,612 employees, of whom 1,814 occupy bilingual positions (32%) and 1,563 meet the language qualifications (86%). During the year, it has raised the second-language levels for many of these positions and tightened up its procedures for covering off employees who are not qualified at the proper level.

The Administration has innumerable dealings with the public but they are mostly of a rather impersonal kind, such as issuing cheques to government employees, pensioners and suppliers. However, it also has public information centres in major cities, all of which have bilingual employees on staff. During the year, lists of its *offices providing bilingual services appeared in official-language minority newspapers across the country and visitors will be invited to comment on the linguistic quality of the services they receive.*

Like its Supply twin, the Services Administration is striving to increase the use of French as a language of work outside Quebec, and to ensure that headquarters communicates with Francophone employees in Quebec in French or both official languages. Surveys on the use of the two languages at work revealed that only half of the respondents could count on being able to use the language of their choice with their supervisors, and 43% of them said that the meetings they attended were conducted in one language. Administrative services were often not available in French, but nearly all respondents received appraisals in the language they requested.

The percentages of Anglophones and Francophones at the end of the year were 63.2% and 36.8% respectively. However, the proportion of Francophones in management remained low at 19.8% (21 of 106), and in Quebec the number of Anglophone employees improved only marginally to a mere 3.7%.

Seven complaints were received in 1983. They covered a variety of subjects, including grammatical errors in French texts, a failure to provide French versions of memoranda and job descriptions, and a lack of telephone reception in English in Montreal. Five have been resolved. The Administration's performance in this regard has been satisfactory.

## **Supreme Court of Canada**

The Supreme Court moved decisively in a number of areas this year to polish the linguistic quality of its services to the public. However, our recent audit revealed that unless the administration devotes more attention to other aspects of the programme, its weaknesses in the internal work situation and in Anglophone-Francophone participation are likely to persist.

The Court is generally able to serve the public in both languages, thanks mainly to improved bilingual reception and telephone services. We are particularly pleased to note that simultaneous interpretation is now provided for all court hearings, a move of considerable symbolic importance which we have recommended for some time. In addition, the Court has decided as a matter of policy to publish all reasons for decision simultaneously in both languages.

Unfortunately, we cannot be so positive regarding the internal language situation of the Court's administrative apparatus. Few of the necessary structural elements have been put in place, and despite a high proportion of Francophone employees, French has little currency as a language of internal communications. Meetings are held almost exclusively in English and some work documents are not available in French. This situation is no doubt due in part to the Court's traditionally English work environment, but we also found that some supervisory positions, as well as others involved in the provision of services to various work units, require only a knowledge of English. The Court should have a second look at these positions, and where appropriate, offer second language training as a matter of priority to the staff involved.

Forty-one of the Court's 63 employees occupy bilingual positions and now all but five have the requisite skills. The overall percentage of French mother-tongue employees remained the same as last year at 59%. Although we appreciate the Court's efforts to maintain a high level of bilingualism, we urge it to review its staffing methods so that bilingual Anglophones are encouraged to compete for positions at all levels.

The only complaint received this year concerned delays in translating reasons for decisions, an issue already discussed above.

## **Tariff Board**

The Tariff Board, which we audited this year, is a court of record that hears appeals on such matters as excise taxes, tariff classification, value for duty, and dumping. It consists of a chairman and six members, and has a staff of 28.

Since 16 staff positions require a knowledge of French and English and all but one incumbent meet the requirements, the Board is able to deal with the public in either official language without difficulty. As for the Board itself, simultaneous interpretation is used for the five per cent or so of appeals heard in French.

The Research Directorate operates mainly in English and only one of the seven enquiry managers in the Directorate is bilingual. As a result, most of the Board's

work is conducted in English which is also the prevailing language at staff and management meetings. We have recommended that the Board take measures to foster a greater use of French on the job.

Although Anglophones and Francophones are employed in equal numbers at the Board, their distribution is uneven. Only two of the Research Directorate's 15 employees are Francophone, for example, and half the Board's Anglophone employees are in senior positions while only 13% of the Francophones have a similar status. The Board should try to correct these imbalances.

No complaints were lodged against the Tariff Board this year.

## **Tax Court of Canada**

In July 1983, the former Tax Review Board became the Tax Court of Canada. The new Court, which like its predecessor, will deal with income tax cases and with appeals relating to other tax matters, will have 13 judges. Staff will increase from 35 to 62.

While it is too early to predict with certainty what effect this growth will have on official language matters, there is no reason to doubt that the Court will maintain its good record. However, it should consolidate its progress by developing a language policy adapted specifically to its needs and by ensuring that its new Rules clearly define the public's right to obtain service in either official language.

All but two of the nine judges appointed thus far are bilingual and can hear cases in English or French. Furthermore, 24 of 25 employees in bilingual positions meet the language requirements. There would thus appear to be no problem for the Court in operating in both languages. We are also pleased to report that steps have been taken to speed up the translation of decisions.

The Court has implemented measures to give effect to our 1983 audit recommendation concerning the use of French as a language of work and supervision. Annual appraisals are provided in the language of the employee's choice and either language may be spoken at meetings. Both French and English are now used systematically in written communications.

Participation rates have changed little since last year: Francophones still make up 59% of staff and Anglophones 41%. However, the Court is optimistic that future growth will provide opportunities to redress the balance.

No complaints were received against the Court in 1983.

## **Teleglobe**

Teleglobe Canada continues to live up to its reputation as a first-class performer in the official languages field.

The Company has few contacts with the general public, its clientele consisting mainly of large commercial and industrial firms, suppliers and foreign governments. Its policy is to respond to all requests for service in the language of the client. Since 46 % of its personnel is bilingual, it has no trouble doing so.

In order to increase the use of French in the telecommunications field, Teleglobe has published a *Bilingual Dictionary of International Telecommunications* as well as a telex glossary. In addition, managers regularly meet with employees to explain language-of-work objectives and to work out practical ways of attaining them.

Although English continues to dominate as the international language of telecommunications, French maintains its place as a language of work within the Corporation. At head office and in the divisions located in Quebec, both French and English are used for internal communications and at meetings. French is the main language of work in the Personnel, Administration and Public Relations divisions, whereas English is more commonly used in technical and scientific sectors. All work documents are available in both languages.

The Company has 1,367 employees, of whom 699 (51 %) are Anglophones and 668 (49 %) Francophones. These percentages are unchanged from last year. Francophone and Anglophone representation is close to the overall ratio in all employment categories except Administrative Support, where Francophones represent 70 % of the staff, and in Administration and Foreign Service, where 67 % of the employees are Anglophones.

Two complaints were lodged against Teleglobe in 1983. The first concerned a study report submitted to union representatives in English only, the second a unilingual English advertisement published in a bilingual magazine.

## **Transport**

The Department of Transport made mostly positive moves in the language area in 1983. Measures were taken, for example, to improve the linguistic services offered by concessionaires in airports; the Department gained some ground in redressing participation imbalances; a revised departmental language policy was issued to all managers; and an explanatory brochure was also distributed to all employees.

In the 28 airports surveyed by the Department, signage corrections are proceeding according to schedule. Thirteen are completely bilingual and five have an 80 % rating. In Vancouver and Edmonton, these corrections have been included in the renovation programme currently underway.

Early in the year, the Department raised the language requirements for services offered on its behalf by concessionaires in international airports and in those located in bilingual regions. All contracts signed after September 1, 1983 contain enforceable clauses regarding these standards and similar conditions.

Air traffic control in Quebec is already available in both languages for visual flight rules, and final checks are being conducted in simulators to enable instrument

flight control to be bilingual throughout the province by October 1984. It is perhaps instructive to note how matters which were once the source of raging controversy are now part of regular administrative routine.

In the marine sector, the Coast Guard now has a telephone number in the Toronto directory at which information is available in French. It already has a number of services available in both languages in New Brunswick and Nova Scotia, and plans to assess demand for French in the Central and Newfoundland regions.

The Department has 4,338 bilingual positions of which 83.5% are filled by personnel with the requisite language skills. This marks a fair improvement of 3.5% over 1982. In New Brunswick, however, only 12.9% of the positions are bilingual, although a modest increase was registered over last year. In the West, the situation is worse: although the number of bilingual positions increased in British Columbia, the proportion of positions requiring a knowledge of both languages is still only a minuscule 0.35% (17 of 4,919).

With regard to work patterns inside the organization, written communications between headquarters and the Quebec Region have improved considerably. Review procedures at the headquarters and regional levels have proved useful and will be tightened further. Employees in the National Capital Region are given periodic reminders of their linguistic obligations.

Translation of the manuals for the Pierre-Radisson ice-breaker is forging ahead. Ninety-eight of the 167 volumes are already in the hands of users, and validation of the remaining 69 is planned for the end of 1984. A number of lexicons and updated publications concerning marine, surface and air transportation have also been published.

Francophone participation at Transport increased slightly again this year (by 1% to 22.6%). The increase was 1.4% for executives (to 25.8%), but the Management category as a whole lost 0.5% to a low 18.7%. Anglophone participation in Quebec also declined from 8.5% to 7.2%, and while the number of Francophones rose by 0.9% in Prince Edward Island and Nova Scotia, the percentage in New Brunswick remained stable at a very low 13%. Vigorous measures should be taken to check these disturbing trends.

The major concern expressed this year in complaints from travellers was again signage and service in airports (14 out of 36). With the Department's co-operation, we were able to close 51 files, 31 of which were carried over from last year.

## **Treasury Board**

While we may take issue from time to time with the Treasury Board Secretariat as leader of the bilingualism band, it is playing a respectable tune as far as its internal operations are concerned. On the whole, participation of the two language groups is reasonably balanced, and French is now used more frequently as a language of work. However, the Secretariat continues to have problems communicating with departments in both languages.

The Secretariat's language programme is well established. Managers are actively involved in planning and carrying out activities related to official languages, and the Secretariat keeps a close watch on the situation through such means as an annual survey on language of work.

Treasury Board has all the capacity it needs to serve departments in their preferred language; nearly three-quarters of its 768 occupied positions are designated bilingual and 87.5% of the personnel involved are qualified at the appropriate level.

In April of this year, the Secretariat issued a directive requiring that all decision letters issued by the Board and all submissions from departments be in a bilingual format. During the past two years, a task force has been looking into other aspects of central agency communications with departments such as guidelines, directives and meetings. The Secretariat itself is not immune from difficulties in this area, and we also continue to receive complaints that it tends to ignore the needs of Franco-phone participants at conferences and information sessions.

The Secretariat does well in encouraging the use of both languages within its own offices. It has taken some interesting initiatives in this area, including identifying the language employees prefer to be supervised in, and developing language training plans for supervisors who have difficulty complying with these requests. The Program Branch has also begun conducting a portion of each of its regular in-house briefing sessions in French.

Participation of the two language groups at the Secretariat is balanced overall (66% Anglophone and 34% Francophone), but out of whack in certain branches and occupational groups. Francophones are in a majority in the Official Languages Branch (44 out of 65) and the Administration Branch (60 out of 112), but somewhat under-represented in the Program Branch (33 out of 153) and very much so in the Scientific and Professional category (3 out of 31). Participation is balanced at the executive level (75% Anglophone and 25% Francophone), but Francophones are under-represented among other senior officers (19%) and over-represented in Administrative Support (54%). The Secretariat is aware of these inequities and has established 1985-86 as the target date for rectifying imbalances; we look forward to learning in greater detail how they propose to go about it.

Seven complaints were filed against the Treasury Board this year. One concerned inadequate service in French from insurance companies operating under the Group Surgical Medical Insurance Plan and another dealt with the poor quality of French used in the Board's own documents on the plan. These two were quickly resolved. A third complaint called into question the Board's policy on the use of two language versions of place names. Three others were filed following a training session for federal personnel officers, which took place almost entirely in English. Late in the year we received a complaint about a unilingual English security guard. The latter are still under study.

## Veterans Affairs

The saga of the Department of Veterans Affairs head office move to Charlottetown should finally be over by the end of 1984. Meanwhile, there are numerous problems associated with the transfer which continue to impede significant progress in the official languages field.

Service in both languages is usually available in the bilingual areas of Canada. There are a few bilingual employees elsewhere but since no bilingual positions have been established west of Manitoba, one cannot but question the adequacy and consistency of service in those areas. While 1,204 employees (32%) occupy bilingual positions and about 1,000 meet the requirements, one-quarter of these positions require only an elementary level of second-language proficiency. It is also anomalous, to say the least, that bilingual counsellors who work in field offices in Quebec are generally required to have the highest level of knowledge of both languages, while those in Ontario offices need only the intermediate level.

Nevertheless, there is a brighter side: publications are bilingual, for example, and the Department makes an effort to invite clients to use their preferred language. We should also report that considerable progress has been made with regard to essentially unilingual English road signs directing visitors to Canadian war cemeteries in France. The Commonwealth War Graves Commission has now agreed to add French to the directional signs connected with 18 cemeteries that have a strong association with Canada. Work on this project is expected to commence shortly and we commend the Department for its assistance in bringing about a solution to this long-standing problem. We have also reported elsewhere on the matter of bilingual plaques and inscriptions in the Memorial Chapel in the Parliament buildings; it was announced in the spring that the Books of Remembrance would be preserved as they are, while other options for establishing a more suitable balance between the two languages would be canvassed. At year's end we were awaiting further developments.

Participation rates for Anglophones and Francophones in the Department as a whole are 58% and 42% respectively. Francophones are under-represented in the Management (15%) and Administrative and Foreign Service categories (20%), and are over-represented in most other categories.

From a regional standpoint, it should be noted that almost one-third of the Department's employees work at Ste-Anne's Hospital in Montreal. Anglophones represent only 13% of the hospital's staff, mainly in the Scientific and Professional category. On the other hand, in field offices in some other provinces, Francophones are scarcely to be found: one of 226 in British Columbia, for example, six of 187 in Manitoba, and five of 170 in Nova Scotia. At head office in Charlottetown, the proportion of Francophones has dropped since last year from 21% to 19%.

The Department feels that the language-of-work situation is stable and that there is some opportunity for employees to work in French in Ottawa, Charlottetown, New Brunswick and Quebec; we are in the midst of conducting an audit and will have more precise information when it is completed. Meanwhile, most work documents are available in both official languages, and in Ottawa and Charlottetown internal services are bilingual.

The language situation is relatively good in the four agencies associated with Veterans Affairs: the Bureau of Pensions Advocates, the Canadian Pension Commission, the Pension Review Board and the War Veterans Allowance Board. Nevertheless, each should ensure that employees are familiar with the official languages policy, and should develop a reasonable monitoring system. The two larger agencies, the Bureau of Pensions Advocates with 120 employees, and the Canadian Pension Commission with 354, should offer service more spontaneously in French in Toronto and Winnipeg. They should also move to correct their relatively low Francophone representation (21% at the Bureau and 22.6% at the Commission). There are no Anglophones among the Commission's 18 employees in Quebec, and this imbalance should be dealt with as a matter of priority.

Three complaints were received against the Department, one of which has been settled. Of the two outstanding complaints, one concerned the use of unilingual Anglophone counsellors in the Peace River area of Alberta and the other, received at year's end, related to unilingual telephone reception at North Bay.

## **Via Rail**

Laying tracks through the Rockies more than a century ago must have been easy compared with the difficulties Via Rail still seems to have in meeting its linguistic obligations to Canadian travellers, for whom receiving services from Via in the language of one's choice continues to be a highly unpredictable affair.

Written communications constitute a happy exception to this general rule, as timetables and signage are bilingual and correspondence is normally in the language of the customer's choice. The spoken word, however, is another affair. Not only are there too few bilingual ticket agents in train stations, but Via's instructions that they should call on a colleague when necessary or connect customers with ReserVia system are not uniformly followed. This inevitably leads to dissatisfied customers.

Service on board Via trains has fared no better. Not only have union and management failed for yet another year to reach agreement on the seniority versus language requirements issue, but some of the Corporation's backup arrangements for providing service in French are also plagued with problems. Cassettes containing bilingual messages sometimes "miss the train"; and those that do make it are not always guaranteed airtime by train crews, who may instead opt for live, unilingual announcements. The Corporation should take immediate action to deal with these long-standing sources of annoyance to its passengers: even the most understanding public can tolerate "technical difficulties" for only so long.

Progress on the participation front is difficult to assess. Via has provided us with data in the unionized category only for public-contact employees, which leaves 848 of 2,585 unionized employees unaccounted for. Of those who were included, Francophones represent 20.3% of employees on trains, 25.7% in stations and 35.6% of the marketing staff. Thirty-two per cent of the remaining 1,055 non-unionized employees are Francophone, and over 90% of them work at headquarters or Via Quebec. The low Francophone participation at Via Ontario headquarters (5 out of 196 employees) is deserving of the Corporation's attention.

The internal language regime is unbalanced. Although work documents and training are becoming more and more available in both languages, Via Quebec employees are sometimes unable to get service in French from regional headquarters in Montreal.

There were 32 complaints against Via in 1983. Seven concerned the Ottawa station, where the availability of service in both languages should no longer be an issue. The Corporation has informed us that language training is scheduled for several employees at that location in 1984, and we await the promised improvements. Of the remaining complaints, 13 dealt with service on board trains, especially the Montreal-Ottawa route which once again failed to improve its poor record. Although most complaints were taken seriously enough, Via's previously relaxed attitude toward complaints occasionally resurfaced. In a letter to one complainant, Via concluded with the words: "In addition, union seniority rights do have, as you know, rather high priority." One wonders where on its scale of priorities Via would put the Official Languages Act, not to speak of the Charter of Rights, both of which oblige the Company to provide bilingual services to Canadians.



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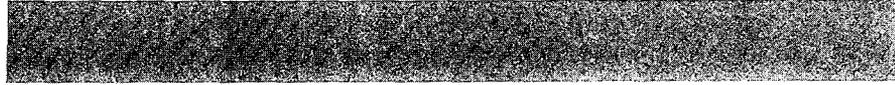
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# **APPENDICES**

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**SUMMARY OF THE GOVERNMENT'S RESPONSE TO THE  
RECOMMENDATIONS OF THE SPECIAL JOINT COMMITTEE  
OF THE SENATE AND OF THE HOUSE OF COMMONS ON  
OFFICIAL LANGUAGES.**



Recommendations	Response
<p>1. "That Section 2 of the Official Languages Act be amended so as to establish the declaratory and executory nature of the Act."</p> <p>"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."</p>	<p>Taken under advisement; the <i>entrenchment of official languages</i> rights in the Charter of Rights, reflects the principles outlined in this recommendation. Subsection 52(1) of the Constitution Act, 1982 and the <i>official languages</i> provisions of the Charter have primacy over any federal enactment. Moreover, Section 24 of the Charter leaves no doubt that the linguistic rights guaranteed by the Constitution are enforceable in the courts.</p>
<p>2. "That the Official Languages Act be amended so as to remove all references to federal bilingual districts."</p>	<p>Accepted; the Act will thus conform to the Charter.</p>
<p>3. "That Section 9 of the Official Languages Act be amended to:</p> <p>a) delete the words 'and at each of its principal offices in a federal bilingual district established under this Act' and 'to the extent it is feasible to do so';</p> <p>b) include the concept of 'where there is significant demand and/or where numbers warrant';</p> <p>c) include the concept of 'active offer of service'."</p>	<p>Accepted; the recommendation flows from the Charter's official languages provisions.</p> <p>The 'where numbers warrant' concept is not accepted here; it is inconsistent with Section 20 of the Charter.</p> <p>The concept itself is fully endorsed, but implementation requires flexibility to tailor it to the nature of the services, the needs of the clientele, and the circumstances of the federal agency involved. Legislation applicable to all federal offices would not offer this flexibility. Rather, progress is furthered by continued use of policy instruments which can be developed to reflect existing realities and concentrate on areas of greatest need.</p>
<p>4. "That locations 'where numbers warrant' and locations 'where there is significant demand' be</p>	<p>There is nothing to prevent the Commissioner from reporting to Parliament on these subjects; such</p>

determined by the Governor in Council upon recommendation by the Commissioner of Official Languages and that the appropriate regulations be passed under Section 35 of the Official Languages Act.”

reports could then be assessed by the Committee, which could draw its own conclusions. But as a critic of Government, the Commissioner cannot also be advisor to the executive.

5. “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.”

The same as for No. 4, above.

6. “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 the 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.”

The same as for No. 1, above.

7. “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.”

The Government supports the aim, but the suggested amendment is narrower than the preferred overall goal of continuing to build a public service with which all Canadians can relate.

8. “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.”

The Government remains committed to the choice of language of work and recognizes the need to clarify the matter. But the linguistic situation is a good deal less straightforward than the recommendation appears to recognize. The Government is reassured by the growing number of bilingual officials who are using their second

- language and wishes to respect their desire to avoid situations which require almost exclusive first or second language use. The Government will press for improvements under the present regime.
9. "That the Official Languages Act be amended to state clearly that its provisions apply to Crown corporations and their subsidiary corporations as well as to mixed enterprises."
- There are significant legal problems involved in the blanket application of the Act to all these enterprises. However the Government agrees that, in general, wholly owned entities should respect official languages policies. The Treasury Board is to pursue this matter.
10. "That the Official Languages Act be amended to stipulate that all federal-provincial agreements entered into by the Parliament or Government of Canada be drawn up in both official languages."
- Accepted in principle. The Government intends to ensure this principle when a subject is likely to be of interest to the public or where other factors make it desirable that the agreement be drawn up in both languages. The Federal-Provincial Relations Office is to develop this policy further.
11. "That a new section be added to the Official Languages Act to stipulate that nothing in this Act shall be interpreted so as to affect adversely the use, preservation and enhancement of any other language in use by Canadians."
- To keep under advisement. Existing Section 38 of the Act is in conformity with Section 22 of the Charter on this point and need not be amended.
12. "That the Official Languages Act be amended to stipulate that:
- a) the provisions of the Financial Administration Act with respect to the division of appropriations into allotments do not apply in respect of appropriations for the Office of the Commissioner of Official Languages;
  - b) the Commissioner of Official Languages is authorized to assume the responsibilities and exercise, as far as his office staff is concerned, the powers and duties respecting personnel management conferred upon the Treasury Board under the Financial Administration Act."
- No objections to greater autonomy and flexibility for the Commissioner; but this can be accomplished administratively without recourse to legislation. The Treasury Board will pursue this with the Commissioner.

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| 13. "That Section 22 of the Official Languages Act be amended to stipulate that the Commissioner of Official Languages should, within the limits of his budget, be free to award contracts for professional services and to fix and pay the remuneration and expenses for such services without obtaining the approval of Treasury Board."   | The same as for No. 12, above.  |
| 14. "That the Official Languages Act be amended to stipulate that the Commissioner of Official Languages may make a special report to Parliament in cases where he considers that the amounts allocated to his Office in the estimates submitted to Parliament are insufficient for him to carry out his duties."  | The Commissioner has adequate opportunity to register with the Committee any views on inadequacy of the funds allotted to his Office. |
| 15. "That the Official Languages Act be amended to stipulate that the Commissioner of Official Languages shall receive a salary equal to that of a puisne judge of the Supreme Court of Canada."   | The Government will reconsider the Commissioner's salary when a review is conducted of like positions.                                |
| 16. "That the Official Languages Act be amended to include a clause giving the Commissioner immunity from any legal action that might arise from anything he may do in good faith in the exercise of his duties as provided in the Official Languages Act."  | Accepted; the Commissioner should be protected in his duties from the judicial process.   |
| 17. "That the Official Languages Act be amended to stipulate that the Commissioner may, on his own initiative and as he judges appropriate, carry out or cause to have carried out studies or investigations of the performance of institutions of the Parliament and Government of Canada in ensuring recognition of the equal status of the two official languages in the administration of their activities, and may publish or cause to be published, independently of any other reports provided for in this Act, reports drawn up on the basis of such studies or investigations." | The Official Languages Act already authorizes the conduct of studies and the publication of reports by the Commissioner.              |

18. "That Section 28 of the Official Languages Act be amended to stipulate that in cases where the Commissioner of Official Languages deems it necessary in view of the circumstances, he may cause a public hearing to be held in a manner which he judges appropriate and that the identity of the complainant shall not be divulged without his or her written consent."

Any matter requiring public hearings should be drawn to the attention of the Committee; hearings could then be held under its auspices.

19. "That a Standing Joint Committee on Official Languages be created as soon as possible, such Committee to be composed of a maximum of fifteen members and authorized to hire staff, to which would be referred automatically once tabled all of the reports of the Commissioner of Official Languages as well as all other questions pertaining to official languages policy and programs."

Accepted; the Government supports without reservation the granting of permanent status to the Committee.

- "That the government instruct Petro-Canada, as a Crown Corporation created as an instrument of government policy, to comply with the Official Languages Act and the Charter of Rights and Freedoms by erecting bilingual signs in all locations where there is a clientele requiring services in both official languages." (*From the Sixth Report.*)

Accepted; Petro-Canada will be instructed to do all that is within its capability to facilitate the use of bilingual signs.

## OFFICIAL LANGUAGES PROGRAMMES

1

Spending Estimates and Person-Years Allocated to Official Languages Programmes Outside and Inside the Federal Public Service, 1982-83 and 1983-84

	1982-83		1983-84	
	Revised estimates (\$ 000)	Person-years	Revised estimates (\$ 000)	Person-years
<b>EXTERNAL: PAYMENTS TO PROVINCES AND ORGANIZATIONS</b>				
<b>Secretary of State</b>				
• Formula payments to provinces for minority- and second-language education	140,000		140,000	
• Grants for youth-oriented language education programmes	36,095		42,161	
• Grants to official-language minority groups	21,000		21,000	
• Grants for bilingualism development programmes	1,899		1,899	
• Operating expenditures	3,227	58	2,866	56
<b>National Capital Commission</b>				
• Contributions to bilingualism programmes	300		300	1
<b>Commissioner of Official Languages</b>				
	7,786	133	9,515	133
<b>Sub-total</b>	<b>210,307</b>	<b>191</b>	<b>217,741</b>	<b>190</b>
<b>INTERNAL: PUBLIC SERVICE AND ARMED FORCES PROGRAMMES</b>				
<b>Treasury Board</b>				
• Official Languages Branch	4,531	67	4,735	67
<b>Public Service Commission</b>				
• Language training	29,210	752	33,901	744
• Administration and other programmes	5,604	166 <sup>a</sup>	6,338	146
<b>Secretary of State</b>				
• Translation Bureau	76,758	1,845	81,869	1,834
<b>Other departments and agencies</b>				
	67,952 <sup>b</sup>	738 <sup>b</sup>	72,311	762
<b>Armed Forces</b>				
	62,546	1,835	37,691 <sup>c</sup>	987
<b>Sub-total</b>	<b>246,601</b>	<b>5,403</b>	<b>236,845</b>	<b>4,549</b>
<b>TOTAL</b>	<b>456,908</b>	<b>5,594</b>	<b>454,586</b>	<b>4,739</b>

<sup>a</sup> Includes former language teachers reassigned through the Career Orientation Programme.

<sup>b</sup> No longer includes replacements for employees undergoing language training.

<sup>c</sup> Salaries and person-years for students who are not replaced while undergoing language training are no longer reported.

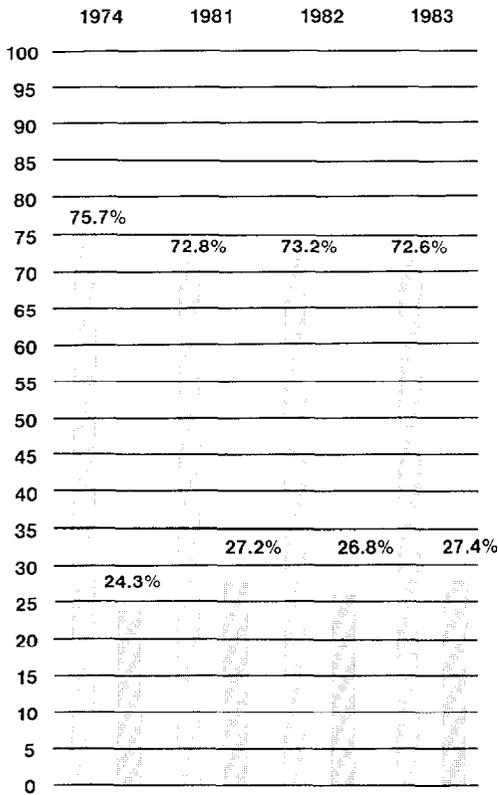
**Sources:** Main Estimates and Supplementary Estimates, 1982-83 and 1983-84, as well as reports from relevant departments and agencies.

**THE TWO OFFICIAL LANGUAGE COMMUNITIES  
IN THE PUBLIC SERVICE OF CANADA**

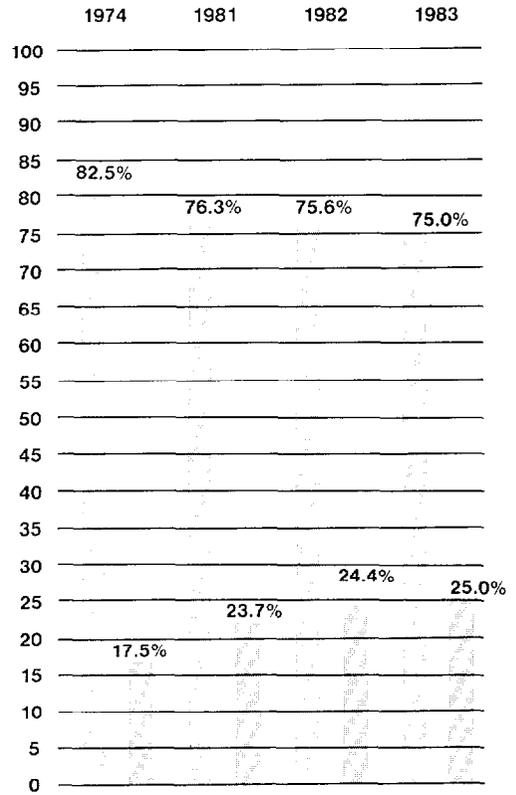
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**Percentage Distribution of Public Servants by First Official Language<sup>a</sup>—All Employment Categories and Officer Categories<sup>b</sup>, 1974, 1981, 1982 and 1983.**

**All categories**



**Officers**



**Anglophones**  
**Francophones**

**Note:** It is interesting to compare the figures in this table with 1965 statistics published by the Royal Commission on Bilingualism and Biculturalism, even though 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.

<sup>a</sup> 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".

<sup>b</sup> 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



ELEMENTARY LEVEL <sup>b</sup>		School population	Second-language enrolment		Instruction time devoted to second language %
			Number	%	
Newfoundland	1970-71	70,187 <sup>c</sup>	21,835	21.4	5.0
	1982-83	92,407	37,518	45.5	6.7
	1983-84 <sup>c</sup>	78,879	36,786	46.6	7.1
Prince Edward Island	1970-71	16,815	3,561	21.2	8.0
	1982-83 <sup>f</sup>	11,129	6,598	59.3	6.3
	1983-84 <sup>d</sup>	10,800	6,350	58.8	6.3
Nova Scotia	1970-71	121,898	12,642	10.4	7.0
	1982-83	91,476	44,588	48.7	7.2
	1983-84 <sup>d</sup>	89,700	43,500	48.5	7.2
New Brunswick	1970-71	61,923	37,305	60.2 <sup>f</sup>	8.0
	1982-83	49,242	31,328	72.4 <sup>f</sup>	9.6
	1983-84 <sup>d</sup>	42,400	31,200	73.6	9.5
Quebec	1970-71	894,026	339,484	41.2	9.0
	1982-83 <sup>f</sup>	509,584	228,750	40.8	10.0
	1983-84 <sup>d</sup>	568,000	223,000	40.0	10.0
Ontario	1970-71	1,256,705	514,173	37.9	7.0
	1982-83 <sup>f</sup>	1,070,554	660,873	61.7	10.3
	1983-84 <sup>d</sup>	1,046,000	648,000	62.0	10.0
Manitoba	1970-71	134,465	39,739	29.6	5.0
	1982-83 <sup>f</sup>	98,291	46,174	47.0	7.7
	1983-84 <sup>d</sup>	96,500	45,800	47.5	8.0
Saskatchewan	1970-71	132,514	6,950	5.2	7.1
	1982-83 <sup>f</sup>	107,220	8,269	7.7	6.6
	1983-84 <sup>c</sup>	107,519	10,613	9.9	6.5

<sup>a</sup> Does not include students for whom the regular language of instruction is English in Quebec and French in the other provinces.

<sup>b</sup> Includes grades K to 6, except Ontario K-8 and British Columbia K-7.

<sup>c</sup> Preliminary figures provided by the Department of Education.

<sup>d</sup> Statistics Canada estimate.

<sup>f</sup> Figures revised since publication of the 1982 Annual Report.

**Source:** Statistics Canada, Elementary and Secondary Education Section.

		School population	Second-language enrolment		Instruction time devoted to second language %
			Number	%	
<b>Alberta</b>	1970-71	290,433	58,235	25.3	6.0
	1982-83 <sup>r</sup>	229,053	50,756	22.2	7.5
	1983-84 <sup>d</sup>	231,000	50,800	22.0	7.5
<b>British Columbia</b>	1970-71	333,340	18,558	5.6	5.0
	1982-83 <sup>r</sup>	293,029	83,747	28.6	5.4
	1983-84 <sup>d</sup>	290,000	82,700	28.5	5.5
<b>TOTAL</b>	<b>1970-71</b>	<b>3,314,995</b>	<b>1,052,482</b>	<b>31.7<sup>r</sup></b>	<b>7.5<sup>d</sup></b>
	<b>1982-83<sup>r</sup></b>	<b>2,587,284</b>	<b>1,198,601</b>	<b>46.3</b>	<b>9.4</b>
	<b>1983-84<sup>d</sup></b>	<b>2,549,798</b>	<b>1,178,749</b>	<b>46.2</b>	<b>9.2</b>

**SECONDARY LEVEL\***

<b>Newfoundland</b>	1970-71	58,853	37,895	64.4	10.0
	1982-83	59,245	34,457	58.2	11.0
	1983-84 <sup>e</sup>	67,204	36,849	54.8	11.3
<b>Prince Edward Island</b>	1970-71	13,008	10,794	83.0	10.0
	1982-83 <sup>r</sup>	12,431	7,336	59.0	10.7
	1983-84 <sup>d</sup>	12,100	7,150	59.1	10.7
<b>Nova Scotia</b>	1970-71	86,615	59,955	70.0	13.0
	1982-83	82,160 <sup>r</sup>	50,591	61.6	12.1
	1983-84 <sup>d</sup>	82,000	50,400	61.5	12.1
<b>New Brunswick</b>	1970-71	53,310	42,708	80.1	12.0
	1982-83	47,280	30,579	64.7	14.6
	1983-84 <sup>d</sup>	45,200	29,200	64.6	14.5

<sup>a</sup> Preliminary figures provided by the Department of Education.

<sup>d</sup> Statistics Canada estimate.

\* Includes grades 7-12, except Ontario 9-13, Quebec 7-11 and British Columbia 8-12.

<sup>r</sup> Figures revised since publication of the *1982 Annual Report*.

**Source:** Statistics Canada, Elementary and Secondary Education Section.

Continued

		School population	Second- language enrolment		Instruction time devoted to second language %
			Number	%	
<b>Quebec</b>	1970-71	515,907	515,846	100.0	14.0
	1982-83 <sup>f</sup>	376,175 <sup>f</sup>	368,651 <sup>f</sup>	98.0	16.0
	1983-84 <sup>d</sup>	362,000	355,000	98.1	16.0
<b>Ontario</b>	1970-71	549,827	269,079	48.9	13.0
	1982-83 <sup>f</sup>	566,044	177,381	31.3	14.6
	1983-84 <sup>d</sup>	555,000	172,000	31.0	14.5
<b>Manitoba</b>	1970-71	102,076	55,640	54.5	10.0
	1982-83 <sup>f</sup>	88,416	34,580	39.1	11.3
	1983-84 <sup>d</sup>	87,500	34,100	39.0	11.3
<b>Saskatchewan</b>	1970-71	113,053	77,928	68.9	10.0
	1982-83 <sup>f</sup>	89,812	38,224	42.6	9.2
	1983-84 <sup>e</sup>	89,009	38,369	43.1	9.2
<b>Alberta</b>	1970-71	195,554	80,607	41.2	10.0
	1982-83 <sup>f</sup>	204,805	55,428	27.1	11.2
	1983-84 <sup>d</sup>	206,000	55,600	27.0	11.2
<b>British Columbia</b>	1970-71	193,651	127,293	65.7	10.0
	1982-83 <sup>f</sup>	198,080	75,414	38.1	11.0
	1983-84 <sup>d</sup>	198,500	75,500	38.0	11.0
<b>TOTAL</b>	<b>1970-71</b>	<b>1,880,854</b>	<b>1,277,745</b>	<b>67.9</b>	<b>12.5<sup>d</sup></b>
	<b>1982-83<sup>f</sup></b>	<b>1,724,448</b>	<b>872,641</b>	<b>50.6</b>	<b>14.0</b>
	<b>1983-84<sup>d</sup></b>	<b>1,704,513</b>	<b>854,168</b>	<b>50.1</b>	<b>13.9</b>

<sup>e</sup> Preliminary figures provided by the Department of Education.

<sup>d</sup> Statistics Canada estimate.

<sup>f</sup> Figures revised since publication of the *1982 Annual Report*.

**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,<sup>a</sup> for Each Province, 1977-78, 1982-83 and 1983-84.**

		Enrolment	Grades	Number of schools
<b>Newfoundland</b>	1977-78	95	k to 2, 6 to 8	3
	1982-83	742	k to 10	10
	1983-84 <sup>b</sup>	970	k to 11	11
<b>Prince Edward Island</b>	1977-78	541	1 to 4, 7, 8	7
	1982-83	1,644 <sup>c</sup>	1 to 12	16 <sup>c</sup>
	1983-84 <sup>c</sup>	1,800	1 to 12	18
<b>Nova Scotia</b>	1977-78	127	p, 1, 6 to 8	3
	1982-83	869	p to 12	15
	1983-84 <sup>c</sup>	880	p to 12	15
<b>New Brunswick</b>	1977-78	3,179	k to 9	34
	1982-83	9,162	k to 12	81
	1983-84 <sup>c</sup>	10,500	k to 12	90
<b>Quebec<sup>a</sup></b>	1977-78	17,800	k to 11	N/A
	1982-83	17,500 <sup>c</sup>	k to 11	N/A
	1983-84 <sup>c</sup>	17,000	k to 11	N/A
<b>Ontario</b>	1977-78 <sup>d</sup>	12,764	k to 8	160
	1982-83 <sup>e</sup>	57,971	k to 13	383
	1983-84 <sup>c</sup>	62,000	k to 13	420
<b>Manitoba</b>	1977-78	1,667	k to 9	13
	1982-83	7,580 <sup>c</sup>	k to 12	50 <sup>c</sup>
	1983-84 <sup>c</sup>	9,000	k to 12	55
<b>Saskatchewan</b>	1977-78	407	k to 8	2
	1982-83	3,061 <sup>f</sup>	k to 12	31 <sup>f</sup>
	1983-84 <sup>b</sup>	3,874	k to 12	36
<b>British Columbia</b>	1977-78	1,301	k to 9	15
	1982-83	8,184 <sup>c</sup>	k to 12	76 <sup>c</sup>
	1983-84 <sup>c</sup>	10,500	k to 12	85
<b>TOTAL</b>	<b>1977-78</b>	<b>37,881</b>		<b>237</b>
	<b>1982-83<sup>e</sup></b>	<b>106,713</b>		<b>662</b>
	<b>1983-84<sup>c</sup></b>	<b>116,524</b>		<b>730</b>

<sup>a</sup> Alberta is excluded since it makes no distinction between programmes designed for Francophones and French immersion programmes for Anglophones.

<sup>b</sup> Preliminary figures provided by the Department of Education.

<sup>c</sup> Statistics Canada estimate.

<sup>d</sup> Includes only programmes in which French is the language of instruction at least 75% of the time.

<sup>e</sup> As in other provinces, French immersion programmes are designed for students whose mother tongue is not French.

<sup>f</sup> Figures revised since publication of the 1982 Annual Report.

N/A No figures available.

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<sup>a</sup>, 1970-71, 1982-83 and 1983-84.**

		Enrolment	Grades	Number of schools
<b>Newfoundland</b>	1970-71	185	k to 10 <sup>e</sup>	1
	1982-83	123	k to 10	2
	1983-84 <sup>b</sup>	103	k to 11	2
<b>Prince Edward Island</b>	1970-71	796	1 to 12 <sup>c</sup>	7
	1982-83	520 <sup>f</sup>	1 to 12	3
	1983-84 <sup>c</sup>	500	1 to 12	3
<b>Nova Scotia</b>	1970-71	7,388	p to 12	32
	1982-83	5,049	p to 12	29
	1983-84 <sup>c</sup>	4,900	p to 12	28
<b>New Brunswick</b>	1970-71	60,679	k to 12	196
	1982-83	48,194	k to 12	157
	1983-84 <sup>c</sup>	48,000	k to 12	157
<b>Quebec</b>	1970-71	248,855	k to 11	519
	1982-83	137,678 <sup>f</sup>	k to 11	416 <sup>f</sup>
	1983-84 <sup>c</sup>	128,000	k to 11	400
<b>Ontario</b>	1970-71	115,869	k to 13	381
	1982-83	93,995 <sup>f</sup>	k to 13	373 <sup>f</sup>
	1983-84 <sup>c</sup>	93,000	k to 13	370
<b>Manitoba</b>	1970-71	10,405	k to 12	49
	1982-83	6,166 <sup>f</sup>	k to 12	40
	1983-84 <sup>c</sup>	6,000	k to 12	40
<b>Saskatchewan</b>	1970-71	765	k to 12 <sup>e</sup>	12
	1982-83	1,215 <sup>f</sup>	k to 12	26 <sup>f</sup>
	1983-84 <sup>b,d</sup>	728	k to 12	12
<b>British Columbia</b>	1970-71	—	—	—
	1982-83	1,043 <sup>f</sup>	k to 8	25 <sup>f</sup>
	1983-84 <sup>c</sup>	1,100	k to 8	25
<b>TOTAL</b>	<b>1970-71</b>	<b>444,942</b>		<b>1,197</b>
	<b>1982-83<sup>f</sup></b>	<b>293,983</b>		<b>1,071</b>
	<b>1983-84<sup>c</sup></b>	<b>282,331</b>		<b>1,037</b>

<sup>a</sup> Alberta is excluded since it makes no distinction between programmes designed for Francophones and French immersion programmes for Anglophones.

<sup>b</sup> Preliminary figures provided by the Department of Education.

<sup>c</sup> Statistics Canada estimate.

<sup>d</sup> Beginning in 1983-84, pupils enrolled in Advanced French programmes (below 25% instructional time) are included in Second Language Enrolments.

<sup>f</sup> Figures revised since publication of the 1982 *Annual Report*.

Source: Statistics Canada.

## OFFICE OF THE COMMISSIONER OF OFFICIAL LANGUAGES



Mandate	<p>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 this work by a Deputy Commissioner and an Office composed of four branches: Complaints and Audits, Information, Policy and Liaison, and Resources Management.</p> <p>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. In the absence of the Commissioner he is called upon to assume responsibility for conducting the business of the Office.</p> <p>The first 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.</p>
Complaints and Audits	<p>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 complaints yearly from individuals and groups who feel their language rights have not been respected. These complaints are directed against some 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.</p> <p>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.</p>
Information	<p>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.</p>
Policy and Liaison	<p>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.</p>
Resources Management	<p>The Resources Management Branch offers personnel, financial and administrative services.</p>
Staff and budget	<p>The Office of the Commissioner of Official Languages comprises 133 authorized positions, 61 in the Complaints and Audits Branch, 24 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 1983-84 fiscal year is \$9,515,000.</p>

## COMPLAINTS

## 6

Number of Complaints Received from Each Province, 1970-82 and 1983;  
Institutions Cited in Complaints and Nature of Complaint For Each Province, 1983.

	1970-1982	1983						
	Total complaints received	Complaints received	Institutions cited		Nature of complaints			
			Federal	Non-federal	French		English	
	Number	Number	Federal	Non-federal	Language of service	Language of work	Language of service	Language of work
Newfoundland	37	10	9	1	10	—	—	—
Prince Edward Island	86	4	4	—	4	—	—	—
Nova Scotia	227	40	36	4	39	—	1	—
New Brunswick	1,106	50	45	5	45	1	4	—
Quebec <sup>a</sup>	3,328	203	175	28	83	13	100	7
Ontario <sup>b</sup>	6,544	613	536	77	491	60	47	15
Manitoba	788	75	72	3	74	—	1	—
Saskatchewan	441	71	69	2	71	—	—	—
Alberta	568	90	82	8	86	2	2	—
British Columbia	337	37	34	3	36	1	—	—
Northwest and Yukon Territories	17	1	1	—	—	—	1	—
Foreign countries	76	15	14	1	13	—	2	—
<b>TOTAL</b>	<b>13,555</b>	<b>1,209</b>	<b>1,077</b>	<b>132</b>	<b>952</b>	<b>77</b>	<b>158</b>	<b>22</b>

<sup>a</sup> Includes the Quebec portion of the National Capital Region.

<sup>b</sup> Includes the Ontario portion of the National Capital Region.

## SPECIAL STUDIES AND AUDITS

## 7

Special Studies and Audits Conducted in Federal Departments and Agencies, 1981, 1982 and 1983.

## 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  
 CNCP 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

## 1983

Aircraft Accident Review Board  
 Canada Council  
 Canada Lands Company (Le Vieux-Port de Montreal) Ltd  
 Canada Lands Company (Mirabel) Limited  
 Canada Lands Company (Vieux-Port de Québec) Inc.  
 Canada Post Corporation  
 Canadian Commercial Corporation  
 Canadian Cultural Property Export Review Board  
 Canadian Deposit Insurance Corporation  
 Canadian Intergovernmental Conference Secretariat  
 Canadian Patents and Development Ltd  
 Canadian Permanent Committee on Geographical Names  
 Cape Breton Development Corporation  
 Correctional Service  
 Employment and Immigration  
 Anglophone Participation in Quebec  
 Federal Court (Administration)  
 Foreign Investment Review Agency  
 National Battlefields Commission  
 Petro-Canada  
 Public Works  
 RCMP in New Brunswick and Prince Edward Island  
 Restrictive Trade Practices Commission of Canada  
 Seaway International Bridge Corporation Ltd  
 Secretary of State (Translation Bureau)  
 Supreme Court (Administration)  
 Tariff Board  
 Use of Translation Services

## 8

## YOUTH PROGRAMMES: DISTRIBUTION

Number and Percentage of *Oh! Canada 2* and *Explorations* Kits Distributed to 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 National Total, 1980 to 1983

	OH! CANADA 2			EXPLORATIONS		
	Kits distributed <sup>a</sup>		7 to 12 age group <sup>c</sup>	Kits distributed <sup>b</sup>		13 to 17 age group <sup>c</sup>
	Number	%	%	Number	%	%
Newfoundland	12,941	2.3	3.1	3,857	1.1	2.9
Prince Edward Island	3,709	0.7	0.5	2,374	0.7	0.6
Nova Scotia	25,653	4.6	3.7	10,492	3.1	3.9
New Brunswick	62,675	11.2	3.2	10,061	3.0	3.3
Quebec	71,546	12.8	25.5 <sup>d</sup>	66,899	28.9	22.5 <sup>d</sup>
Ontario	245,261	43.7	34.8	136,772	40.2	38.0
Manitoba	26,421	4.7	4.3	12,060	3.5	4.3
Saskatchewan	18,411	3.3	4.2	9,525	2.8	4.3
Alberta	34,444	6.1	9.5	15,290	4.5	9.0
British Columbia	51,847	9.2	10.8	33,654	9.9	10.9
Yukon Territory	686	0.1	0.1	264	0.1	0.1
Northwest Territories	2,478	0.4	0.3	426	0.1	0.2
Others <sup>e</sup>	5,030	0.9	N/A	7,012	2.1	N/A
<b>TOTAL</b>	<b>561,097</b>	<b>100.0</b>	<b>100.0</b>	<b>340,180</b>	<b>100.0</b>	<b>100.0</b>

<sup>a</sup> Kits distributed between November 7, 1980 (launching) and December 31, 1983.

<sup>b</sup> Kits distributed between September 22, 1980 (launching) and December 31, 1983.

<sup>c</sup> Derived from figures given in Statistics Canada Bulletin No. 81-210, *Elementary-Secondary School Enrolment*, 1981-82.

<sup>d</sup> No figures available for 1981-82. Percentages calculated on the 1979-80 figures in Statistics Canada Bulletin No. 81-210.

<sup>e</sup> 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, 1982-83 and 1983-84.

OH! CANADA 2	Development and Printing		Distribution <sup>a</sup>	
	Number of copies	Costs (\$)	Number of copies	Costs (\$)
1979-80	301,508 <sup>b</sup>	183,027	—	—
1980-81	—	124,540	126,944	86,124
1981-82	450,000	209,717	174,259	52,308
1982-83	—	—	196,793 <sup>c</sup>	67,260 <sup>c</sup>
1983-84	300,000 <sup>d</sup>	402,000 <sup>d,f</sup>	95,000 <sup>d</sup>	124,000 <sup>d</sup>
<b>TOTAL</b>	<b>1,051,508</b>	<b>919,284</b>	<b>592,996</b>	<b>329,692</b>

## EXPLORATIONS

1979-80	201,722 <sup>b</sup>	756,712	—	—
1980-81	—	334,721 <sup>g</sup>	148,173	283,798
1981-82	131,025	569,891	53,517	109,683
1982-83	—	99,465 <sup>e,g</sup>	85,142 <sup>e</sup>	109,914 <sup>e</sup>
1983-84	123,488	644,000 <sup>h</sup>	80,000 <sup>d</sup>	180,000 <sup>d</sup>
<b>TOTAL</b>	<b>456,235</b>	<b>2,404,789</b>	<b>366,832</b>	<b>683,395</b>

<sup>a</sup> Includes administration, advertising, evaluation and shipping costs.

<sup>b</sup> Development and printing costs cover two fiscal years.

<sup>c</sup> Figures revised since the publication of the *1982 Annual Report*.

<sup>d</sup> Estimate.

<sup>e</sup> Includes the printing costs for 200,000 additional poster-maps, *Languages of the World* and 100,000 additional brochures, *The Language File*.

<sup>f</sup> Includes the development and production of audio components.

<sup>g</sup> Includes the development and printing of the second edition of the *Languages of the World* poster-map.

## 10

## INTERESTED IN LANGUAGE MATTERS ?

**Publications, Audio-visual Materials and Kits for Young People, Produced by the Office of the Commissioner of Official Languages.**

## 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.

**The Official Languages Act: What Does It Really Say?** A bilingual leaflet explaining the Act and the role of the Commissioner.

**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.

**Service in English / Services en français.** A bilingual flyer giving examples of federal services available in both languages and a list of the addresses and telephone numbers of the Commissioner's offices. In pads of 50 flyers, each flyer is 9 x 22 cm.

**English or French it's your choice.** A bilingual counter card announcing that services are available in both languages. Useful for departments and public servants. Available in two sizes: 18 x 23 cm or 13 x 16 cm, with or without a calendar on the back.

**Language Over Time.** A bilingual poster with thumbnail sketches of language developments in Canada from Confederation to 1979. 60 x 84 cm.

**Languages of the World / Languages in Canada.** A poster-map which, on one side, illustrates the official languages of more than 160 countries, and on the other, gives data on English and French in Canada as well as on indigenous and other languages. 91 x 61 cm.

**Indigenous Languages in Canada.** A bilingual poster-map giving information on the geographic distribution and number of speakers of some 54 Indian and Inuit languages in Canada. 30 x 65 cm.

**Two Languages: The Best of Both Worlds.** A bilingual poster the theme of which is dramatized in bold colour and design. 53 x 70 cm.

**English and French . . . in almost half the countries of the world.** A bilingual poster showing, on colourful air balloons, the flags of countries where English and French are spoken. A legend on the back identifies the country to which each flag belongs. 48 x 69 cm.

## FOR YOUNG PEOPLE

**Explorations.** A bilingual kit with three main components inviting 13 to 17 year olds to discover our world's rich linguistic diversity and to learn about the role of English

and French as international languages. In the **Explorations** game, each roll of the dice whisks players to another part of the world. Included in the kit is the poster-map **Languages of the World/Languages in Canada** and the booklet **The Language File**.

**The Language File.** A booklet which offers a stimulating mix of articles, illustrations and activities about the history and role of languages in our lives. Sixteen pages in each language.

**Oh! Canada 2.** A bilingual kit for children from 8 to 12. It includes the **Oh! Canada 2** booklet (32 pages) that opens with a comic strip telling the amazing adventures of Hildie, Jamie and Michel with Geneviève, the mischievous turtle. The pages which follow contain a fun-filled combination of activities — games, puzzles, mottos and projects. The kit also includes a **Save Geneviève** game in which players travel across Canada to save the unlucky heroine.

**Save Geneviève.** A multicoloured, iron-on transfer of Geneviève, the mischievous turtle in the **Oh! Canada 2** comic strip. Ideal for T-shirts. 15 cm in diameter.

**Owls Hoot.** This colourful bilingual poster illustrates birds and animals and describes the sound each makes in French and in English. 45 × 59 cm.

#### AUDIO-VISUAL MATERIALS<sup>b</sup>

**More than Words . . . The Official Languages Act.** Describes the Official Languages Act and what it means in practical terms for Canada and Canadians. Also outlines the Commissioner's role. Useful in seminars and information meetings. Also available in a French version. 16 mm film or ¾-inch video cassette. Colour. 15 minutes.

**Two Languages Together.** Describes, with a light touch, the Official Languages Act and the role of the Commissioner. Recommended for training sessions, information meetings and seminars. Also available in a bilingual version, **Deux langues officielles, Why not ?** and a French version. Slide show with taped narrative (60 slides and audio cassette) or ¾-inch video cassette. Colour. 7 minutes.

**Twice Upon a Time . . . Il était deux fois.** A humorous look at bilingualism. Designed to stimulate discussion and especially useful in seminars. Bilingual, 16 mm film or ¾-inch video cassette. 10 minutes. Colour.

**Talking About Languages.** Briefly describes information materials available free from the Commissioner's office. Recommended for information sessions on official languages. Also available in a bilingual version, **Keeping in Touch en deux langues**, and a French version. Slide show with taped narrative (50 slides and audio cassette) or ¾-inch video cassette. Colour. 7 minutes.

**A Conversation with the Commissioner of Official Languages, Max Yalden.** An interview taped 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. Copies available for permanent deposit. Also available in a French version. ¾-inch video cassette. Colour. 20 minutes.

<sup>a</sup> To obtain any of the above publications, please write to the Information Branch, Office of the Commissioner of Official Languages, Ottawa, K1A 0T8.

<sup>b</sup> Audio-visual materials can be borrowed from the National Film Board film libraries across Canada, as well as from the Office of the Commissioner.