

PREFACE

This paper is one of a continuing series of

the impact of federal-provincial relations upon the goals

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I INTRODUCTION

Language policies in multilingual societies

federal elites developed an assertive approach to the
language issue in order to manage the changing relation-

the intergovernmental dimension of the federal

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rights have evolved in response to different sets of pressures. At each level of government, the interests of francophones are confronted with the particular bureaucratic and political structures and vested interests that

of a nation's population. Within both the Ontario and federal

Our objective is to determine the relationship between (1) the activities of the FFHQ and ACFO, and (2) the interaction between the federal and Ontario

minority rights has taken on increasing importance.

The Government has developed a variety of pro-

achievement of Ottawa's language reform programme.

(a) Federal-Provincial Arrangements

The federal Royal Commission on Bilingualism

the basis for the subsequent language policy) had extended its review and proposals into fields of pro-

per cent was extended to the provinces as the federal contribution to the increased administrative costs resulting from the new measures.

While the formula has remained unchanged since

education thereby falls within the powers of the provincial level of government. Not only is education a field of exclusive provincial jurisdiction, but also "bilingualism in education" at the elementary and secondary levels meets the criterion of clearly being

1976-77 approximately \$575 million in formula payments

The success of the programme is difficult to

have been directed toward supporting the existence and vitality of the French-speaking minority outside of Quebec. Lacking constitutional jurisdiction in the

field of education. Ottawa has relied upon financial

incentives to provincial governments in order to increase

(b) Federal and Ontario Programmes

In the fields of education and justice and in the central public service, federal support of the official-minority language communities has been of an

campaign against the provincial government. Thus, in
Ontario ²⁴ the administration of the federal efforts

cumulative impact of slow but steady progress in the extension of French language services.

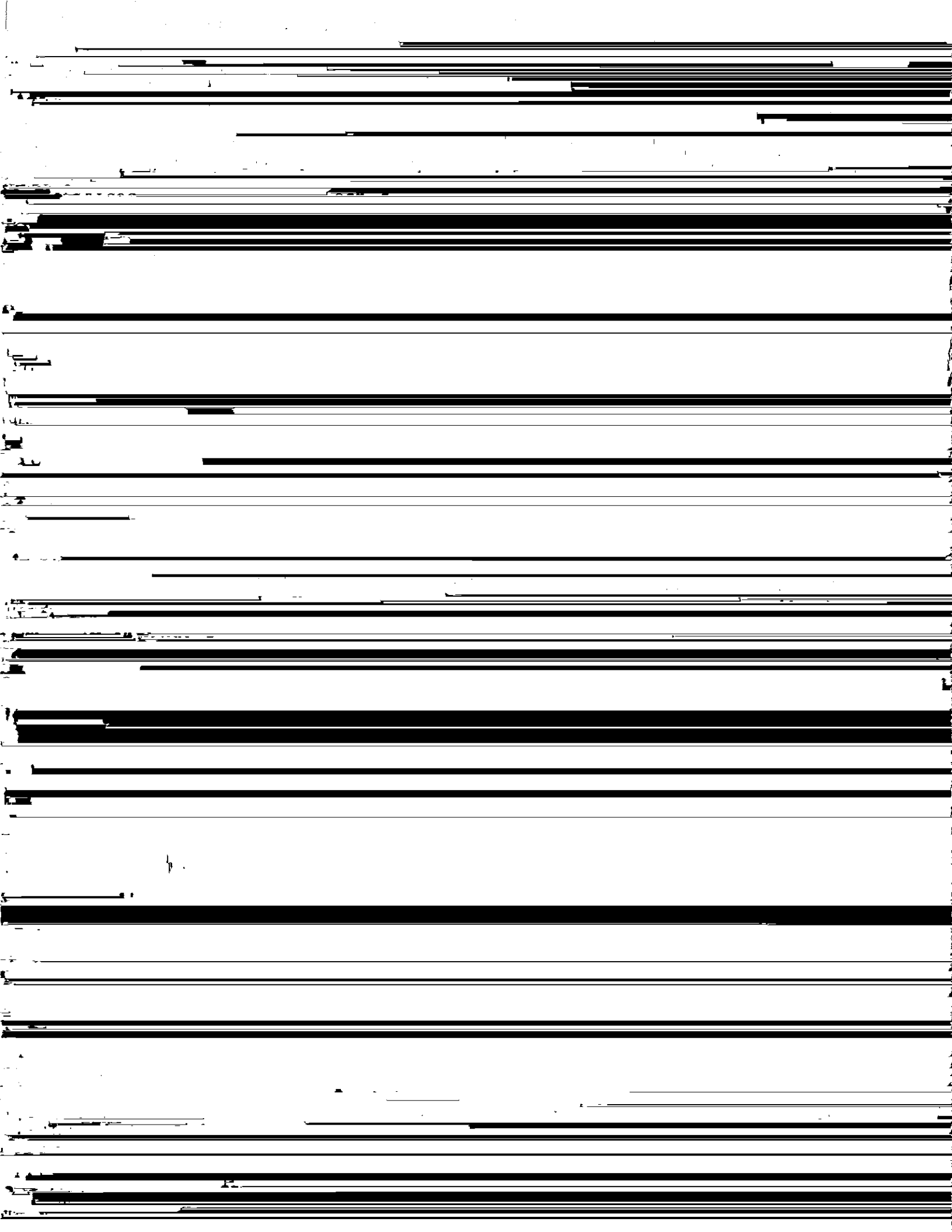
In education policy, the establishment in 1972 of the Council of French Language Schools within the Ministry of Education²⁷ was followed by legislative reform for the provision of minority language education. In 1973 the amendments to the Education Act provided for the establishment of French Language Advisory Com-

French language services in the provincial courts
(criminal and family divisions) in designated regions

Mr. Stenroos as an assistant deputy minister reports

sectors. The Ontario approach to language reform

of strategy, it is the substance of policy and the structures of the policy-making process that are criticised by francophone interest groups at both levels of government. ACFO and, since its creation in 1975 the FFHQ, have become increasingly vociferous in demanding more French language services and guarantees



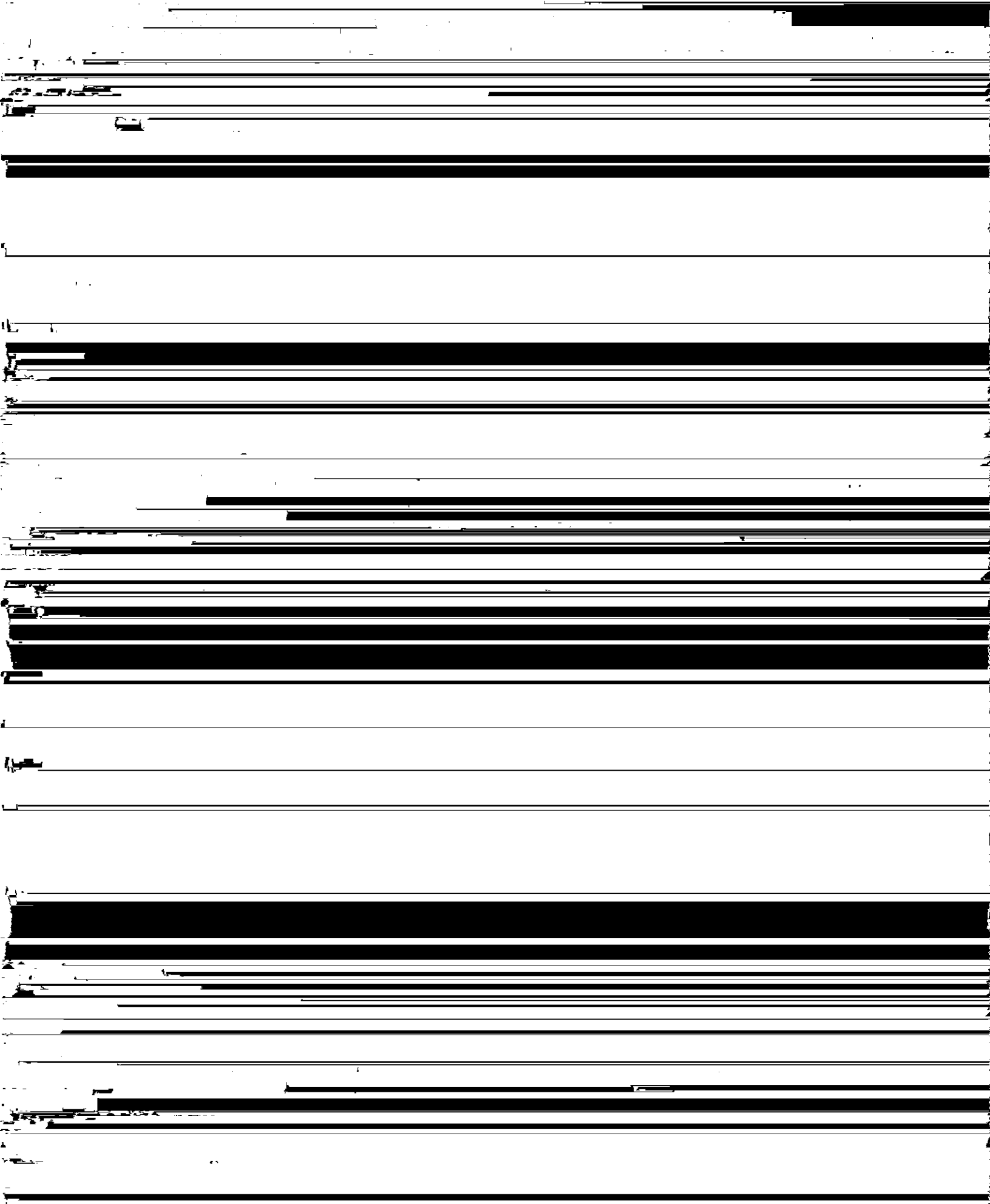
disillusioned by the lack of liaison and action in
the Secretary of State's office. In November 1975

process of compiling data and analyses in preparation for a detailed evaluation of the francophone situation in English Canada. This study appeared in April 1977 entitled, 'Les héritiers de Lord Durham' (volume one).⁴³

Using statistics from the decennial censuses,

in English Canada was a prerequisite in the attainment

~~of the right to publish~~ It was necessary to publicise





A major event in ACFO's campaign for political activism was its twenty-eighth general congress at Cornwall in August 1977. As a basis for discussion, the ACFO executive issued the following draft resolution:

services (beyond the minimum conditions specified in the Education Act.)

In Ottawa-Carleton, the inadequacy of French language education for the significant francophone population is reinforced by the need for a restructuring of the school board system in the region. Francophone grievances were acknowledged in particular by the Ontario government's Commission of Study into the Reorganization of Ottawa-Carleton (the Mayo Commission)

At the establishment of a single French

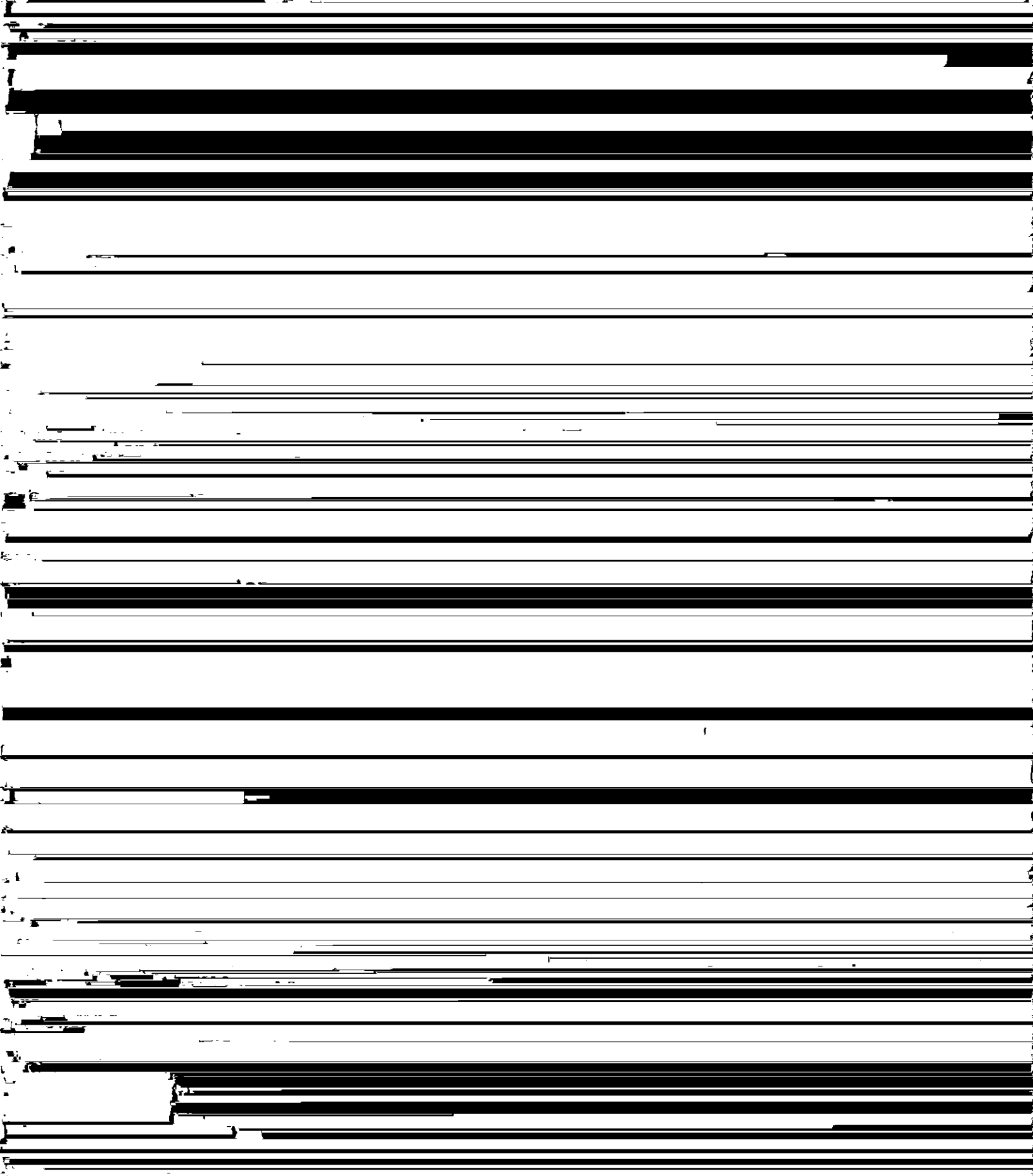
FFHQ has been articulating at the federal level the demand of all provincial francophone organizations for a national policy that can counteract the demographic trend of francophone assimilation. The conjuncture of these political and societal forces explains the nature of interest group activity in the language policy field at each level of government.

However, the success of the FFHQ and ACFO in

1. ... with the issue the Premier accepted in

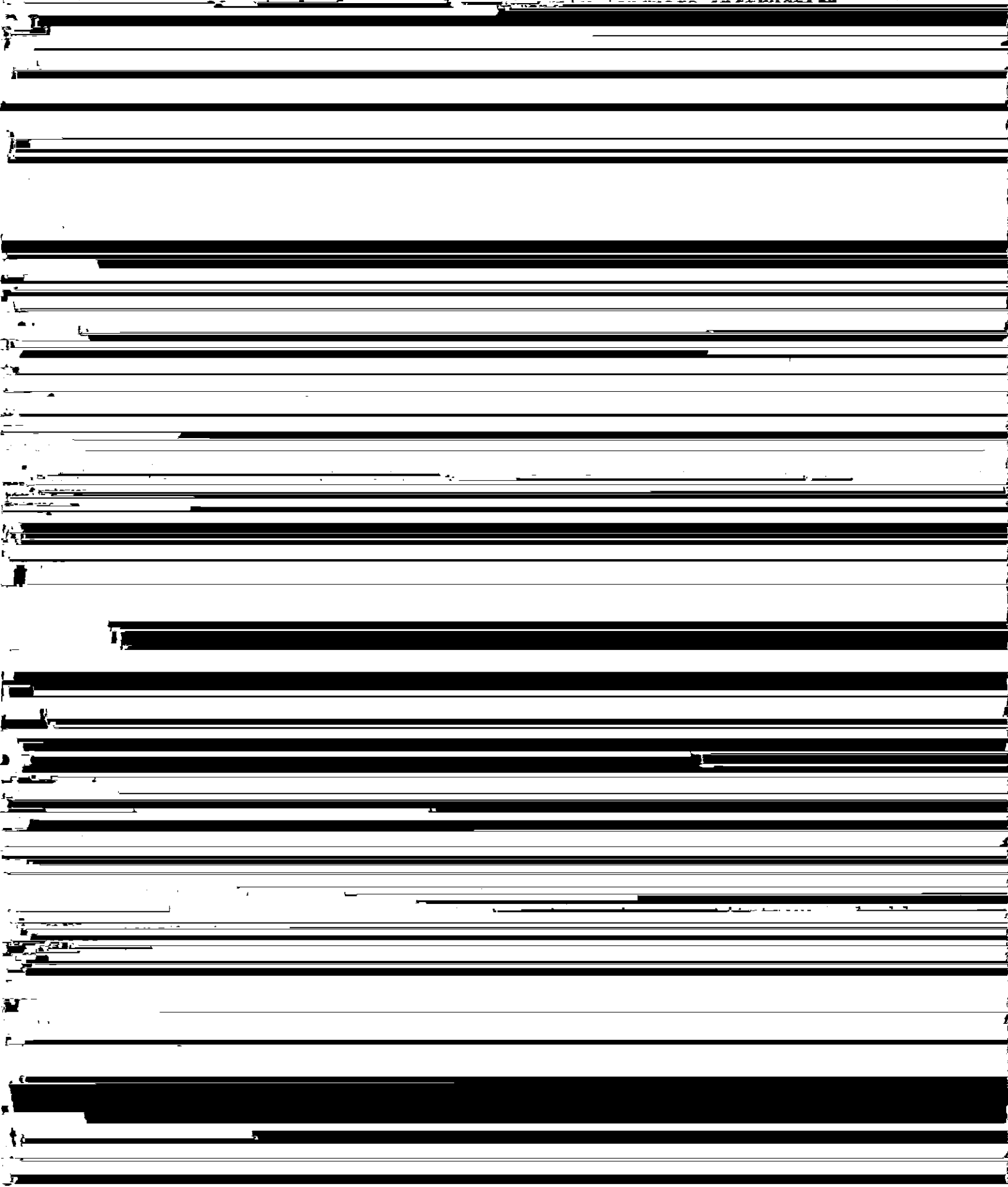
A similar relationship appears to exist between ACFO and the provincial leader. During 1977, the disregard on the part of the Ontario executive for the francophone organization had been aptly demonstrated by the failure of Davis' office to respond (with one exception and that very belatedly) to six letters from ACFO president, Gisèle Richer.⁶⁴ The first and only meeting between the Premier and ACFO in May 1978 provided no evidence of harmonious relations. Indeed, the Davis government's

... .. with financial activity can be



consultation through regional field agents of the department, the FFHQ noted the past inadequacies of such an arrangement which provides only a "channel for communicating our problems and needs...at the lowest level" 70

Option B provided for provincial submissions to the federal government for the package of language subsidies and option C consisted of a tax point transfer



basis of discussion at two Interprovincial Premiers
Conferences was rejected by the federal government as
an alternative to constitutional entrenchment of minority

rights. In the period between the St. Andrews (August

various provinces including Ontario also refused the

offer. Meanwhile, the FFLQ had agreed in

and ACFO advocate the strengthening of their governments in language policy-making. (It is noteworthy that ACFO's support for a stronger Ontario government in relation

salience of the language issue in Canada and the
importance attached to managing the linguistic cleavage.

Language reform programme is perhaps not uncharacteristic

NOTES

1. The phrase "Language reform programme" rather than

12. The arrangements are in the process of renegotiation

13. The Secretary of State News Release "New York records

27. The chairman of the Council has the rank of Assistant Deputy Minister.
28. The education provisions of the Ontario government with respect to French language rights are significant in comparison to the other provinces of English Canada (with the exception of New Brunswick).
29. In his June 1978 report, the Coordinator on Bilingualism recommends extension of French language rights to small claims courts and in the conduct of administrative and quasi-judicial tribunals in designated areas.

67. Canada, Secretary of State, "Announcement by the Secretary of State of the Measures Adopted by the Federal government to Ensure the Well-Being of Official Language Minorities" 20 December 1977.

68. Ibid.

69. Ibid. Conférence de presse, 21 février 1978

80. "Les premiers ministres adoptent un compromis sur les droits linguistiques" Le Devoir, 24 février 1978, p. 1
81. See: R.E. B. Simeon, op. cit.
82. The FFHQ was to a certain extent allied with the Quebec government. However, the attempt by the federation to straddle both sides of the fence (by supporting both reciprocity and entrenchment) undermined the value of FFHQ support in the discussions.

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