



President  
of the Treasury Board

Président  
du Conseil du Trésor

# Annual Report on Official Languages 1997-98

**Annual Report on  
Official Languages  
1997-98**



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## PRESIDENT'S MESSAGE

Respect for Canada's official languages is an essential part of our country's cohesiveness and unity. On the tenth anniversary of the proclamation of the 1988 *Official Languages Act*, I am pleased to note that our federal institutions are respecting the linguistic rights of Canadians more than ever before.

My last Annual Report included commitments, and I have honoured them in the following ways:

- The vast majority of federal offices required to provide bilingual telephone service are now satisfactorily meeting their obligations, as confirmed by an audit and extensive review last year. I will not be satisfied, however, until all our offices are capable of providing their services in both official languages.
- During the previous fiscal year, we approved a new policy on the capacity of senior management to function in both official languages. These employees will now have to improve their second language skills, a key factor in a work environment conducive to the effective use of both official languages.
- On March 20, 1998, nine deputy ministers signed a Memorandum of Understanding with the National Committee for Canadian Francophonie Human Resources Development. This agreement recognizes the co-operation mechanism established between the parties for activities to promote the development, economic growth and human resources of Francophone minority communities.

The purpose of federal government reform is to respond more effectively to the needs of Canadians and to provide a more secure future for our country. In this context, last spring, I set up a working group with a mandate to analyse the effects of government transformations on the official languages. This fall, I will consider carefully its recommendations and any measures it might propose. I will spare no effort in this regard, and will continue to adopt the measures required to ensure full compliance with the *Act*.

I invite you to read this report and send me your comments.

Marcel Massé  
President of the Treasury Board



## SPEAKER OF THE SENATE

Dear Mr. Speaker,

Pursuant to section 48 of the *Official Languages Act*, I hereby submit to Parliament, through your good offices, the tenth annual report of the President of the Treasury Board covering the 1997–98 fiscal year.

Yours sincerely,

Marcel Massé  
President of the Treasury Board

October 1998



# SPEAKER OF THE HOUSE OF COMMONS

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Yours sincerely,

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## INTRODUCTION

Canada is not the only country with a lived commitment to linguistic quality. What makes it different from other nations is a typically Canadian approach to bilingualism that bears witness to our attachment to the core values of respect for and faith in ourselves that have marked, and continue to mark, Canada's growth and history. This same approach also testifies to our willingness to give these values a practical expression in society.

According to the latest census figures, the number of bilingual (English and French) Canadians rose by 9 per cent between 1991 and 1996. In 1996, over 17 per cent of the population (4.8 million people) were able to carry on a conversation in both official languages, compared with 16 per cent (4.4 million people) in 1991. The federal language legislation passed in 1969 and 1988 are open-minded and respectful of both official-language communities. The *Official Languages Act* must be implemented in a spirit of openness and dialogue so that citizens in the two linguistic communities may grow and enrich each other in a climate of trust and harmony.

The objective of the Official Languages Program is not only to ensure that all Canadians receive service in the official language of their choice, in accordance with the guarantees to this effect, but also to create and maintain, under the terms of the *Act*, a work environment that is conducive to the effective use of both official languages in the federal government and to provide members of both official-language communities with equal employment opportunities. When the principles underlying institutional bilingualism are effectively applied, and when Canadians and federal public servants subscribe to them fully, it becomes even easier to achieve the government's objectives.

We must continue to make a concerted effort to ensure that the value of service to the public in both official languages is entrenched in the corporate culture of institutions and, eventually, in the general corporate culture of the federal government. During the period under review, the government confirmed the Treasury Board's new management board role, whereby the Board establishes the main strategic directions while moving away from operational matters. It is the responsibility of institutions to ensure that they meet the requirements of the *Act* based on the following performance indicators:

- Level of service to the public in both official languages.
- Level of satisfaction of Canadians with the ability of federal employees to serve them in the language of their choice.





- Level of satisfaction of employees with opportunities to work in the language of their choice in the federal government, as provided for in the Act.
- Level of participation by Anglophones and Francophones in the federal Public Service.
- The ability of executives to function in both official languages.
- Implementation of the March 20, 1997, Memorandum of Understanding between the President of the Treasury Board and the Minister of Canadian Heritage, under which the two agencies work together in order to encourage 28 key institutions to give special attention, in their strategic planning and evaluation, to their responsibilities with respect to the development of official language minority communities (section 41 of the *Act*, Part VII).

As will be seen in this report, appropriate measures, including evaluations and audits, were taken during the year in order to assess the capacity of offices and points of service to provide service in both official languages.

Progress was also made on signage, particularly regarding the use of the symbol for the active offer of service in both official languages. Staff in some offices, however, are not necessarily aware of all their obligations in this respect. Accordingly, the Treasury Board of Canada Secretariat (TBS or the Secretariat) organized a large number of workshops so that they would be better informed. TBS continues to make deputy heads, managers and employees aware of the importance of meeting their obligations in this regard. One of its short-term initiatives is the implementation of a comprehensive action plan to entrench the value of service to the public in both official languages in the overall business culture of the federal government.

During the review period it was decided that every institution of which the Treasury Board is the employer would identify a responsibility centre, in other words, a senior manager recognized as a 'champion' of official languages and who reports directly to the deputy minister. The job of the centre is to raise the profile of the Official Languages Program in the institution and consolidate the official languages network. This initiative will no doubt yield some positive results. Increased leadership within each institution will enhance the quality of service to the public in both official languages, and help foster an environment favourable to the use of both official languages by employees in the National Capital Region (NCR) and regions designated bilingual for the purposes of language of work. This champion will also see to it that the institution supports the application of section 41 of the *Official Languages Act* with respect to the development of official language minority communities.





In the period covered by the review, the Treasury Board approved a more stringent policy on language requirements for executives in the National Capital Region and in regions designated bilingual for the purposes of language of work. The policy also requires imperative staffing in the case of all closed competitions for assistant deputy minister positions.

At the beginning of the year, the Treasury Board published the *Policy on Using the Official Languages on Electronic Networks*, to which users of these networks can refer. It applies to all institutions subject to the *Act*.

TBS also set up an electronic site specifically devoted to official languages. It is intended both for public servants (in organizations connected to the internal Publiservice network) and for members of the general public who can access TBS through the Internet ([www.tbs-sct.gc.ca/ollo](http://www.tbs-sct.gc.ca/ollo)).

By providing access to this site, TBS can more effectively fulfil its mandate, notably in such areas as information provided to the public and public servants, language of work and equitable participation. It is also possible to access through this site the information that organizations representing minority official language communities make available to the public on the Internet.

Regarding equitable participation, the participation rates of English- and French-speaking Canadians have generally remained stable. They reflect to a reasonable degree the respective proportions of the two language groups in the country. The new population census figures, published in December 1997, confirm that Francophones account for 24.6 per cent of the Canadian population and Anglophones for 73.8 per cent. Francophones' share of senior management positions and other occupational categories is equitable in the federal Public Service as a whole.

The country we have inherited, and which we continue to build, derives its strength and uniqueness from the respect it has always had for its official language minority communities. The Canadian government recognized the need to take stronger measures to make federal institutions more accountable for enhancing the vitality and supporting the development of these communities. This was the theme the President of the Treasury Board developed on December 9, 1997, in reporting to the Standing Joint Committee on Official Languages on the management of official languages in matters falling within his purview.





Official language minority communities will have to be vigilant because they must incorporate this dimension of section 41 into their business plans. One year has passed since the memorandum was signed, and TBS has been working actively to see to it that the necessary measures are taken internally so that business plans ensure this taking into account especially by key institutions.

Regarding medium-term initiatives and results, the Secretariat is working to raise the profile of the Official Languages Program as a whole within institutions. Given that it is the tenth anniversary of the new *Act* (1988–1998), it is more important than ever to make sure that institutions meet their linguistic obligations and reflect the Government of Canada's continuing commitment to the official languages.

The Secretariat also began to prepare for the *National Symposium on Canada's Official Languages*, that was planned for September 1998 on the theme '*Official Languages: Passport to the XXI<sup>st</sup> Century*'. The Symposium will help to give the Program new impetus and vision. Its specific objective is to identify common elements that would serve to position the official languages advantageously for the new millennium. This event is an ideal opportunity to deepen our understanding of our linguistic duality and its role in our society.

TBS will work on the issue of the place of official languages in a time of government transformation. This complex issue has political and budgetary components and consequences for human resources. For these reasons, the President of the Treasury Board has set up a taskforce to study the problem in depth. Its members come from academia, the private sector and both language groups representing all regions of the country. The taskforce is to report in November 1998.

English and French are Canada's official languages, and the *Canadian Charter of Rights and Freedoms* gives them equal status, rights and privileges respecting their use in the institutions of Parliament and the Government of Canada. The government has an obligation to ensure the preservation of this equality in the interests and on behalf of all Canadians. During the review period, it has remained true to its commitment, as shown by the achievements described in this report.





# CHAPTER 1

## GENERAL DIRECTION AND STRATEGIC MANAGEMENT OF THE OFFICIAL LANGUAGES PROGRAM

### Management by results

This report covers the year beginning April 1, 1997 and ending March 31, 1998. One highlight of this period was the publication of the *Report of the Independent Review Panel on Modernization of Comptrollership in the Government of Canada*. This report is part of the government's efforts to find innovative approaches to management and accountability.

As part of this process, the activity plans of institutions subject to the *Act* must now focus on planning and base future priorities on measurement of results and performance. The objective is to obtain a more accurate measurement of the gap between expectations and reality and to manage risk more effectively in light of policies and the situation of those institutions most in need of assistance.

These underlying principles comprise the sharing of official languages best practices and tools. The strategic information gained from the action plans enables TBS to develop a general, vertical and horizontal overview of the issues the government should be looking at.

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*During the fiscal year, TBS continued to realign its activities and its way of doing things in terms of objectives aimed at supporting Public Service reform and redefining the role of government.*

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### Towards a better management of the Official Languages Program – accountability framework for public servants

The accountability framework for management of the Official Languages Program parallels the obligations of institutions, including the Treasury Board, under the *Act*. It reflects changes in the administration of the Program.

The *Act* clearly defines the division of responsibilities between the Treasury Board and the subject institutions and other agencies. The latter have primary responsibility for the concrete, day-to-day implementation of the *Act*'s provisions. With the support of its Secretariat, and as general manager of the federal government, the Treasury Board is





mandated to provide the policies and directives required to implement these provisions, to ensure that federal institutions and other agencies subject to the *Act* respect their obligations, to assess the effectiveness of programs and policies, and to inform the public and federal employees about federal language policy.

Departments, agencies, Crown corporations and privatized companies subject to the *Act* are responsible, where provided by the *Act*, for ensuring that Canadians are served in the official language of their choice. They are also required to create a work environment conducive to the effective use of both official languages in the NCR and in regions designated bilingual for the purposes of language of work, and to offer equal employment and advancement opportunities to members of both official language communities.

Institutions are responsible for the effective management of measures to support the implementation of their official languages programs. The new, simplified accountability system for departments and Crown corporations that was introduced in 1997 helps TBS to obtain the data it needs to co-ordinate the Official Languages Program and prepare the annual report of the President of the Treasury Board. This system promotes trust and limits TBS intervention to problem cases. Once this report is tabled in Parliament, a general presentation of institutions' annual reports is made to the Treasury Board ministers.

Institutional bilingualism rests on three pillars which, together, form what is called the Official Languages Program in federal institutions:

- **service to the public**, or the obligation of institutions to actively offer and provide services to the public in both official languages, and the corresponding right of the public to communicate with institutions and receive service in the language of its choice, in the circumstances provided for in the *Act* (Part IV);
- **language of work**, or the obligation of institutions to create work environments conducive to the effective use of both official languages in the NCR and in regions designated bilingual for this purpose, and the corresponding right of federal employees to work in the official language of their choice, within the limits specified by the *Act* (Part V);
- **equitable participation**, or the government's commitment to ensure that English- and French-speaking Canadians enjoy equal opportunities for employment and advancement in federal institutions and that staff in those institutions tend to reflect the presence of the two official language communities in Canada, bearing in mind their mandate, their clientele, and where their offices are located (Part VI).





Moreover, TBS has an expanded role in giving practical expression to the government's commitment to support the development and enhance the vitality of official language minority communities (section 41 of the *Act*, Part VII).

### **Annual official languages management reports of institutions subject to the *Act***

The annual reports of all institutions subject to the *Act* bring together in a single submission all the information TBS needs to carry out its mandate under the *Act*. Data on offices and points of service required to provide service in both official languages, data on personnel information systems and on the costs of the Official Languages Program, and any other information required under the *Act* are all included in the reports sent to TBS.

Institutions also report on changes in direction, priorities, praiseworthy initiatives and other elements comprising improvements in the three components of the Program and its administration. Identified shortcomings are dealt with in an action plan, complete with commitments. Later, the deputy head reports on progress made. The action plan includes expected results, a one-to-three-year timetable, and performance indicators.

### **Meeting the government's commitment: section 41 of the *Act*, Part VII**

Under section 41 of the 1988 *Act*, the Government of Canada is committed to “enhancing the vitality of English and French minority communities in Canada and supporting and assisting their development, and fostering the full recognition of the use of English and French in Canadian society”.

The official language minority communities had expressed their dissatisfaction with the federal government which, in their opinion, had not done enough to implement this section. In 1994, the federal government introduced a more stringent accountability framework to give the communities better support. This strategy applies to 28 key institutions (including TBS), which are required to prepare an action plan and report annually to the Department of Canadian Heritage on this subject.

In November 1996, the government announced that the President of the Treasury Board and the Minister of Canadian Heritage would sign an agreement enabling the government to integrate implementation of section 41 more effectively into its strategic planning process. On March 20, 1997, the two ministers signed a Memorandum of





Understanding defining their shared objectives and respective responsibilities and reflecting the government's intention to establish co-operative mechanisms for implementation of the section.

Under the Memorandum of Understanding, TBS encourages institutions, in co-operation with the Department of Canadian Heritage, to factor their specific responsibilities towards official-language minority communities into their strategic planning. Another objective was to help improve the means of evaluating federal activities in this matter.

### **First phase of the implementation of the Memorandum of Understanding**

The Memorandum of Understanding calls for an evaluation of progress after three years on April 1, 2000. During the first year of implementation, it was important to ensure that TBS's new role was properly factored into the process of redefining its strategic planning management system. The Department of Canadian Heritage and TBS held meetings to review progress on the memorandum and break in their joint co-ordination mechanism. In this context, TBS must encourage the 28 key institutions to really factor the promotion and development of official language minority communities into their activity plans.

Although progress has been made in sensitizing institutions to their responsibility for contributing to the development of the communities, further measures must be taken to strengthen the process. TBS's efforts, combined with those of the Department of Canadian Heritage, should make it possible to establish an effective infrastructure for implementation of section 41 during the second and third years of the memorandum.

It is of prime importance for the key institutions to maintain, at the very least, ongoing relations with the communities so that the latter can communicate their needs and get equitable access to programs and resources. It is the institutions subject to the *Act* that have primary responsibility for implementing Part VII and reporting on their actions.







## Treasury Board's plans for implementing section 41

Recognizing the importance of active compliance with the provisions of the *Act* respecting the development of official language minority communities and institutional bilingualism (service to the public, language of work and equitable participation), the Treasury Board, in co-operation with other central agencies, decided during the year under review to strengthen organizational means of implementing these objectives within the federal administration.

TBS therefore undertook a number of important activities, including the following:

- 1) Every institution with the Treasury Board as its employer must identify a responsibility centre, i.e. a senior manager reporting to the deputy minister and sitting on the executive committee of the institution concerned. This person will be recognized as a 'champion' of official languages within each institution. Organizationally, this person can help to raise the profile, increase the credibility, and develop the network of the Official Languages Program. In their 1998–99 annual reports, institutions must report on the progress of this new initiative.
- 2) Each institution must optimize the results of its departmental initiatives with respect to institutional bilingualism and the development of official language minority communities in all Treasury Board submissions and memoranda to Cabinet.
- 3) TBS will consider these points in analysing submissions to the Treasury Board. In this context, TBS, the Privy Council Office and the Department of Canadian Heritage have developed a new strategy to raise the profile of section 41 in a more direct way in their dealings with institutions and thereby identify means of giving new impetus to the implementation of this governmental undertaking. The Canadian government has retained the services of a high-level consultant, who will work with the institutions and with whom the communities will be able to exchange views and ideas. This individual's objective will be to elicit a more significant commitment from senior management in the key institutions on government support for the development of the official-language minority communities and promotion of Canada's linguistic duality. This person will try to bring about greater co-operation among the main federal players and strike a lasting partnership that could lead to new projects for ensuring community development. Consultations have already been held with some institutions (in the economic, human resources and cultural sectors) concerning their Part VII action plans.
- 4) TBS will use the *National Symposium on Canada's Official Languages* to make the official languages network a more active force, demonstrate its vitality, and contribute to the development of official language minority communities.





- 5) TBS officials will step up liaison with the national, provincial and territorial organizations representing the official language minority communities. They will continue to participate regularly in the annual general meetings of the community associations and make on-site visits to assess the availability of service in designated bilingual offices and remind managers and staff of their responsibilities.
- 6) On March 20, 1998, an agreement was signed by nine deputy ministers of federal institutions and the National Committee for Canadian Francophonie Human Resources Development. The agreement, co-ordinated by Human Resources Development Canada, recognizes the means of co-operation established between the parties on activities fostering the development of French minority communities and supporting their economic and human resources development. The agreement stipulates that the organizations concerned (including the Secretariat) will follow up on the commitment made in section 41, especially by improving access to government programs and services.
- 7) In its dealings with the institutions subject to the *Act*, TBS will promote participation by young people from official language minority communities in the Federal Youth Training Program.

### **Expanded role of TBS's Official Languages Division**

In parallel with these initiatives, the Official Languages Division (OLD) has established an internal committee made up of officials from Human Resources, Economic Programs, Social and Cultural Programs, Alternative Service Delivery, Government Operations, and Expenditure Management (Deputy Comptroller General). The OLD portfolio managers' assignments are based on this sectoral approach, in order to better integrate the OLD's internal activities with other TBS functions and ensure that official languages objectives become part of TBS's organizational culture. This new approach will have a significant effect within federal institutions, making it possible, among other things, to orient and analyse the activity plans submitted by the departments and agencies.

During the year, the OLD worked with the TBS Program Sectors to ensure the inclusion of section 41 as a horizontal issue in institutions' strategic documents.

Among the methods to be used in assessing progress in relation to section 41 is feedback from the official language minority communities and the Commissioner of Official Languages, and analysis of the measures outlined in the plans and priorities emanating from the performance reports of the 28 key institutions.





## **New policy on language requirements for executives**

The leadership of executives, their commitment, and the example they give in respect of the effective use of the official languages are of vital importance. During the review period, the Treasury Board approved a new policy on language requirements for executives.

It should be noted that, under the previous policy, a person had to have attained a BBB second-language proficiency level before appointment to an executive position (including those of assistant deputy minister) in the NCR or a region designated bilingual for the purposes of language of work. The policy allowed some exceptions, as in the case of employees who had always worked in a unilingual region. However, after appointment, every member of the Executive group in a bilingual position in the above-mentioned regions who did not have CBC second-language proficiency levels (C for reading, B for writing, and C for oral interaction) was required to reach those levels by March 31, 1998. Institutions for which the Treasury Board is not the employer were supposed to ensure that their senior managers, as a group, were able to function in both official languages in the regions, the NCR and designated regions.

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*By introducing the new policy, which came into effect on May 1, 1998, the Treasury Board wished to reaffirm its commitment, under section 36 of the Official Languages Act, to foster a work environment conducive to the use of both official languages in the NCR and in the regions designated bilingual for the purposes of language of work.*

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Under the new policy, the linguistic profile of every position at the assistant deputy minister level must, as of May 1, 1998, be CBC, irrespective of where the position is located. Most of the other executive positions in the NCR and bilingual regions will have a CBC profile, except that this is to be assigned on the basis of a set of criteria set out in the policy.

From now on, assistant deputy minister positions to be filled by closed competition will be staffed on an imperative basis. For open competitions, institutions may choose imperative or non-imperative staffing. Staffing of other EX positions will be based on the criteria for imperative and non-imperative staffing listed in the Treasury Board policy on staffing bilingual positions, which allows for some latitude in the choice of staffing method.

As a general rule, in the NCR and regions designated bilingual for the purposes of language of work, members of the Executive group who had not attained the CBC level





by May 1, 1998, will be protected in their current position until March 31, 2001; those who have not attained the required level by then will have until March 31, 2003, to do so. Departments and agencies are, therefore, being encouraged to ensure that as many incumbents of EX positions as possible who are willing to receive the required training are allowed to do so, in order to minimize the number of executives who will not have achieved the CBC level by March 31, 2001.

To this end, institutions must carefully work out how to ensure that incumbents meet this requirement, by consulting with the employees and following a schedule with two very different time frames. During this period, employees who leave their current position before meeting the language requirements in order to accept an appointment to another bilingual EX position must, of course, meet the language requirements of their new position.

Institutions subject to the *Official Languages Act* that do not have the Treasury Board as their employer, including Crown corporations, must apply the basic principles of the policy to their executives and adapt the policy to their particular situation.

In introducing the new policy, the government is recognizing that, in the NCR and other regions of Canada that have been designated bilingual under the *Act*, most EX positions and duties require an ability to communicate effectively in both official languages. The fact that executives have high-level responsibilities for conducting the business of their departments and agencies, including supervisory responsibilities, justifies the new policy.

By communicating effectively in both official languages in the NCR and the other designated regions, executives play a key role in creating and maintaining a work environment conducive to the effective use of both official languages. Employees are thus in a better position to choose the language in which they wish to work, while recognizing the overriding right of members of the public to be served in the language of their choice. While this measure is primarily designed for the workplace in institutions subject to the *Act*, it should be remembered that executives often act as representatives of the federal government in dealings with other levels of government and members of the public.

The new policy reflects the needs of the La Relève program as an integral part of Public Service renewal. It establishes the CBC as a prerequisite for participation in the assistant deputy minister prequalification program. The CBC requirement is now also an integral





part of the Accelerated Executive Development Program, the Career Assignment Program (CAP) and the Management Training Program, which provide access to the language training required to attain the CBC level.

It is worth noting that on March 31, 1998, about 94 per cent of the members of the Executive group had achieved at least the C level in reading, 96 per cent had at least a B in writing, and 66 per cent had at least a C in oral interaction. At the same time, 95 per cent of those who were required to achieve a C in oral interaction but had not yet done so had already attained the B level. Note also that, as of March 31, 1998, a significant proportion (51 per cent) of the incumbents of unilingual positions were bilingual senior managers with a C in oral interaction.

## **Effects of government transformations on the official languages**

As the agency responsible for the general direction of federal official-language policies and programs in relation to service to the public, language of work and equitable participation, the Treasury Board takes a keen interest in government transformations.

Regarding government transformations, institutions have been made aware of the need to factor official-language issues into their proposals. The federal government has adopted a case-by-case approach in this regard because official-language obligations and their scope depend on individual circumstances. This approach takes into account such specific factors as institutional mandate, nature of services, location of offices, alternative modes of service delivery, and the jurisdiction where the service is provided after transfer. The government believes that imposing a single, inflexible approach would hinder the changes.

The federal government must ensure that the scope of the official languages is commensurate with specific circumstances. Each proposal must specify the type of responsibility to be assumed by the government concerned regarding service to the public, language of work, equitable participation, promotion of English and French and support for official language minority communities.

Innovative modes of service and program delivery, based on the specific circumstances of a situation, may involve new types of partnership. In the *Fifth Annual Report to the Prime Minister on the Public Service of Canada* (March 1998), the Clerk of the Privy Council and Secretary to the Cabinet stated:





“Over the coming years, the Public Service of Canada will continue to modernize its service delivery function. We will continue our efforts to focus service delivery around citizens’ needs and on improving citizens’ access to government. Much progress has been made, but much more remains to be done. Within the Public Service of Canada, progress is needed to project a common image, for departments to share and operate a common infrastructure, for the Government of Canada to provide a single window centred on citizens’ needs. ”

For his own part, the Commissioner of Official Languages conducted a wide-ranging study of the effects that changes in the federal administration since the early 1990s have had on official languages. The Commissioner is critical of the way the official languages were handled in the context of changes aimed at recentring the government’s role through divestiture. In the case of privatization, for example, the Commissioner has always encouraged the government to ensure that existing responsibilities are maintained.

To ensure delivery of service to the public in both official languages and to offer advice and guidance to the federal government on transformations, the Commissioner established three expectations:

- clarification of the role of the central agencies;
- definition of a more detailed accountability framework for mechanisms and government transformations;
- assurance that obligations in respect of the official languages will be maintained.

At the end of the year, at the same time that his 1997 annual report was released, the Commissioner published the conclusions of the study in a document entitled *Effects of Government Transformations on Canada’s Official Languages Program*.

## **Establishment of the Taskforce on Government Transformations and Official Languages**

On the heels of the Commissioner’s report, the President of the Treasury Board announced the establishment of a taskforce on government transformations and the official languages. The taskforce was asked to analyse the effect of those transformations on the official languages and to come back to the President in the fall of 1998 with suggestions for improving the situation. It is made up of eight members representing the academic world, the private sector, both language groups and all regions of the country. The members’ interest in seeing to it that the rights of the official language minority communities are respected is a matter of record.





## Strengthening the official languages network

Following the changes resulting from phases I and II of Program Review, a number of observers claimed that the official languages network in the institutions had been weakened. The claim was made again in the wake of the Sussex Circle study (March 1996), which was undertaken for TBS on the situation regarding the administration of official languages programs in federal departments. The study by the Centre for Management Research and Action (March 1998) confirmed the claim. TBS decided to take strong action, focusing its efforts on strengthening the official languages network and revitalizing the Official Languages Program in departments and other government agencies of which the Treasury Board is the employer.

During the year, TBS also worked on establishing a special relationship with the regional councils of senior federal officials with a view to encouraging the creation of subcommittees on official languages and enhancing the regional effect of departmental initiatives on the development of communities.

The subcommittees are a regional meeting place for consultation on both policy development and implementation. The consultations also aim to define shortcomings in the official languages situation, and demonstrate to communities the sincerity of the commitment of the institutions in their region to provide them with comparable service in both official languages. The subcommittees also serve to make managers more aware of their responsibilities under section 41.

The Pacific subcommittee, established thanks to the leadership of Revenue Canada's regional office in Vancouver, is an excellent model. During the 1997–98 fiscal year, it organized workshops on the official languages for managers in federal organizations in the region, shared training resources for communicating with the media, and made progress on the second-language issue. This subcommittee also established relations with local media, including Rogers Cable, and has access to CBC's weekly program *Micro-Midi*, which is broadcast in Yukon and British Columbia. With the help of the media of the official language minority, the network's regional office broadcasts information of public interest on federal government programs and services available in Western Canada.





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*All these initiatives, which tend to reinforce the sense of pride of people working on official languages issues, encourage the creation of similar subcommittees in other parts of the country, the sharing of models and tools, and the adoption of best practices already in use in certain institutions.*

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Next year, interdepartmental official languages subcommittees modelled partly or wholly on the Pacific subcommittee, are to be set up in Prince Edward Island, Manitoba, Saskatchewan and Alberta under the aegis of the regional federal councils in these provinces.

TBS staff also worked actively with organizations involved in the development of the official language minority communities. For example, it participated assiduously in the meetings of the national, provincial and territorial associations, including their annual general meetings. Through these ongoing contacts, TBS kept in touch with their concerns and made sure that the various components of the Official Languages Program continued to meet their needs.

### **TBS's Official Languages Award of Distinction**

In 1997–98, TBS announced the creation of the *Official Languages Award of Distinction*. Starting next year, annual awards will be made to individuals or teams that have shown initiative and creativity or have adopted practices yielding tangible results. Individuals and teams that have contributed to the advancement of the Official Languages Program in their institutions, including the Canadian Forces and the Royal Canadian Mounted Police (RCMP), are eligible.

The awards will give TBS an ideal opportunity to recognize the leadership, commitment and excellence of people who have attained their objectives through, for example, active and courteous service to the public in both official languages, and to highlight commendable initiatives taken to create a work environment conducive to the use of English and French as languages of work.

Selection criteria reflect Public Service practice. They are based on best practices that have been introduced over the years as much by institutions as by TBS; in other words, practices that have contributed to the creation, at the national or regional levels, of an organizational climate conducive to the implementation of the Program.







## ***National Symposium on Canada's Official Languages***

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***The official languages are vital for national cohesion and are also a value added for Canada in that they enhance our cultural, social and economic life and contribute to the development of official language minority communities.***

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Accordingly, the President of the Treasury Board asked TBS staff last year to work on giving the official languages network new impetus and raising its profile for the tenth anniversary of the new *Official Languages Act*. Planned activities are all focused on this objective and on rebuilding confidence and creating a synergy among the many players in the official languages arena.

TBS, along with the departments of Justice and Canadian Heritage, which are its partners in the project, decided to invest in a common strategic approach and organize the *National Symposium on Canada's Official Languages* during the following year. Among others, the objectives are to show how the role of official languages team builder can be better understood in Canada and to position the official languages more advantageously for the new millennium. Representatives of the private sector, the universities and the two national linguistic communities, legal specialists, international experts and personalities, and representatives of federal, provincial and municipal governments will share their experiences.





The main theme of the Symposium is 'Official Languages: Passport to the XXI<sup>st</sup> Century'. The panels and workshops will be organized according to three fields of interest: legal issues (Department of Justice Canada), promotion (Department of Canadian Heritage), and service to the public/language of work (TBS). The fields have been chosen and structured because of their potential to radiate a new vision of Canada's linguistic situation for the new millennium.

TBS's official languages Web site, which is a source of up-to-date information on the Official Languages Program, will provide information on the Symposium and, after the event, on the highlights.

[www.tbs-sct.gc.ca/ollo](http://www.tbs-sct.gc.ca/ollo)

**National Symposium**  
on Canada's Official Languages

**Official Languages:  
Passport to the XXI<sup>st</sup> Century**

September 16-18, 1998  
Ottawa Congress Centre

Government of Canada / Gouvernement du Canada





## CHAPTER 2

# TREASURY BOARD ACTIVITIES IN SUPPORT OF ITS ROLE

### Prospective

One of the Treasury Board's functions is to ensure that institutions meet their obligations in respect of the official languages. It remained very active in its role as leader and facilitator of the Official Languages Program. It relied on its Secretariat, and particularly the OLD, in carrying out its responsibilities.

### Three-year review

In terms of support for the management board role, the evolution of the official languages comprises the following three main aspects:

- The 'official languages' functions as such have been incorporated into human resources management, both in the institutions subject to the *Act* and at TBS, in the wake of the last phase of reorganization and downsizing. It accurately reflects the organizational model adopted by institutions. The trend was confirmed in 1997–98 as organizations moved ahead with the single-window concept and endeavoured to build on the close relations between the Official Languages Program and human resources.
- Gradual abandonment of the 'command' system of official languages memoranda of understanding with departments and agencies. It has been replaced with a more flexible, more strategic system of annual reports focused on success in achieving the results committed to by institutions. Accordingly, the resources of the OLD (TBS) staff are now focused on results rather than just monitoring operations and processing individual requests for approval.
- A products and liaison group has been established within the OLD (TBS) to educate and sensitize institutions on official languages issues by maintaining a tangible presence in the diverse regions of the country and, particularly, in dealing with managers of regional offices and official languages minority communities. It also acts as an intermediary between the communities and the institutions.





## Development of the Official Languages Program

The Official Languages Program continues to develop as an integral part of the overall culture and operations of the institutions subject to the *Act*. Acting as a catalyst, TBS (OLD) sees to it that this evolution is given practical expression by applying certain measures, such as:

- More effectively promoting centres of excellence in official languages for institutions; the centres would act as beacons and help to accelerate the achievement of expected results.
- Logically and coherently integrating new parameters emerging, for example, in regions designated bilingual for the purposes of language of work, where executives are faced with new language requirements.
- Developing a special relationship between TBS (OLD) and the departmental responsibility centres (senior managers), who will act as official languages champions within their institutions, focusing on maintaining and improving quality of service to the public in both official languages and on the use of both official languages by employees.
- Playing an active role in evaluating departments' and agencies' strategic plans, particularly by enhancing the positive effect of their initiatives on institutional bilingualism, supporting the development of official language minority communities, and contributing to national cohesion.

## Functions and organization chart of the TBS Official Languages Division

With the support and experience of human resources experts, the OLD (TBS) is in a better position to focus on the general direction and strategic management of the Program while still assisting institutions in implementing the provisions of the *Act* effectively. The reorganization of the OLD (TBS) is based on three main developmental objectives:

- Centre the Official Languages Program on quality of service to the public.
- Increase institutional bilingualism and raise the profile of the Official Languages Program.
- Contribute to the attainment of the government's objective of national cohesion by supporting the development of the official language minority communities in accordance with section 41 of the *Act*, Part VII.





In this context, OLD staff are using a strategic, client-driven approach to develop an organizational component that is focused both inside the Public Service and outside. It is ensuring that members of the official languages network are better prepared to take action on the government's major policies and on such measures as reorganization and alternative modes of program and service delivery. This integrative approach is also designed to promote training, development and consultation efforts in the NCR and the regions.

The OLD's function is to interpret legislation and policy, develop and communicate policies, analyses and reviews, monitor implementation of the Official Languages Program in departments, agencies and Crown corporations, and provide liaison with official language minority communities, federal employees and other levels of government.

Within this context, three groups have been established within the OLD:

1. The **Policy Group** is responsible for designing, developing, interpreting and formulating policy, co-ordinating parliamentary activities and management information systems, recentring the Official Languages Program by clarifying short- and medium-term objectives, preparing the President's annual report on official languages, and managing certain projects, for example, the secretariat of the Taskforce on Government Transformations and the Official Languages.
2. The **Programs Group** is responsible, in the present context of the function of modern comptrollership, for renewing the ongoing relations between TBS and the 157 institutions subject to the *Act* (i.e. by analyzing official languages reports and action plans), developing and communicating TBS's role in implementing section 41, and strengthening the official languages network. Division of work among the portfolio managers, who are involved in the multidisciplinary consultation teams in TBS's programs sectors, reflects an approach based on major sectors (economic, social and cultural, government operations). This is the normal *modus operandi* of TBS in its role as a central agency. This group performs the same functions with respect to employment equity.
3. The **Products and Liaison Group** is responsible for liaising with federal managers in the regions and organizations representing official language minority communities with a view to pinpointing their need for services in their official language, assessing compliance with the *Act* in light of institutions' plans for service delivery, promoting the quality of communications between institutions and the Canadian public,





providing information on the official languages (workshops, orientation courses, publications and Web sites), and raising the profile of the Program through such initiatives as the *National Symposium on Canada's Official Languages*.

In 1997–98, the OLD had 34 full-time equivalents (including four paid for by the Employment Equity Division) to support the Treasury Board in carrying out its official languages mandate. TBS allotted \$3.2 million to the general direction and co-ordination of the Program in institutions subject to the *Act*. Its main activities during the year are described below.

## Auditing and monitoring

Under Part VIII of the *Official Languages Act*, the Treasury Board plays a broad co-ordination and management role while departments and agencies are responsible for operations and implementation. In accordance with TBS's comptrollership function, departments must be familiar with standards and then ensure that they are applied by the management level closest to the client.

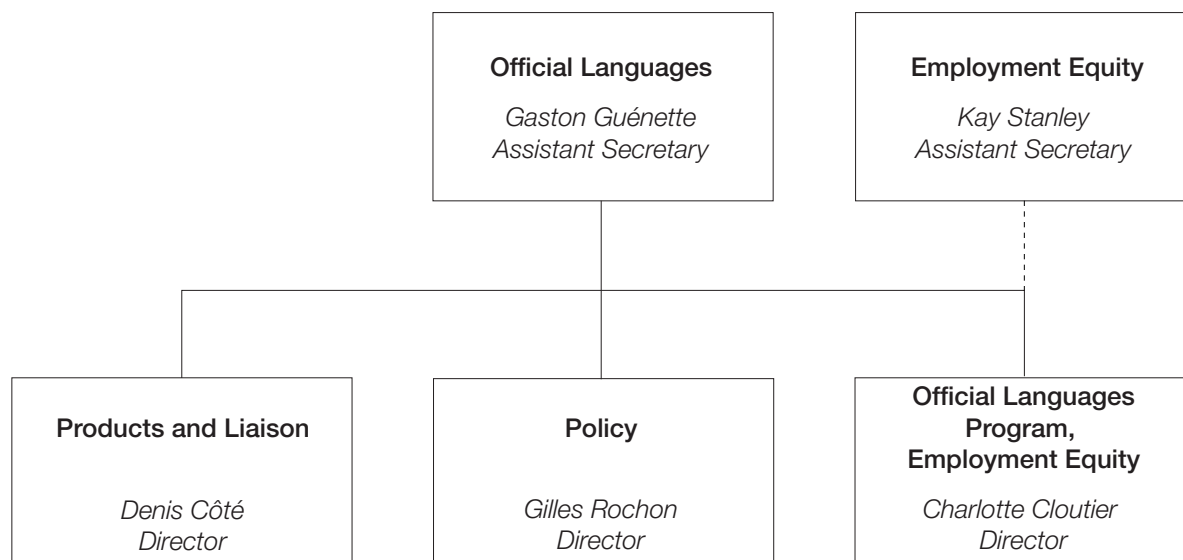
Over the last three years, the government has been managing a staff downsizing process, which has led institutions to reorganize service delivery, particularly in the regions. Currently, there are 3,474 federal offices and service points in Canada (29 per cent of the total) that are required to provide services in both official languages.

Auditing and monitoring are essential for TBS to learn what is happening in the field regarding availability of services in both official languages in designated bilingual offices and to be able to take corrective action.

Real and lasting compliance in this respect at all organizational levels and across the country in institutions subject to the *Act* indicates that employees are familiar with and have adopted the values enshrined in the *Act* and can, therefore, show a real commitment to ensure that those values are respected. In this context, a broad range of activities has to be designed, set up and carried out in order for us to obtain an accurate picture of the situation and be able to talk about it knowledgeably.

The Treasury Board's monitoring activities within its accountability framework include TBS regional assessments in offices and at service points required to serve the public in both official languages fiscal and internal audits conducted by the institutions themselves.





- Information gathering, liaison and consultation with official language minority associations and regional managers both inside and outside the Public Service
- Information and training on service to the public, language of work, equitable participation and management of the Program
- Compliance assessments and special studies
- Design of promotional tools and organization of special events e.g. the *National Symposium on Canada's Official Languages*

- Development and interpretation of the *Official Languages Act* and related regulations and policies
- Support for the President's parliamentary activities (OL)
- Responsibility for management information systems (OL)
- Design and preparation of the President's annual report
- Secretariat to Taskforce on Government Transformations and OL

- Promotion of the Official Languages Program to the 157 departments and Crown corporations
- Analysis of OL reports and action plans
- Assistance and advice to federal institutions, including animation of OL champions
- Co-operation with TBS multidisciplinary teams on OL and section 41
- Co-ordination of TBS activities under section 41

Note: This group performs the same functions with respect to employment equity.





During the fiscal year, TBS received 10 internal audit reports focusing entirely or in part on the official languages. One report was devoted exclusively to service to the public, three concerned language of work, two were comprehensive audits, and two others examined more than one component of the Official Languages Program.

Language of work and language of service to the public require special attention. They are part and parcel of employees' sense of belonging to their organization and to the federal Public Service as a whole.

### **Service to the public**

During the year, TBS conducted the following audits on service to the public:

- 1) A special *Canadian Facts* study, carried out by telephone in all designated bilingual offices of institutions required to provide bilingual service to Canadians, on active offer and service in both official languages.
- 2) An assessment of the degree to which specific departments and agencies were meeting their obligation to serve the public in both official languages. Audits were conducted in eight Census Metropolitan Areas. Audits of service to the public have been conducted in 21 Census Metropolitan Areas since this activity started in 1995.
- 3) An audit of official languages and information technologies to assess the degree to which specific institutions were meeting their obligations under the *Act* in this respect.
- 4) An analysis of the progress made from 1994 to 1997 by 25 federal departments and agencies in meeting the requirements of the *Act*.

Overall, the reports highlighted certain shortcomings, such as the insufficiency and lack of clarity of communications on official languages, the misunderstanding of the concepts of 'active offer of service' and 'service of comparable quality in both official languages', the variation in the provision of service from one office or institution to the next, the lack of accountability of front-line managers, and the lack of integration of official languages into routine activities. TBS is making sure that the necessary action has been taken in these instances.

Other TBS audit activities were as follows:

- Letters from the President of the Treasury Board (May 1997) and the Secretary (August 1997) reminding their counterparts of the importance of being watchful and attentive in ensuring that the principles of institutional bilingualism are being respected and that the Official Languages Program is being implemented appropriately.







- Letters (December 1997 and February 1998) from the Secretary of the Treasury Board to his counterparts about the availability of service to the public in the official language of the minority at designated bilingual offices.
- Reminder by the President of the Treasury Board (December 9, 1997) before the Joint Standing Committee on Official Languages that he intends to ensure personally that institutions subject to the *Act* meet their obligations regarding institutional bilingualism and, specifically, continue to provide service to the public in the language of the minority.
- Letter (March 1998) from the Secretary of the Treasury Board to his counterparts concerning such subjects as the submission of remedial plans by institutions to ensure bilingual services of equal quality.
- Invitation to official languages ‘champions’ (responsibility centres) to remind institutions of their obligation to provide service to the public in both official languages.
- Continuation of regional assessments in over 150 offices and service points required to serve the public in both official languages.
- Continuation of workshops on service to the public in all regions of Canada and visits to offices required to serve the public in both official languages with a view to intensifying efforts to inform managers and their staff about their responsibilities.
- Continuation of workshops on language of work to remind managers of their responsibility to create and maintain a work environment genuinely conducive to the use of both official languages.
- Distribution of a new poster on the availability of service in order to remind managers of their obligations and encourage employees to continue providing service to the public actively and equitably in both official languages. Distribution of the poster was also designed to raise the profile of institutional bilingualism.
- Invitation to senior managers and staff at national headquarters and in the regions to visit the TBS Web site on the official languages for the latest policies and publications.

## Language of work

The 1996–97 annual report of the President of the Treasury Board showed the preliminary results from the first phase of the satisfaction survey on language of work conducted in institutions subject to the *Act* in New Brunswick. The final report of the survey is now available on the Internet. The survey questionnaire was sent to the





10,000 employees in the province, and 6,000 of them, or 56 per cent, responded. The survey was designed to determine, among other things, whether employees had been informed of their language-of-work rights, whether their work environment was conducive to the effective use of both official languages, and whether federal institutions in New Brunswick were meeting their obligations.

The first-phase data show that 88 per cent of respondents (92 per cent of Anglophones and 79 per cent of Francophones) were satisfied with the opportunity they had to work in the official language of their choice. Of the Francophone respondents, 15 per cent would prefer to be able to use French in communications. Areas for improvement, according to the 1996 study, are the use of French in staff meetings, the availability of training in French, and in-house services and computer programs in French.

In their annual reports, institutions must describe the efforts they have made to rectify all shortcomings in the language of work situation in their New Brunswick offices. The survey was also launched in Northern Ontario in early 1998. The 1998–99 report will present the overall findings of this second phase.

### **Equitable participation**

The participation rate of English- and French-speaking Canadians remains stable and acceptable, reflecting to a reasonable degree the presence of the two language groups in Canada. The latest census figures confirm that Francophones account for 24.6 per cent of the population and Anglophones 73.8 per cent.

The proportion of Anglophones in the federal Public Service in Quebec remains low (5.3 per cent). However, the figure is higher (13 per cent) if all institutions subject to the Act are considered, including Crown corporations and other agencies.

TBS continued to remind institutions that they are required to provide equal opportunities for employment and advancement to members of both linguistic communities, particularly by organizing employee information sessions.

In meetings over the years, TBS staff have highlighted the need to use the minority language media to ensure that Anglophones in Quebec are better informed about employment opportunities in the federal Public Service. Managers have been encouraged to contact representatives of Anglophone associations in Quebec concerning the services provided by their institutions and, where appropriate, to solicit their co-operation in informing their members of employment opportunities and recruitment activities.





With the support of TBS and other central agencies, the regional office of the Public Service Commission of Canada in Montreal launched an initiative that went beyond routine data gathering and analysis. Entitled *Participation of Anglophones in the Federal Public Service in Quebec*, this strategic study examines the main reasons why Anglophones are underrepresented in the federal Public Service in Quebec — the only province where this is the case — and attempts to pinpoint the barriers to recruitment. TBS has been closely following the progress of this study, the final report of which was not ready on March 31, 1998.

## Information

Both the *Canadian Charter of Rights and Freedoms* and the *Official Languages Act* stipulate that federal institutions across the country are required to serve the public in both official languages, in accordance with certain provisions. It is up to these institutions to take the necessary steps to fulfil this obligation. They have not only a legal obligation but also a responsibility to do so, and should be proud to serve Canadians well. The Treasury Board recognizes its responsibility under the *Act* to inform members of the public and the staff of institutions about the government's language policy.

Nothing of lasting value can be achieved until employees at all organizational levels, both at national headquarters and in the regions, are properly informed of the requirements of the *Official Languages Act* and the *Official Languages (Communications With and Services to the Public) Regulations* and are made aware of the issues and values at stake so that they can take ownership of them. Whether the subject is service to the public or language of work, senior and middle managers and the staff who serve the public need practical, straightforward information so that they can become more familiar with all aspects of the official languages requirements. They must be made fully aware of these requirements and be committed to meeting them.

## Workshops on service to the public

As part of its mandate, the OLD continued to offer a series of half-day workshops in 1997–98 on the various aspects of delivering services in federal government offices required to provide service to the public in both official languages.

Employees were trained to actively offer service in both official languages, both in person and by telephone (section 28 of the *Act*), as an integral part of service to the public. Under section 28, institutions must ensure that offices required to provide service in both official languages can inform members of the public, particularly by





communicating directly with them or through signage, notices or documentation on services, that those services are available in the official language of their choice.

The workshops were designed to meet the specific needs of regional offices and were run in Quebec (Montreal, Gaspé and Sherbrooke), New Brunswick (Moncton, Bathurst, Fredericton, Edmunston and Saint John), and British Columbia (Vancouver). Naturally, they were also intended to remind employees whose job it is to greet clients of the importance of the availability of services in both official languages.

As well as going over the provisions in the *Act* relating to service to the public and active offer of service, the workshop leaders endeavoured to give staff a better understanding of how the provisions relate to the operations of a federal office that deals with a large number of clients every day. It is important for employees to grasp the principle underlying the active offer, which is to make it clear to clients that they can use the official language of their choice in communicating with the office.

The active offer of service in both official languages includes a range of measures that institutions must take to indicate clearly to members of the public that they can receive service in either official language. A positive environment and a spirit of openness are necessary so that people feel comfortable using their first language when talking to a public servant in any federal office required to provide service in both official languages under Treasury Board regulations.

Putting up a welcome sign or poster inviting clients to talk to staff in either official language meets the requirements of the *Act* only in part. Employees have a responsibility to make an active offer of service; their conduct plus the surrounding environment combine to constitute an active offer of service.

It is very important for employees whose job it is to greet clients to be fully aware of their organizations' responsibilities and to have all the information they need to fulfil those responsibilities — especially the practical tools TBS has made available to institutions. During the year, TBS gave information sessions in a number of offices, particularly in Prince Edward Island and Quebec, to help staff in this regard.

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*TBS and the institutions are pursuing an ongoing dialogue concerning the principles of active offer of service and the level of effectiveness of service delivery, and how both can be applied as effectively as possible.*

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The principle of active offer as a means of integrating the official languages more effectively into day-to-day operations in offices across the country occasionally raises questions. Institutions are concerned about such issues as balancing active offer and availability of service.

To promote an active offer and fulfil its leadership role on the issue of service to the public, TBS developed a number of audiovisual and print materials (*Bonjour/Good Morning, Getting on Board, A Knack for Service*). At the end of the fiscal year, it introduced a new poster on the availability of service in both official languages and is distributing it at its workshops. These materials focus on four aspects of service to the public where shortcomings are generally reported: presence of the symbol, active offer of service, service by telephone and service in person.

Next year TBS plans to give a new series of regional workshops on service to the public.

### **Poster on availability of service in both official languages**

TBS's latest initiative on the active offer front was the production of a new poster (*Serving you in both official languages – À votre service dans les deux langues officielles*). It was unveiled by the President of the Treasury Board on March 16, 1998, during the *Semaine nationale de la francophonie*. By informing clients of the availability of service in both official languages, the poster will help to promote the active offer of service and raise the profile of institutional bilingualism.

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*The President stated at the unveiling ceremony that the prime obligation of institutions in delivering government services was to ensure that members of official-language minority communities feel at home when they enter a bilingual federal government office anywhere in the country. He invited Canadians to avail themselves of these services in the language of their choice.*

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Over 3,000 posters were sent out, accompanied by a letter to the manager of each office or service point required to inform the public that services are available in both official languages. It is the responsibility of each office and service point to use the poster with other measures to ensure the active offer of service in both official languages.





## Workshops on language of work

It is important to fully inform employees of their rights concerning language of work, and it is equally important to remind managers of their obligation to create and maintain a work environment that is genuinely conducive to the effective use of both official languages (training and development, language or languages of meetings, etc.) in the NCR and regions designated bilingual for the purposes of language of work.

As well as remaining informed, managers must demonstrate strong leadership and commitment on this issue. TBS, with the support of the regional councils of senior federal officials in particular, is therefore insisting more and more that managers with decision-making authority attend the workshops. They can then make the management decisions required to create and maintain an environment conducive to work in both official languages in the regions designated bilingual for the purposes of language of work.

In this context, TBS organized a new series of 10 training workshops in June 1997. They focused on a variety of implementation issues and were held in all regions designated bilingual for language of work purposes in Quebec and throughout New Brunswick, the whole of which is a designated bilingual region for the purposes of language of work.





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*In light of the new policy on language requirements for executives, TBS has been working in co-operation with the regional federal councils on a new series of workshops in regions designated bilingual for the purposes of language of work. It is planned to give the workshops to successful candidates of the La Relève program.*

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## **Orientation courses on official languages**

In 1997–98, TBS gave National Defence staff a three-day pilot orientation course on official languages. It gave them an overview of the Program and the progress of the official languages in institutions subject to the *Act*.

In response to a request from the official languages subcommittee of the Pacific regional federal council, TBS developed a course on delivering services to the public with a focus on the language rights of members of the public and employees, and institutions' obligations with respect to each component of the Official Languages Program. The course was given in co-operation with Training and Development Canada and took the form of four intensive one-day sessions. It received a high satisfaction rating from about 100 participants working in federal institutions in British Columbia.

## **Blue pages in Canadian telephone directories**

During the year, TBS finalized a proposal for the blue pictogram indicating service to the public in both official languages to appear in the blue pages of telephone directories across Canada. It would appear with an explanatory note alongside the numbers of offices of institutions subject to the *Act* that are required to provide service in both official languages.

The TBS's proposal calls for departments to ensure that, when they update their listings, the numbers in the blue pages match those in the Burolis electronic directory. Burolis includes all locations where service to the public must be offered and provided in both official languages. Project approval is expected next year.

## **Support, consultation and co-operation**

TBS has everything to gain from learning managers' views on service to the public, language of work, equitable participation, language training, the bilingualism bonus, translation and support for official-language minority communities. Feedback on TBS's work with institutions is a key component in the implementation of the Official Languages Program.





TBS must work with institutions to identify priorities and initiate consultations with managers on the best way of implementing specific official languages measures. This enables TBS to regularly take the pulse of institutions on official languages matters and identify broad trends. The concerns and ideas expressed provide additional food for thought and give TBS a new perspective on its official languages activities.

TBS established an official languages consultation and communication mechanism between the central agencies and departments on issues relating to the general direction and implementation of the Official Languages Program in institutions. The following three committees met regularly in 1997–98:

- the Deputy Ministers Committee on Official Languages, comprised of TBS, the Department of Justice Canada (chair), the Department of Canadian Heritage, the Privy Council Office, Intergovernmental Affairs, the Department of Foreign Affairs and International Trade, the Canadian International Development Agency, the Public Service Commission of Canada and the Canada Information Office;
- the Departments and Agencies Advisory Committee on Official Languages, comprising representatives of institutions for which the Treasury Board is the employer and organizations with separate employer status. It is chaired by the Treasury Board;
- the Crown Corporations and Agencies Advisory Committee on Official Languages, comprising representatives of organizations subject to the *Act* other than those for which the Treasury Board (chair) is the employer and those that have separate employer status.

The committees looked at the major issues, such as TBS's invitation to institutions to appoint official language 'champions' (responsibility centres), the new language requirements for executives, information technologies and availability of service to the public. Regular meetings were also held between TBS and the Commissioner of Official Languages.

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*Given the changing role of government and the modernization of federal programs and services to meet Canadians' needs more effectively, TBS also focused on existing partnership projects. It is committed to ensuring that official languages issues are taken into consideration at the outset of the process to set up new entities.*

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## CHAPTER 3

# THE SITUATION IN FEDERAL INSTITUTIONS SUBJECT TO THE *OFFICIAL LANGUAGES ACT*

This chapter presents an overview of the official languages situation in all institutions under the Treasury Board's mandate. It examines the three components of the Program (service to the public, language of work and equitable participation) as well as support measures and Program management.

### Overview

As indicated by the observations under each of the headings below, implementation of the Official Languages Program in institutions subject to the *Act* remains satisfactory on the whole and some progress should be noted. Problems remain in some areas, notably with regard to active offer of service to the public in both official languages and the availability of service in some offices, internal communications with employees, and public information. TBS is aware of these difficulties and is continuing to work with the institutions concerned to resolve them.

Measures to streamline and redirect government activities under phases I and II of Program Review as well as spending cuts and staff reductions have had no adverse effects on the Program with respect to the percentage of bilingual positions (tables 1 and 3), participation (tables 12 and 13), or the pool of bilingual employees (Table 2).

As Table 2 shows, not only did the pool of bilingual employees in the Public Service remain stable, but the vast majority of bilingual employees (nearly 90 per cent) had either superior or intermediate proficiency in their second language. The pool of bilingual employees in the Public Service has remained relatively stable: as of March 31, 1998, the pool exceeded the number of existing bilingual positions by 12 per cent.

However, 7 per cent of the incumbents of bilingual positions still do not meet the language requirements of their positions (Table 4). In these circumstances, it remains the responsibility of federal institutions to take the necessary measures to meet their official language obligations.





For a number of years, the language requirements of bilingual positions have been rising slowly but steadily. A closer examination of each of the three components of the Program reveals that, on the whole, institutions are meeting their obligations. The tables on bilingual positions show that the infrastructure is in place. For example, a high proportion of incumbents of bilingual positions allocated to service to the public and internal services meet the language requirements concerned (tables 6 and 8). The situation in federal offices and points of service required to serve the members of the public in the official language of their choice has remained stable.

With regard to language of work, points to be noted include the positive effect of initiatives launched by institutions subject to the *Act* throughout the fiscal year and the usefulness of the tools available to government departments, agencies and Crown corporations to help them fulfil their obligations more successfully. Special mention should be made of the high percentage (88 per cent) of EX and non-EX supervisors meeting the linguistic profile of their bilingual positions.

The new policy on language requirements for executives has strengthened other formal instruments created to promote an environment that favours the use of both official languages. Less formal mechanisms include handbooks with practical suggestions on how to implement these requirements.

As of March 31, 1998, the national participation rate of French-speaking federal public servants was stable at 29 per cent. The participation of English-speaking federal public servants in Quebec remained low at 5.3 per cent. The same is not true, however, in Crown corporations, the Canadian Forces, agencies for which the Treasury Board is not the employer, the RCMP and other organizations subject to the *Act*, where the overall Anglophone participation rate in Quebec is 13 per cent. With the exception of Quebec, where English-speakers are underrepresented, regional participation rates are representative.

### **Analysis of progress made by 25 federal departments and agencies towards full compliance with Canada's *Official Languages Act* from 1994 to 1997**

TBS commissioned a study to analyse the progress made by a representative sample of institutions regarding their commitment to and compliance with parts IV, V and VI of the *Act*. The study covered a four-year period (1994–1997) during which the 25 target institutions went through a major reorganization of their workforce (generally a downsizing). It presents an overview of each institution with regard to





changes in the proportion of bilingual positions overall and the language proficiency of the incumbents. TBS can use the individual profiles of the institutions to evaluate progress in the wake of federal Public Service restructuring.

One conclusion emerges: in the majority of institutions that experienced major staff reductions, there was an increase in the proportion of bilingual positions. It cannot be concluded that there was growth, however, since the databases for 1997 and 1994 are clearly not the same. On the other hand, it will be interesting to monitor the trend over the medium and long terms, since TBS will then be able to rely on stable workforce data.

## Service to the public

The *Act* stipulates that members of the public are entitled to communicate with and receive services from institutions that are subject to the *Act* in the official language of their choice, whether dealing with head offices or headquarters or with offices and points of service in the NCR that provide services to the public. With respect to other offices and points of service, the *Official Languages (Communications With and Services to the Public) Regulations* set out the circumstances in which use of both official languages is required due to significant demand or to the nature of the office or point of service.

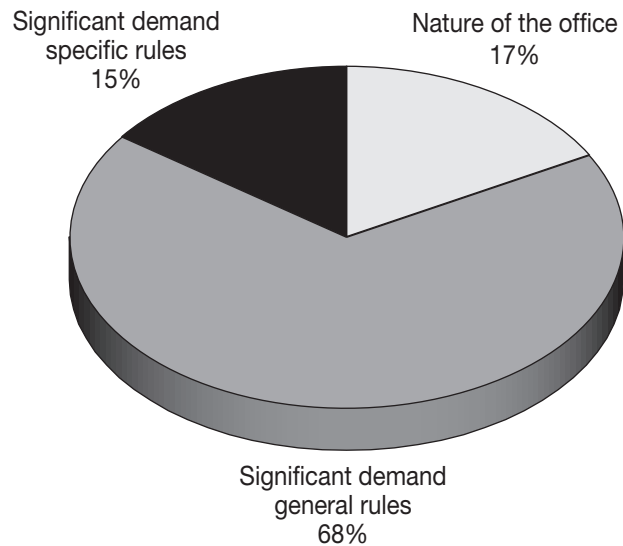
Figure 1 shows the percentage breakdown of federal offices required to provide services in both official languages by type of applicable rule as of March 31, 1998.





Figure 1

**Distribution<sup>1</sup> of bilingual federal offices and service points in Canada by type of regulation as of March 31, 1998**



<sup>1</sup> As a proportion of all bilingual offices in Canada subject to the Official Languages Regulations.

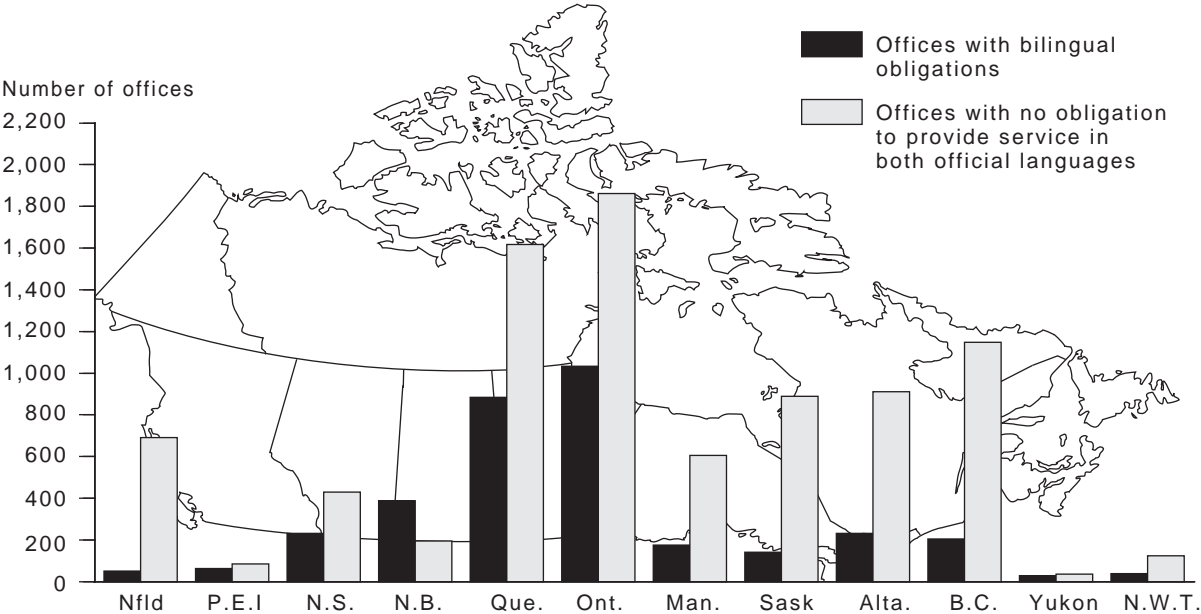
Figure 2 illustrates the breakdown of offices and points of service in the provinces and territories and the number of those required to provide services in both official languages. As of March 31, 1998, 29 per cent of the 12,066 offices and points of service in Canada were required to provide bilingual services to the public.





Figure 2

Breakdown of federal offices and service points in Canada



Progress report

The progress achieved so far in service to the public, especially in offices required to provide service by telephone, is also reflected in the greater capacity of institutions to provide their services to the public in both official languages. Results of the *Canadian Facts* survey of March 1998 on active offer of service and service by telephone in both official languages across the country are encouraging. The study concludes that when a member of the public makes a request for service in the minority official language (English in Quebec, French outside Quebec), the first person to whom he or she speaks is able to reply in that language slightly more than seven times out of ten. Although not all institutions are able to provide service in the selected language on first contact, calls are often transferred to a bilingual employee who is capable of doing so. Nationally, nearly nine out of ten offices can provide services in the minority official language.



The capacity of institutions to provide service to the public in both official languages, measured by the number of bilingual positions providing service to the public, decreased slightly in absolute terms but increased by 1 per cent in 1997–1998 (Table 6). This fact is particularly significant given that the Public Service workforce decreased by 3.7 per cent during the same period. Budget cutbacks have, therefore, had no negative effect on the capacity of institutions to deliver bilingual services to the public.

Twenty-three per cent of bilingual positions allocated to service to the public require superior proficiency in the other official language (Table 7). In fact, almost all bilingual positions assigned to service to the public (97 per cent) require superior or intermediate proficiency in the second language.

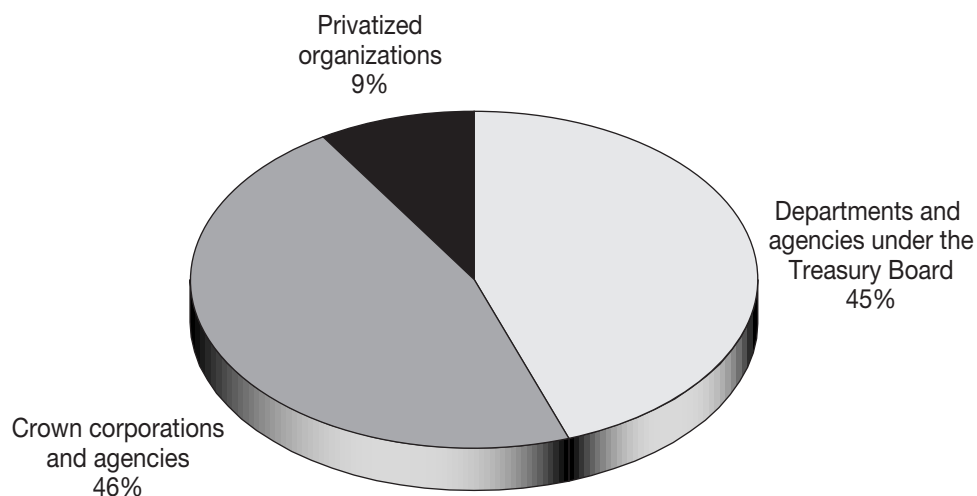
With regard to Crown corporations and other privatized organizations subject to the *Act*, capacity is not necessarily measured in terms of bilingual positions. Generally speaking, these organizations have not adopted a position-based system. In these instances, TBS measures capacity on the basis of the number of bilingual employees at a given point of service.

### The universe of official languages

Figure 3 shows the totality of institutions subject to the *Official Languages Act* for which the Treasury Board has the responsibility of ensuring that they are carrying out their obligations in the matter of official languages.

Figure 3

#### Institutions subject to the Act





## **Audit of availability of services to the public in the minority official language in designated bilingual offices**

In 1996, the Commissioner undertook a national institutional follow-up study of the federal offices required to provide service to the public in English and French. This study was even more extensive than the one done in 1994 on the availability of service to the public in a number of bilingual offices.

It produced results that differ from both the Commissioner's 1994 study and those reported by TBS based on data provided by institutions for the President's 1996–97 annual report. It was, therefore, important to determine the extent to which the discrepancies between the two studies, over the same period were real and attributable to a deterioration in the quality of service in both official languages.

Since reliable data on active offer and service to the public in both official languages are needed, the availability of service by telephone was addressed first. TBS retained the services of a nationally recognized polling firm, *Canadian Facts*, to conduct the special study.

### **Special study on active offer and service by telephone in both official languages**

As part of its responsibilities under Part VIII of the *Act*, TBS conducted a special study in March 1998 in all designated offices of institutions required to provide bilingual services to the public in Canada. Its purpose was to examine the status of active offer and the availability of services in French and English during telephone communications with the public.

Specifically, TBS wanted to determine the availability of service in English to the English-speaking population of Quebec and French service to French-speaking Canadians in other parts of the country. As part of their duties, employees of designated bilingual offices who are in contact with the public are required to actively offer service in both official languages, wherever their offices are located.

The *Canadian Facts* survey was conducted in the 10 provinces, two territories and the NCR. Based on the Burolis database from December 1997, TBS identified a total of 2,761 bilingual offices offering a telephone number that the public could call. This list excluded Canada Post Corporation outlets and franchises, which were not listed in the Burolis directory at the time of the survey.





A specially designed interview method was used to take into account the specific situations of the institutions being evaluated. A total of 1,917 telephone interviews, each lasting a maximum of 15 minutes, were conducted in February and March 1998.

The NCR, Quebec and New Brunswick came out on top in terms of the bilingualism of federal employees. The results for Newfoundland, Saskatchewan and the Northwest Territories were below average. Among the major institutions that performed the best are the Farm Credit Corporation and the Business Development Bank of Canada, which provided the required bilingual services in almost all instances. The Canadian Security Intelligence Service responded perfectly in both official languages wherever it was required to do so.

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***Overall, the results of the Canadian Facts survey are encouraging, despite variations from region to region and institution to institution. They support indications that the Canadian government is on the right track to achieving its objectives for active offer of service to the public and service by telephone in both official languages.***

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Nationally, services by telephone in the official language chosen by clients of designated offices usually comply with government policy. Other service components are also found to be good, such as the quality of public servants' language (good or very good in 89 per cent of instances), waiting time (reasonable in 97 per cent of instances) and courtesy (98 per cent of workers deemed polite or very polite).

The survey shows that offices required to provide service by telephone in both official languages generally meet their obligations, although active offer of service is all too often lacking. Department and agency heads, who are accountable to Treasury Board in this matter, must expressly undertake to meet this requirement.

The results of the study, which will serve as a basis for other TBS monitoring activities, have been sent to institutions, and a summary has been made available on the official languages Web site of TBS. Institutions with offices that were found to have shortcomings must report on the status of action taken in their annual report to TBS. They have been asked to put in place, over a reasonable period of time, the measures required to redress the situation in their offices and renew their commitment to deliver services to the Canadian public in both official languages.







At the end of the year, TBS also devised an action plan for designated bilingual offices and points of service. This plan will enable TBS to properly carry out its mandate and address the Commissioner's concerns. It places special emphasis on monitoring the enforcement of its policies in each office where shortcomings were found and on the accountability of the deputy ministers of the institutions concerned.

In addition to corrective measures for each office, the plan provides for specific TBS activities to strengthen its role and leadership so that it can maintain equitable, active quality service in both official languages, wherever it is required to do so.

TBS takes the necessary measures, as far as available resources allow, to cover the offices and points of service that the Commissioner has not yet visited. Beginning in the fall of 1998, for example, it will organize a series of workshops for managers in various regions across the country on service to the public.

TBS is steadfast in its concern to ensure that institutions subject to the *Act* fully meet their responsibilities regarding the availability of services to the public in both official languages.

## **Audits of Census Metropolitan Areas**

The objectives of audits of Census Metropolitan Areas (CMAs) are based on Part IV of the *Act*, which describes the obligations of institutions subject to the *Act* and third parties serving the public on their behalf. These field audits are designed to determine, in particular, the extent to which institutions with offices located in CMAs fulfil their obligation to serve the public in the language of its choice and to check whether they have the work instruments to help them achieve this objective.

The Secretariat published the results of the first phase of an audit of service to the public conducted in 1995–96 in the Toronto and Halifax CMAs. This audit shed light on a number of shortcomings that the institutions concerned corrected through their action plans.

In the second phase of the audit for the year under review, TBS examined service to the public in 11 other CMAs in Ontario and Western Canada: Hamilton; Oshawa-Bowmanville; St. Catharines-Niagara; Windsor; Sudbury; London; Victoria; Vancouver; Calgary; Saskatoon and Winnipeg.

Throughout the year, TBS continued to assess the degree to which certain departments and agencies met their obligation to serve the public in both official languages. This audit was conducted in eight CMAs: Quebec; Montreal; Chicoutimi-Jonquière;





Trois-Rivières; Sherbrooke; St. John's, Newfoundland; Saint John, New Brunswick; and Regina.

According to the results, services are available in almost all of the offices visited in certain CMAs (Sudbury, St. Catharines and Hamilton, for example) but much less so in others (Oshawa, Windsor and Victoria). It should be noted, however, that some of the audits were conducted in 1995–96 and that corrective measures have since been taken in response to follow-up audits in these same CMAs.

Based on the findings of the three phases of the audit, the situation varies from region to region and office to office. Managers, who do not always have a well-defined monitoring method, assume that the lack of complaints in their respective sectors means that service is always provided in the language the client prefers. Some offices perform well while others have difficulty in meeting their obligations effectively.

In Quebec, for example, preliminary results show that the active offer of service by telephone and in person is not always made, particularly because of the time it takes to answer in both official languages. This situation can frustrate clients.

After visiting each office (presence of the symbol, provision of bilingual services or adequate bilingual capacity, active offer by telephone and in person), auditors inform managers of the shortcomings they observed. Generally speaking, the audits show that the offices of the institutions visited have the bilingual capacity and the work instruments necessary to provide services of equal quality.

Over the last three fiscal years, 21 CMAs have been audited for the availability of key services to the public. Institutions are required to continue reporting their responses to the recommendations in their annual reports to the Secretariat until their performance is deemed satisfactory. However, since these audits were conducted over the last three years, while changes resulting from phases I and II of Program Review were taking place, some offices were closed and others merged.

Results of the audits, by office, were sent to institutions. Final reports then gradually made their way to the TBS Web site (*Official languages audit – CMAs, service to the public*).

## **Regional assessments on service to the public**

TBS officers continued to conduct regional assessments by visiting managers of offices and points of service required to serve the public in both official languages. They visited at least 150 offices and points of service during their tours of Nova Scotia, New Brunswick, Alberta, British Columbia and Yukon.





Managers on site reported on the methods used to deliver services to the public (service counter, by telephone, in person). Assessments covered the availability of publications in English and French and signage in the public areas of the offices visited. Where shortcomings were observed, TBS officers gave routine advice to ensure that services provided to the public complied with the *Act*.

TBS examined this portion of the second phase of assessments and pooled the data from the first phase. During the next fiscal year, the second phase will be completed with visits to Quebec and Ontario.

The third phase of assessments will specifically take into account the results of the *Canadian Facts* study on the availability of telephone service to the public in English and French. To avoid duplication in the third phase, TBS will take into consideration the follow-up audits of institutions that the Commissioner of Official Languages plans to conduct.

The data collection and the subsequent analysis will provide a more complete picture of the situation following the observations made since 1994 and the corrective action taken. At the same time, the assessments constitute an ongoing process of sensitization aimed at encouraging regional managers to introduce the corrective measures required, with the support of TBS where appropriate.

### **Burolis on the Internet**

Institutions subject to the *Act* can access the data in the computerized directory *Burolis on line* on the TBS Web site. Changes were made to the software so that institutions will eventually be able to enter their own data directly. These data will be validated by TBS before being activated.

### **Audit of official languages and information technologies**

Particular attention was also paid to the computerization of systems in institutions over the past two fiscal years. TBS conducted an audit to evaluate the degree to which certain institutions comply with the *Act* and the Treasury Board policy. The results were published and the general report is available on the Internet.

The objectives of the audit were to determine whether institutions were meeting their obligations regarding the acquisition of information technology goods and services, determine the availability of regularly and widely used hardware and software systems in both official languages, ascertain employees' level of satisfaction, and make recommendations.





Auditors examined the information management plans of the institutions concerned, the policies and directives for commercial software and software developed internally, and related equipment and material such as keyboards and operating manuals. They also audited training, the help service, telework, Internet use for the purposes of language of work, and complaints.

According to the results, the institutions audited generally meet their obligations concerning the acquisition of goods and services in information technologies. At the time of the audit, departments were not making all regularly used software available to their employees in both official languages, often because they did not know it existed. The following are some of the shortcomings found: no diacritical signs or bilingual keyboards, training not available in French (or courses cancelled due to insufficient registration), and no help service available in French (or a longer wait to get it).

### **Official languages and the Information Highway**

This is the age of the Information Highway. New information technologies, which have a considerable effect on service delivery, can help institutions fulfil their official language obligations. Institutions' bilingual Web sites constitute active, ongoing offers of service and are an excellent way of promoting communication and mutual understanding in both official languages. At the same time, they promote institutional bilingualism and project a bilingual image of the Canadian government and its institutions.

The linguistic duality that the government established as one of the foundations of Canadian society, and entrenched in the Constitution, requires the intelligent, sustained organization of its various individual components if it is to be fully expressed. It affects the status of official languages in Canada, particularly in the context of the government's new ways of doing business, the client-centred approach, and the increased visibility of the official languages.

These new ways of doing business are in keeping with existing initiatives and with the changes described in a 1997 report entitled *Getting Government Right – A Government for Canadians*. One of the government's key objectives, as identified in the report, is to respond to Canadians' need for a more effective, accessible government.





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*The government sees to it that the Information Highway promotes the equal status of both official languages in the Canadian information network with respect to the three major components of the Act: language of service, language of work within the federal government and the development of official language minority communities.*

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The Information Highway ensures that regularly and widely used work instruments (policy manuals, instruction manuals, legislation, guides, etc.) are available in both official languages across the country.

TBS must ensure that institutions implement the provisions of the *Act*, including those concerning the delivery of bilingual services. The government must support this objective by making information available to citizens.

Recognizing the growing importance of electronic media in modern communications and the rapid expansion of federal Web sites in particular, TBS carried out the following activities in 1997–98. For example, it:

Ensured that institutions presented their information on their own sites in both official languages where the *Act* requires it. To this end, the Treasury Board published a policy on using the official languages on electronic networks in April 1997. Given the use of official languages on computer networks, it was essential to have recourse to a policy that applied to all institutions subject to the *Act*.

- a) The policy defines the basic principles institutions must observe regarding official languages when communicating with the public via the Internet or using this medium to distribute information or documents:
  - The policy sets out the obligations of institutions when they post information on-line for the purposes of service to the public. The main requirements depend on whether the office posting the information is designated bilingual or unilingual. The obligations are based on the concept of an office. An electronic site is linked to an office; therefore, the obligations of a site reflect those of the office to which it is linked.
  - Offices located in regions designated bilingual for the purposes of language of work must provide information in both official languages at the same time (whether the site used is on an internal or external network) if the information is contained in regularly and widely used work instruments or takes the form of communications on personal services or central services or messages from senior management to employees as a whole. Certain information technology





- standards deal specifically with official languages issues (for example, the standard on keyboards). Within its own operations, TBS strives to be a model user of technology on the Information Highway, specifically with respect to the official languages.
- b) Ensured that departments worked with Industry Canada to promote the use of the Information Highway. Under certain programs, this department offers its expertise and financial assistance to entities or individuals wishing to set up an Internet site, set up bilingual sites, or post cultural or other information on the Internet. During the year, the Information Highway Advisory Council recommended to Industry Canada, in a report entitled *Preparing Canada for a Digital World*, that it give communities better access. Attention will be paid to issues of service delivery, language of work and support for the development of official language minority communities. These initiatives are seen as examples of how section 41 of the *Act*, Part VII can be implemented.
  - c) Reminded institutions of their language obligations concerning acquisition of information technology goods and services under section 36 of the *Act* (Part V, language of work – creation of a conducive environment). Any regularly and widely used computer system acquired or produced by an institution must be available in both official languages. The definition of ‘regularly and widely used’ is not necessarily the same for all institutions. It is the responsibility of each institution to carry out its own analysis.

Since the last fiscal year, all policies on official languages, like all other Treasury Board policies, have been available on the TBS Web site. This initiative enables institutions that are subject to the *Act*, but do not have access to the internal network of the federal Public Service, to obtain the information they need.

### **Treasury Board Secretariat Web site on official languages**

Canada, the second largest user of the Internet after the United States, is striving to improve the quality of its programs and services and to make them effective, efficient, affordable and accessible. One of TBS’s commitments is to make better use of information technologies to bring the government closer to Canadians. A significant number of institutions subject to the *Act* have already taken measures to expand their use of these technologies, and many clients now have access to a wider range of services.





The government can seize numerous opportunities to improve the provision of services and the delivery of programs by using information and technology in an innovative way. The speed, operating costs and performance of the Information Highway make its growth inevitable. Moreover, Canada is concerned about the major cultural and linguistic issues relating to cyberspace.

Considering the steady growth of the Internet in the Canadian government and the growing number of public and private users, TBS has also turned to this leading-edge communications technology. By browsing TBS's 'ollo' site, users can obtain information on the Official Languages Program and TBS publications, including the last eight annual reports on official languages by the President of the Treasury Board.

**Check it out**

**www.tbs-sct.gc.ca/ollo**

English  
Français

To provide the leadership that will assist institutions subject to the  
*Official Languages Act* to respect the official languages rights of Canadians.

Treasury Board of Canada  
Secrétariat

Secrétariat du Conseil du Trésor  
du Canada

Canada

This official languages site is intended both for institutions with Publiservice sites and the general public, which can access TBS on the Internet. A bookmark printed on both sides and bearing the two addresses was distributed at the launch of the site, held at Public Works and Government Services Canada on December 11, 1997. The Assistant Secretary, Official Languages Division, TBS, presided over the event.

The site contains full information on the *Act*, policies and other documents related to program implementation, as well as the Burolis database, the activities of departmental official languages advisory committees and regional interdepartmental committees, initiatives by institutions and news from the official languages network. Pertinent information on the organization of the *National Symposium on Canada's Official Languages* can also be found on the site.

To support Program co-ordination, the site serves as a source of expertise for TBS clients, who are partners in administering the *Act*. The site is an asset to both the Public Service's internal network and outside clients, such as members of official language minority communities and people working on language issues.



Information is updated regularly. It serves to keep users informed and provides guidance in implementing the *Act*. Here are a few applications straight from the TBS official languages site:

- One application is based on the Memorandum of Understanding between the Treasury Board and the Department of Canadian Heritage, another initiative on the site designed to create new synergy between the various institutions. Visitors can access information on section 41 of the *Act* by following a hyperlink from the 'Official Languages Support Programs: Interdepartmental Co-operation' section. Exchanging information on activities enables the whole network to benefit, move forward, and generate useful proposals on matters such as strengthening ties with official language minority communities, which enjoy ever greater access to the Information Highway.
- Another application relates to the field of terminology. Public Works and Government Services Canada's Translation Bureau can now be accessed through a hyperlink. The Bureau offers important tools for writers, editors, translators and all public servants. For over 20 years, the Bureau has been using and developing TERMIUM, a linguistic database containing 3 million terms and official titles in English and French.
- A description of Language Training Canada's products and services is posted on the site, and there is a hyperlink leading to it.

The daily visits to this site continue to generate useful suggestions that help users respond more effectively to current concerns on matters such as service to the public and language of work. This sharing of information gives us the benefit of our colleagues' experience and the opportunity to learn about new initiatives, which we can adapt to suit our needs. It is important to use the official languages site to strengthen the network's institutional memory. The information will thus be preserved within the public administration and be available to new employees.

The number of searches on the TBS Web site is increasing rapidly, rising from 2,000 in December 1997 to nearly 4,594 in March 1998.







An excellent effort has been made to make almost all staff functionally bilingual at the Moncton office of the **National Parole Board** (NPB), a small organization where 33 per cent of employees are involved in providing services to the public. In all, 98 per cent of incumbents in positions designated bilingual meet the language requirements for their positions. The NPB has also set up internal control mechanisms to inform employees of the public's language rights and monitor the services provided by each office (to inmates, former inmates and the general public). The district director is a team-builder and leader on bilingualism initiatives. He sets the tone and fosters a work environment that is conducive to the implementation of these initiatives.

Because of its size and its important role in serving the public, **Revenu Canada's** Pacific regional operations office is sharing its expertise with other institutions that do not have the resources or necessary structures in the region to deal proactively with Francophone associations (*Chambre de commerce française, Fédération des francophones de la Colombie-Britannique, Association franco-yukonaise*). For example, its regional advisor will represent other departments in direct discussions with minority groups and provide staff with advice and expertise on how to offer effective service in both official languages.

At the Winnipeg office of **Veterans Affairs Canada**, the active offer of service over the telephone and in person and posted information are of exemplary quality. Works of art on veterans and the war years that hang on the walls are accompanied by written explanations in both official languages. Employees try to create an atmosphere that encourages the use of both official languages; they actively solicit clients' opinions on the quality of the services provided in the two official languages.

**Canada Post Corporation** has started an employee merit program related to active offer. Each service-counter officer has received a publication on the subject. The Corporation uses complaints filed with the COL to correct certain situations.

The **Federal Court** in Fredericton offers the public excellent service in both official languages and has established productive relations with a number of provincial authorities with respect to legal services in general.

In recent years, the **Vancouver Port Corporation** has devoted considerable effort to implementing its official languages program. Eight per cent of its workforce is bilingual, enabling it to actively offer service in both official languages over the telephone and in person. Its staff offers the public tours of the port in English and French, and publications on the port are available in both languages. A promotional video is available in six languages, including of course English and French. The Corporation is continuing the project to translate the texts posted on its Web site so that all of them are made available in English and French during the 1998-99 fiscal year.





## Language of work

The requirements for language of service differ from those for language of work in that the first are based on the concept of an office and points of service, while the second are based on the concept of ‘designated regions’.

The *Act* specifies that, apart from the NCR, the language of work obligations concerning the creation of a work environment that favours the effective use of the two official languages apply in the regions of Canada designated for that purpose. These include parts of Northern and Eastern Ontario (e.g. Sudbury), the Montreal area, parts of the Eastern Townships, the Gaspé and West Quebec, as well as New Brunswick. Elsewhere in Canada, the treatment of the two official languages in the workplace must be comparable between regions where one or the other predominates.

The *Act* defines the language of work obligations for institutions in designated regions:

- employees must be provided with services (e.g. personal and central services) and with regularly and widely used work instruments in both official languages;
- employees must be supervised in both official languages when the circumstances require it (including communications between the regions and headquarters) for the creation of work environments conducive to the effective use of both official languages;
- the institution’s senior management must have the capacity to function in both languages;
- regularly and widely used systems must be available in both official languages.

As in the case of service to the public, two approaches can be used to ensure that federal institutions are complying with their obligations relating to language of work: first, the capacity of institutions to meet their obligations as measured by the number of bilingual positions and their linguistic profiles or by bilingual capacity in the case of organizations subject to the *Act*, and; second, the results of audits, studies and annual management reports.

TBS is continuing to review the internal audit reports on language of work produced during the year by certain institutions, including Human Resources Development Canada (National Headquarters), Statistics Canada (automated work instruments) and the Immigration and Refugee Board (survey in designated bilingual regions). The Canadian Space Agency, Revenue Canada and the Correctional Service of Canada, which are also subject to the *Act*, performed comprehensive audits including the language of work.





The percentage of incumbents of positions assigned to deliver personal and central services who meet the language requirements of their positions decreased from the previous year, from 91 per cent to 88 per cent. On the other hand, the proportion of incumbents who must still meet the language requirements of their positions remained stable at 1 per cent, while the proportion of exempt employees rose by 2 per cent.

The quality of linguistic capacity improved because the percentage of positions assigned to internal services that required superior or intermediate proficiency increased from 89 per cent to 90 per cent.

### Language requirements for supervisors

The percentage of incumbents who meet the language requirements of their positions decreased from 90 per cent to 86 per cent. On the other hand, progress was made with respect to the required language proficiency levels. Thus, the percentage of bilingual supervisory positions requiring superior proficiency rose 8 per cent and represented 32 per cent of all bilingual supervisory positions as of March 31, 1998.

TBS is reviewing the comprehensive audit reports, which include equitable participation, produced during the year by Revenue Canada, Fisheries and Oceans, and the Canadian Space Agency.

**Transport Canada** implemented an interesting initiative for its executives. A weekly discussion group for executives was set up at headquarters to help them maintain their second-language oral interaction skills. The sessions are facilitated by a second-language instructor and deal with current activities at the department. They are held after regular working hours.

**Environment Canada** published a pamphlet for its regional offices containing practical advice for employees on service in person, the telephone number all bilingual offices can call for help in delivering services to the public in both official languages, and a list of bilingual staff.

**Canada Post Corporation** undertook to raise employee awareness of internal communication policies. A study of language use in the workplace conducted during the 1996-97 fiscal year reveals that, while work tools, information systems and training programs are generally available in both official languages, additional measures are needed to improve language use in supervision and internal communications. A mailing list on the language of work was distributed during the year for fast reference, to complement an article published in the institution's in-house newsletter. In addition, Canada Post adapted the module on human rights in the training program for postal operations supervisors. It now includes a section on obligations regarding the use of official languages in the workplace.





At **Elections Canada**, an in-house translation service is being offered to help employees work in the official language of their choice.

Ninety-four out of 118 employees at **Government House** occupy bilingual positions. To facilitate communication between managers and employees in both official languages, the organization has acquired self-development tools. Two in-house writing skills courses have been organized in co-operation with the University of Ottawa and McGill University (codrafting and English writing workshop) to help employees develop their writing skills. Twenty-eight employees took the courses. Another 11 employees took intermediate and advanced language training courses to improve their second language proficiency.

**Public Works and Government Services Canada** has made language of work a departmental priority and wants to ensure that the work environment is conducive to the use of both official languages in offices located in bilingual regions (New Brunswick, the NCR, northeastern Ontario and the greater Montreal area). The unit responsible for official languages also made a sample message on the subject available to managers and is offering management assistance in adapting it to the needs of each branch. The department performs an annual internal audit of the branches' linguistic capacities as part of its action plan, making it possible to detect any problems and give management appropriate advice on corrective action. The audit serves to ascertain the availability of bilingual service in the full range of services, including personal and central services, regularly and widely used work instruments, and supervision. The same is true for the department's common services to clients, such as the procurement of goods and services, translation, advice and audits, communications and real property services.

The **Canada Mortgage and Housing Corporation** is ensuring that the work environment is conducive to the effective use of both official languages in offices that are designated bilingual for the purposes of language of work. Both official languages are used at meetings of the management committee. Reports on committee decisions and documents submitted to the board of directors must also be in both official languages. The institution's guidelines stipulate that managers of bilingual offices must implement measures to establish and maintain a conducive work environment and inform employees of these measures. The centralized services essential to the performance of employees' duties are provided in the official language of their choice, regardless of the language requirements of their positions or functions. During the year, the directors general organized information sessions for their staff to remind them of their obligations under the *Act*. This institution also has an in-house translation service and a library containing a large collection of reference works, magazines and newspapers in English and French.





## Equitable participation

Under the *Official Languages Act*, the federal government is committed to ensuring that English- and French-speaking Canadians have equal employment and advancement opportunities in institutions subject to the *Act*, and that the composition of the workforce tends to reflect the presence of the two official language communities in the country while taking into account the mandates of these institutions, the public they serve and the location of their offices. For this purpose, institutions subject to the *Act* must ensure that jobs are open to all Canadians whether they be English-speaking or French-speaking. TBS reviewed the internal audit reports produced during the year by Revenue Canada, Fisheries and Oceans and the Canadian Space Agency.

As indicated in Table 12, the participation of Anglophones and Francophones in the federal Public Service changed little from the previous fiscal year. It generally reflects the presence in Canada of the two language groups.

As Table 12 shows, the participation rates of the two linguistic groups remained stable in all provinces. The Anglophone participation rate in the federal Public Service in Quebec (5.3 per cent) remains below the community's representation in the Quebec population.

In the RCMP and institutions and agencies for which the Treasury Board is not the employer, participation rates for Anglophones and Francophones were 25 per cent and 70 per cent, respectively; 5 per cent were 'unknown' (tables 14 and 15).

Anglophone and Francophone participation rates were relatively stable among all organizations subject to the *Official Languages Act*. At 27 per cent and 70 per cent, respectively, (3 per cent were 'unknown'), these rates generally continue to reflect the presence in Canada of the two official language communities (Table 16).

## Support measures

TBS undertook to streamline and simplify the official languages planning and control framework so as to place greater emphasis on accountability and results rather than on the means used to achieve the results.

Various support mechanisms have been established to enable institutions subject to the *Act* to effectively meet their language obligations and help them implement their official languages programs. Translation and language training are, in part, managed centrally by common organizations, while the bilingualism bonus is managed by the institutions in accordance with Treasury Board policies.





In general, only institutions for which the Treasury Board is the employer have the choice or are obliged to use these mechanisms within the limits of existing policies. Other organizations subject to the Act are not required or do not have the latitude to use them and must themselves implement any support mechanism they consider appropriate.

## Language training

The Public Service Commission's language training courses enable Government of Canada employees to acquire the training they need to meet the language requirements of positions designated bilingual.

Eligible institutions can obtain the language training services they need from Language Training Canada (LTC) or from suppliers listed in the Public Works and Government Services Canada directory. LTC has the necessary funds to provide the required in-house language training services to meet these institutions' statutory requirements, and to meet the government's general official language needs. These institutions must cover the cost of all other language training they wish to provide to their employees.

Although the *Act* does not contain any provisions that require institutions subject to it to provide language training at no cost to their employees, organizations use this mechanism to ensure that they are able to meet their official language obligations. Some organizations, such as the Bank of Canada, operate their own language schools, while others establish special training programs to meet specific needs. Because the Canadian Museum of Civilization, for example, is cognizant that the creation of a work environment conducive to the effective use of both official languages requires a team of bilingual supervisors, it has established a special three-year training program for its supervisory officers.

Also, the maximum number of language training hours each employee was allowed during his or her career, which could be reduced on each new appointment to a bilingual position, has been abolished. The *Policy on the Staffing of Bilingual Positions* has been revised to reflect the changes made to the *Policy on Language Training*.

The **Halifax Port Corporation** and the **Quebec Port Corporation** are continuing their exchange program, which was set up four years ago for the benefit of employees. Under this program, each corporation hosts a number of employees for a week, once a year. These employees can develop their proficiency in the other official language and observe the operations of an institution similar to their own.





## Translation

Translation allows institutions subject to the *Act* to provide the public and their employees with written information in the official language of their choice when they are so entitled. As specified in the Treasury Board policy on this matter, it is the responsibility of institutions subject to the *Act* to select the most effective production method in light of the purpose and intended recipient of each text.

This is the third year in which the services of Public Works and Government Services Canada's Translation Bureau are optional: institutions may obtain translation and interpretation services from either the Bureau or the private sector.

Sixty-five departments and agencies now have access to TERMIUM thanks to the Bureau and electronic networks. TERMIUM, the largest terminology bank in the world, is a key tool for helping institutions subject to the *Act* ensure quality communication in both official languages. The Translation Bureau continued to forge links with universities and the private sector.

The cost of translation and interpretation totaled \$142.1 million in 1997–98, which represents an increase of \$6 million or 4.4 per cent over the previous year.

## Bilingualism bonus

The bilingualism bonus is a fixed amount of \$800 paid over 12 months to eligible employees only (i.e. employees of departments, Crown corporations and agencies listed in Schedule I, Part I of the *Public Service Staff Relations Act* and employees of the National Research Council Canada and the Medical Research Council of Canada). The bonus forms part of collective agreements with unions, and members of the Executive group and certain other clearly identified groups such as translators and stenographers are not entitled to it.

As of March 31, 1998, 55,071 federal employees were receiving the bilingualism bonus. The staff reductions of recent years have, of course, caused a decrease in the number of employees receiving the bonus. The total cost of the bonus to departments and agencies for which the Treasury Board is the employer is \$56.6 million for the entire 1997–98 fiscal year. This is a 9.8-per-cent increase over the previous year due primarily to the payment of \$7.1 million in interest by the RCMP.





## Program management and costs

Management of the Official Languages Program in institutions subject to the *Act* is carried out mainly by people responsible for official languages, who act as links between the Secretariat and the organizations to which they belong. These people provide information to managers on their official languages responsibilities and through them the Secretariat staff carries out consultations and forwards requests for information or clarification. This network for ongoing information exchange and communication makes up what is called the official languages community.

The Position and Classification Information System (PCIS) and the Official Languages Information System (OLIS II) are supplied with data from departments, agencies, Crown corporations and other organizations subject to the *Act*. These systems contain information requested by TBS to describe the status of official languages in the institutions, such as the number of bilingual positions, the linguistic status of their incumbents, the pool of bilingual employees, or the participation rates of Anglophones and Francophones. Most of the data provided in the tables in the appendix come from information collected through PCIS and OLIS II.

In 1997–98, the cost of the Official Languages Program in institutions subject to the *Act*, including parliamentary institutions and the Canadian Forces, totaled \$248 million compared with \$260.4 million the previous year.

The downward trend is evident in the cost of delivering federal government services in both official languages. Table 17 provides the historical data on Program costs since 1981–82, while Table 18 provides a breakdown of the main categories of expenditures in 1997–98.

Some of the cost components of the Program reported a decrease; the bilingualism bonus and translation were exceptions. However, there was no overall increase in translation expenses. At the Translation Bureau, costs for official languages declined to \$38.9 million, compared with \$44 million the year before, while at National Defence, they totaled \$7.7 million, compared with \$8.7 million the year before.

In the case of language training, costs fell by \$5 million going from \$51 million to 46.1 million. The lower costs associated with language training are essentially the result of a reduction in training needs because of the existence of a large pool of bilingual employees, the decrease in staffing and budgetary restrictions.







At **Statistics Canada**, the Official Languages Program is unique in that it is managed by a committee of managers from different sectors. It is administered by program officers at the Official Languages and Translation Division and engages line managers and employees in productive interaction. The Program's success is based on consultation, collaboration, communication and dynamic support from senior managers. The Official Languages Committee is part of a series of management committees responsible for human resources programs and other administrative and operational areas. Its role is to propose policies and changes to policies to ensure that the official languages aspect of Statistics Canada's activities is taken into account. The minutes of the Committee's monthly meetings are distributed to all senior managers and are posted on the internal communications network, to which all employees have access.





## CONCLUSION

The *Canadian Charter of Rights and Freedoms* provides Canadians with guarantees related to official languages. The *Act* and the *Official Languages (Communication with and Services to the Public) Regulations* give effect to these guarantees with respect to service to the public. The *Act* indicates where employees of institutions subject to the *Act* are entitled to work in their first official language and specifies, together with Treasury Board policies, how this right is to be honoured in practice.

In 1997–98, the federal Public Service continued to have a large pool of bilingual employees. The Treasury Board streamlined its official languages planning and control framework so as to emphasize accountability and results rather than the means used to achieve them.

In the wake of phases I and II of Program Review, the institutions have met their official languages obligations in quite a satisfactory manner. While the situation still varies from one region to another, a study of active offer and service by telephone in both official languages yielded positive results.

Better performance by executives in the two official languages is expected with the new policy concerning the language requirements for members of the Executive group.

Current Anglophone and Francophone participation rates in the federal Public Service generally reflect the presence of the two official language communities in Canada.

In the second year of implementation of the Memorandum of Understanding with the Department of Canadian Heritage, TBS will continue to ensure that the government's commitment under section 41 of the *Act*, Part VII is translated into action. The primary goal will be to ensure that the obligations that stem from this section take root in the general corporate culture of the target departments, including TBS.

The next fiscal year promises to be as eventful as the last in terms of both planned initiatives and activities. In addition to strengthening the official languages network and showing effective leadership, TBS has identified a number of priorities for itself, including raising the Program's profile and measuring the compliance of offices that are required to serve the public in both official languages. Audits and monitoring will continue to be of vital importance. Incorporating high standards of quality is part of the challenge that will need to be met.





TBS will work closely with institutions subject to the *Act* to ensure that official language issues are taken into consideration in all transfer, commercialization, divestiture, partnership or other plans for alternative service and program delivery. TBS will carefully study the recommendations of the Taskforce on Government Transformations and Official Languages and will take appropriate action to make improvements.

The tenth anniversary of the current *Act* (1988–1998), which is being marked by the *National Symposium on Canada's Official Languages*, is an opportunity to reflect on the importance of official languages for national unity. This event, which is being held one year before the *Francophone Summit* scheduled for Moncton in 1999, was conceived to highlight the rich implications of our linguistic experience.

It will be necessary to continue to ensure that language requirements are fully integrated into such areas as the Government of Canada's computer systems and operations. It will also be necessary to make federal services and programs fully available in both official languages, pursuant to the requirements in the *Act*, and to ensure that employees of institutions subject to the *Act* can work in their first official language, in accordance with our guarantees. In the world of the XXI<sup>st</sup> century, the existence of institutional bilingualism and of two official language minority communities will remain central to Canadian identity.





# STATISTICAL APPENDIX

This appendix contains a series of 18 tables providing a quantitative overview of the situation in federal institutions. All information has been compiled in the appropriate formats and under the relevant headings.

Explanatory notes and definitions are provided at the end of the section to facilitate interpretation of the tables.

## List of tables

### Public Service

1. Language requirements of positions
  2. Bilingual positions and the pool of bilingual employees
  3. Language requirements of positions by region
  4. Bilingual positions: linguistic status of incumbents
  5. Bilingual positions: second-language level requirements
  6. Service to the public: bilingual positions, linguistic status of incumbents
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  12. Participation of Anglophones and Francophones by region
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- Crown corporations, the Regular Forces and other organizations for which the Treasury Board is not the employer, the RCMP and private agencies subject to the *Official Languages Act*
14. Participation of Anglophones and Francophones by region: the RCMP and institutions and agencies for which the Treasury Board is not the employer
  15. Participation of Anglophones and Francophones by occupational category or equivalent category: the RCMP and institutions and agencies for which the Treasury Board is not the employer





16. Participation of Anglophones and Francophones employed in all organizations subject to the *Official Languages Act*

### **Program costs**

17. Historical data on Official Languages Program costs in federal institutions
18. Official Languages Program costs within federal institutions by subject

### **Information sources**

Most of the data in the tables were drawn from the Position and Classification Information System (PCIS), which contains data supplied by federal institutions for which the Treasury Board is the employer. These institutions include the departments and agencies listed in Schedule I, Part I, of the *Public Service Staff Relations Act* (PSSRA).

Data of institutions for which the Treasury Board is not the employer are drawn from the Official Languages Information System (OLIS II).

In general, the reference year for the data in the statistical tables corresponds to the government's fiscal year, which runs from April 1 of one calendar year to March 31 of the following calendar year. The notes accompanying each table give details on sources, dates and other items.

### **Interpretation and validity of data**

Historical data are not necessarily comparable due to adjustments made over the years, for example, to take into account the creation, transformation or elimination of some departments and agencies, or the changes made by the Public Service Commission to its language proficiency assessments. Furthermore, changes were made on several occasions to the population selected and to the data sources. Finally, some data were regrouped in order to better reflect the existence of two different populations: one for which the Treasury Board is the employer and one for which it is not.

### **Technical notes and definitions**

Data on the Public Service include a line called 'incomplete records' to cover records for which some data are missing.





## Tables

### Table 1

#### *Language requirements of positions in the Public Service*

All positions in the Public Service are designated as bilingual or unilingual, depending on their specific requirements and according to the following categories:

- **English essential:** a position in which all the duties can be performed in English;
- **French essential:** a position in which all the duties can be performed in French;
- **either English or French essential ('either/or')**: a position in which all the duties can be performed in English or French;
- **bilingual:** a position in which all, or part, of the duties must be performed in both English and French.

Positions include those staffed for an indeterminate period or for a determinate period of three months or more based on data available as of March 31, 1998.

### Table 2

#### *Bilingual positions and the pool of bilingual employees in the Public Service*

Establishment of the language profiles of positions and the linguistic assessment of federal employees is based on three levels of proficiency:

- level A: minimum proficiency;
- level B: intermediate proficiency; and
- level C: superior proficiency.

Proficiency is based on an assessment of the following three skills: reading, writing and oral interaction (understanding and speaking). The results shown in this and related tables (5, 7, 9 and 11) are based on test results for oral interaction.

### Table 3

#### *Language requirements of positions in the Public Service by region*

Figures for unilingual positions represent the sum of the three categories: *English essential*, *French essential*, and *either English or French essential*.

Since all rotational positions abroad, which belong primarily to the Department of Foreign Affairs and International Trade, are identified as *either/or*, the language requirements have been described in terms of the incumbents' linguistic proficiency rather than by reference to position requirements.





## Table 4

### *Bilingual positions: linguistic status of incumbents*

Table 4 as well as tables 6, 8 and 10 deal with the linguistic status of incumbents who fall into one of three categories:

1. meet the language requirements of their positions;
2. are exempted from meeting the language requirements of their positions.  
Government policy allows that, under specific circumstances, an employee may
  - apply for a bilingual position staffed on a non-imperative basis without making a commitment to meet the language requirements of that position. This normally applies to employees with long records of service, employees with a disability preventing them from learning a second language, and employees affected by a reorganization or statutory priority;
  - remain in a bilingual position without having to meet the new language requirements of that position. This includes incumbents of unilingual positions reclassified as bilingual, or incumbents of bilingual positions for which the language requirements have been raised; and
3. must meet the language requirements of their positions in accordance with the Exclusion Order on Official Languages under the *Public Service Employment Act* (PSEA), which allows employees a two-year period to acquire the language proficiency required for their positions.

## Table 5

### *Bilingual positions: second-language level requirements*

As stated in the notes to Table 2, bilingual positions are identified according to three levels of second-language proficiency.

The 'other' category refers to positions either requiring the code 'P' or not requiring any second-language oral interaction skills. Code 'P' is used for a specialized proficiency in one or both of the official languages that cannot be acquired through language training (e.g. stenographers and translators).





## Table 6

### *Service to the public: linguistic status of incumbents*

Whereas Table 4 covers all positions in the federal Public Service, Table 6 focuses on the linguistic status of incumbents in positions for which there is a requirement to serve the public in both official languages. The three categories are defined in the notes to Table 4.

## Table 7

### *Service to the public: second-language level requirements*

Table 7 indicates the level of proficiency required in the second language for bilingual service to the public positions. The definitions of the levels of second-language proficiency are indicated in the notes to Table 2.

## Table 8

### *Internal services: linguistic status of incumbents*

Table 8 gives the linguistic status of incumbents of bilingual positions providing internal services, i.e. positions where there is a requirement to provide personal (e.g. pay) or central services (e.g. libraries) in both official languages in the NCR and in regions designated bilingual for the purposes of language of work, as set out in the *Official Languages Act*. The three categories are defined in the notes to Table 4.

## Table 9

### *Internal services: second-language level requirements*

Table 9 shows the second-language level requirements for bilingual positions providing internal services. See the note to Table 8. The definitions of the levels of second-language proficiency are given in the notes to Table 2.

## Table 10

### *Supervision: linguistic status of incumbents*

Table 10 gives the linguistic status of incumbents of bilingual positions with bilingual supervisory responsibilities in the NCR and regions designated bilingual for the purposes of language of work, as set out in the *Official Languages Act*.







## Table 11

### *Supervision: second-language level requirements*

Table 11 shows the second-language level requirements for supervisory positions. It is further to tables 5, 7 and 9. However, because a position may be identified as bilingual for more than one requirement (e.g. service to the public and supervision), the total of the positions in tables 7, 9 and 11 does not necessarily match the number of bilingual positions in Table 5.

## Tables 12, 13, 14 and 15

### *Participation of Anglophones and Francophones*

The terms 'Anglophones' and 'Francophones' refer to the first official language of employees. The first official language is that language declared by employees as the one with which they have a primary personal identification (that is, the official language in which they are generally most proficient).

Data on civilian employees of the RCMP and National Defence are contained in the statistics on the Public Service.

The category 'incomplete records' at the bottom of tables 12 and 13 for 1998 represents employees whose region of work or occupational category was unknown. These total 988 and 152 persons, respectively.

## Table 16

### *Participation of Anglophones and Francophones employed in all organizations subject to the Official Languages Act*

Whereas tables 12 to 15 cover the Public Service or Crown corporations, privatized organizations, organizations for which the Treasury Board is not the employer, the RCMP and the Regular Forces, Table 16 shows the participation of Anglophones and Francophones in all organizations subject to the Act, i.e. federal institutions and all the other organizations which, under federal legislation, are subject to the *Official Languages Act* or parts thereof, such as Air Canada and designated airport authorities.

## Tables 17 and 18

### *Historical data on Official Languages Program costs in federal institutions and costs by subject*

These costs include translation, language training and the bilingualism bonus, as well as the co-ordination and general direction of the Program.





**Table 1**

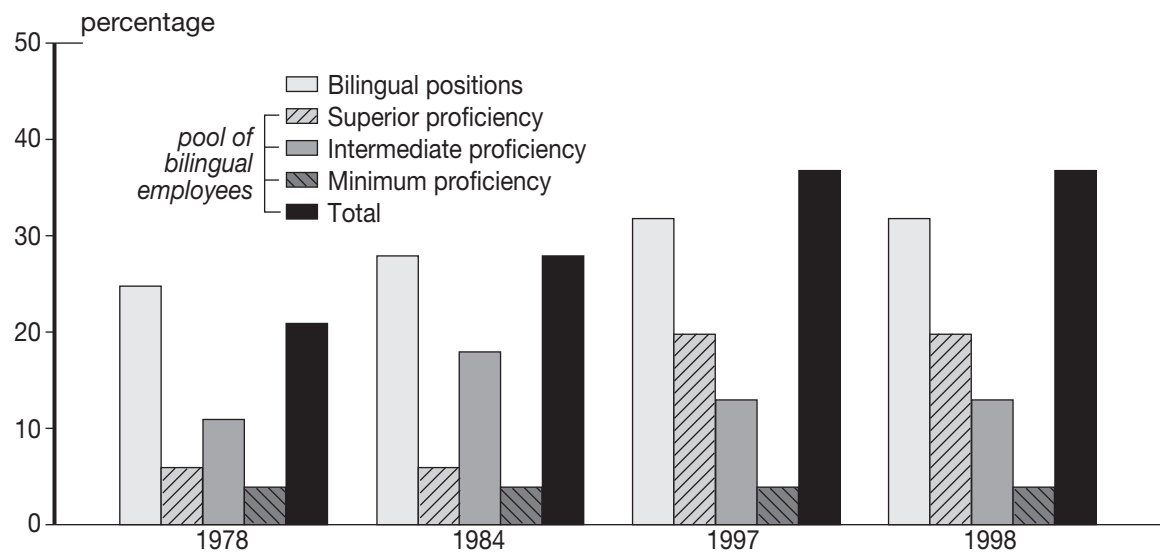
**Language requirements of positions in the Public Service**

<i>Year</i>	<i>Bilingual</i>	<i>English essential</i>	<i>French essential</i>	<i>Either/or</i>	<i>Incomplete records</i>	<i>Total</i>
<b>1974</b>	21% 38,164	60% 110,117	10% 118,533	9% 15,975		182,789
<b>1978</b>	25% 52,300	60% 128,196	8% 17,260	7% 14,129		211,885
<b>1984</b>	28% 63,163	59% 134,916	7% 16,688	6% 13,175		227,942
<b>1997</b>	32% 61,123	56% 107,228	6% 12,273	4% 8,149	1% 2,570	191,343
<b>1998</b>	32% 58,432	57% 104,539	6% 11,803	4% 7,965	1% 2,082	184,821

*PCIS and OLIS data*

**Table 2**

**Bilingual positions and the pool of bilingual employees in the Public Service**



*PCIS and OLIS data*





**Table 3**

**Language requirements of positions in the Public Service by region as of March 31, 1998**

<i>Region</i>	<i>Bilingual positions</i>	<i>Unilingual positions</i>	<i>Incomplete records</i>	<i>Total</i>
<b>Western provinces and northern Canada</b>	4% 1,812	95% 40,914	1% 411	43,137
<b>Ontario</b> (excluding NCR)	9% 2,525	90% 26,723	1% 292	29,540
<b>National Capital Region</b>	59% 35,871	40% 24,561	1% 583	61,015
<b>Quebec</b> (excluding NCR)	54% 14,150	45% 11,824	1% 369	26,343
<b>New Brunswick</b>	42% 2,341	56% 3,109	2% 113	5,563
<b>Other Atlantic provinces</b>	9% 1,494	89% 15,226	2% 284	17,004
<b>Outside Canada</b> (linguistic capacity)	81% 993	19% 238		1,231
<b>Region not specified</b>	22% 218	75% 744	3% 26	988

*PCIS and OLIS data*





**Table 4**

**Bilingual positions in the Public Service**  
*Linguistic status of incumbents*

<b>Year</b>	<b>Meet</b>	<b>Do not meet</b>		<b>Incomplete records</b>	<b>Total</b>
		<b>Exempted</b>	<b>Must meet</b>		
<b>1978</b>	70% 36,446	27% 14,462	3% 1,392		52,300
<b>1984</b>	86% 54,266	10% 6,050	4% 2,847		63,163
<b>1997</b>	91% 55,737	4% 2,728	1% 415	4% 2,243	61,123
<b>1998</b>	89% 52,172	6% 3,347	1% 654	4% 2,259	58,432

*PCIS and OLIS data*

**Table 5**

**Bilingual positions in the Public Service**  
*Second-language level requirements*

<b>Year</b>	<b>"C" level</b>	<b>"B" level</b>	<b>"A" level</b>	<b>Other</b>	<b>Total</b>
<b>1978</b>	7% 3,771	59% 30,983	27% 13,816	7% 3,730	52,300
<b>1984</b>	8% 4,988	76% 47,980	13% 8,179	3% 2,016	63,163
<b>1997</b>	19% 11,858	75% 45,591	3% 1,570	3% 2,104	61,123
<b>1998</b>	21% 12,285	74% 42,941	2% 1,338	3% 1,868	58,432

*PCIS and OLIS data*





**Table 6**

**Service to the public – Public Service**  
*Bilingual positions, linguistic status of incumbents*

<b>Year</b>	<b>Meet</b>	<b>Do not meet</b>		<b>Incomplete records</b>	<b>Total</b>
		<b>Exempted</b>	<b>Must meet</b>		
<b>1978</b>	70% 20,888	27% 8,016	3% 756		29,660
<b>1984</b>	86% 34,077	9% 3,551	5% 1,811		39,439
<b>1997</b>	91% 37,169	4% 1,625	1% 259	4% 1,593	40,646
<b>1998</b>	90% 34,914	5% 2,029	1% 464	4% 1,525	38,932

*PCIS and OLIS data*

**Table 7**

**Service to the public – Public Service**  
*Bilingual positions, second-language level requirements*

<b>Year</b>	<b>“C” level</b>	<b>“B” level</b>	<b>“A” level</b>	<b>Other</b>	<b>Total</b>
<b>1978</b>	9% 2,491	65% 19,353	24% 7,201	2% 615	29,660
<b>1984</b>	9% 3,582	80% 31,496	10% 3,872	9% 489	39,439
<b>1997</b>	21% 8,538	76% 30,787	2% 808	1% 513	40,646
<b>1998</b>	23% 8,783	74% 29,021	2% 718	1% 410	38,932

*PCIS and OLIS data*





**Table 8**

**Internal services – Public Service**  
*Bilingual positions, linguistic status of incumbents*

<b>Year</b>	<b>Meet</b>	<b>Do not meet</b>		<b>Incomplete records</b>	<b>Total</b>
		<b>Exempted</b>	<b>Must meet</b>		
<b>1978</b>	65% 11,591	32% 5,626	3% 565		17,782
<b>1984</b>	85% 20,050	11% 2,472	4% 1,032		23,554
<b>1997</b>	91% 18,132	5% 1,086	1% 152	3% 604	19,974
<b>1998</b>	88% 16,928	7% 1,298	1% 187	4% 699	19,112

*PCIS and OLIS data*

**Table 9**

**Internal services – Public Service**  
*Bilingual positions, second-language level requirements*

<b>Year</b>	<b>“C” level</b>	<b>“B” level</b>	<b>“A” level</b>	<b>Other</b>	<b>Total</b>
<b>1978</b>	7% 1,225	53% 9,368	31% 5,643	9% 1,546	17,782
<b>1984</b>	6% 1,402	70% 16,391	18% 4,254	6% 1,507	23,554
<b>1997</b>	16% 3,281	73% 14,518	4% 715	7% 1,460	19,974
<b>1998</b>	18% 3,463	72% 13,685	3% 587	7% 1,377	19,112

*PCIS and OLIS data*





**Table 10**

**Supervision – Public Service**  
*Bilingual positions, linguistic status of incumbents*

<b>Year</b>	<b>Meet</b>	<b>Do not meet</b>		<b>Incomplete records</b>	<b>Total</b>
		<b>Exempted</b>	<b>Must meet</b>		
<b>1978</b>	64% 9,639	32% 4,804	4% 567		15,010
<b>1984</b>	80% 14,922	15% 2,763	5% 1,021		18,706
<b>1997</b>	90% 12,668	5% 767	2% 211	3% 492	14,138
<b>1998</b>	86% 11,425	7% 916	3% 389	4% 474	13,204

*PCIS and OLIS data*

**Table 11**

**Supervision – Public Service**  
*Bilingual positions, second-language level requirements*

<b>Year</b>	<b>“C” level</b>	<b>“B” level</b>	<b>“A” level</b>	<b>Other</b>	<b>Total</b>
<b>1978</b>	12% 1,865	66% 9,855	21% 3,151	1% 139	15,010
<b>1984</b>	11% 2,101	79% 14,851	9% 1,631	1% 123	18,706
<b>1997</b>	27% 3,887	71% 9,998	1% 183	1% 70	14,138
<b>1998</b>	32% 4,192	67% 8,812	1% 148	0% 52	13,204

*PCIS and OLIS data*





**Table 12**

**Participation of Anglophones and Francophones by region in the Public Service**

<b>Region</b>	<b>1978</b>		<b>1990</b>		<b>1997</b>		<b>1998</b>	
	<i>Anglo.</i>	<i>Franco.</i>	<i>Anglo.</i>	<i>Franco.</i>	<i>Anglo.</i>	<i>Franco.</i>	<i>Anglo.</i>	<i>Franco.</i>
<b>Canada</b>	75%	25%	72%	28%	71%	29%	71%	29%
Total	211,885		210,667		191,343		184,821	
<b>Western provinces and northern Canada</b>	99%	1%	98%	2%	98%	2%	98%	2%
Total	49,395		49,228		44,599		43,137	
<b>Ontario</b> (excluding NCR)	97%	3%	95%	5%	95%	5%	95%	5%
Total	34,524		33,810		30,602		29,540	
<b>National Capital Region</b>	68%	32%	62%	38%	61%	39%	61%	39%
Total	70,340		69,127		63,081		61,015	
<b>Quebec</b> (excluding NCR)	8%	92%	6%	94%	5%	95%	5%	95%
Total	29,922		29,446		27,390		26,343	
<b>New Brunswick</b>	84%	16%	70%	30%	63%	37%	63%	37%
Total	6,763		7,189		5,825		5,563	
<b>Other Atlantic provinces</b>	98%	2%	97%	3%	99%	4%	96%	4%
Total	19,212		20,439		17,958		17,004	
<b>Outside Canada</b>	76%	24%	73%	27%	71%	29%	72%	28%
Total	1,729		1,428		1,209		1,231	
<b>Incomplete records</b>					77%	23%	83%	17%
Total					679		988	

*PCIS and OLIS data*







**Table 13**

**Participation of Anglophones and Francophones by occupational category in the Public Service**

	1978	1990	1997	1998
<b>Canada</b>				
Anglophones	75%	72%	71%	71%
Francophones	25%	28%	29%	29%
Total	211,885	210,667	191,343	184,821
<b>Management</b>				
Anglophones	82%	78%	75%	74%
Francophones	18%	22%	25%	26%
Total	1,119	4,131	2,856	2,761
<b>Scientific and Professional</b>				
Anglophones	81%	77%	76%	76%
Francophones	19%	23%	24%	24%
Total	22,633	22,766	22,901	22,055
<b>Administrative and Foreign Service</b>				
Anglophones	74%	70%	69%	69%
Francophones	26%	30%	31%	31%
Total	47,710	57,925	67,093	68,721
<b>Technical</b>				
Anglophones	82%	79%	77%	76%
Francophones	18%	21%	23%	24%
Total	25,595	25,951	18,712	16,330
<b>Administrative Support</b>				
Anglophones	70%	66%	66%	66%
Francophones	30%	34%	34%	34%
Total	65,931	63,612	53,563	49,967
<b>Operational</b>				
Anglophones	76%	75%	77%	76%
Francophones	24%	25%	23%	24%
Total	48,897	36,282	25,811	24,835
<b>Incomplete records</b>				
Anglophones			66%	71%
Francophones			32%	29%
Total			407	152

*PCIS and OLIS data*





**Table 14**

**Participation of Anglophones and Francophones by region: in the RCMP and institutions and agencies for which the Treasury Board is not the employer**

	1991	1994	1995	1997
<b>Canada</b>				
Anglophones	72%	72%	73%	70%
Francophones	26%	26%	26%	25%
Unknown	2%	2%	1%	5%
Total	270,329	232,337	218,407	221,027
<b>Western provinces and northern Canada</b>				
Anglophones	91%	91%	92%	89%
Francophones	6%	6%	6%	6%
Unknown	3%	3%	2%	5%
Total	76,526	67,934	64,597	66,381
<b>Ontario (excluding NCR)</b>				
Anglophones	90%	90%	91%	85%
Francophones	8%	8%	7%	8%
Unknown	2%	2%	2%	7%
Total	63,786	56,611	53,953	55,450
<b>National Capital Region</b>				
Anglophones	66%	63%	63%	64%
Francophones	34%	37%	37%	35%
Unknown	0%	0%	0%	1%
Total	30,984	27,489	24,728	23,326
<b>Quebec (excluding NCR)</b>				
Anglophones	15%	18%	18%	13%
Francophones	83%	80%	81%	79%
Unknown	2%	2%	1%	8%
Total	50,255	45,641	43,151	41,311
<b>New Brunswick</b>				
Anglophones	75%	74%	75%	72%
Francophones	23%	24%	23%	25%
Unknown	2%	2%	2%	3%
Total	10,857	8,320	7,875	7,871
<b>Other Atlantic provinces</b>				
Anglophones	91%	90%	91%	89%
Francophones	9%	10%	9%	10%
Unknown	0%	0%	0%	1%
Total	29,629	24,627	22,597	22,048
<b>Outside Canada</b>				
Anglophones	72%	77%	77%	77%
Francophones	28%	23%	23%	23%
Unknown	0%	0%	0%	0%
Total	8,292	1,715	1,506	4,640

OLIS II data





**Table 15**

**Participation of Anglophones and Francophones by occupational category or equivalent category: in the RCMP and institutions and agencies for which the Treasury Board is not the employer**

	1991	1994	1995	1997
<b>Canada</b>				
Anglophones	72%	72%	73%	70%
Francophones	26%	26%	26%	25%
Unknown	2%	2%	1%	5%
Total	270,329*	232,337	218,407	221,027
<b>Management</b>				
Anglophones	72%	72%	73%	69%
Francophones	26%	27%	26%	26%
Unknown	2%	1%	1%	5%
Total	7,209	16,270	15,267	6,300
<b>Professionals</b>				
Anglophones	73%	72%	72%	71%
Francophones	27%	28%	28%	27%
Unknown	0%	0%	0%	2%
Total	11,602	11,444	11,180	14,159
<b>Specialists and Technicians</b>				
Anglophones	70%	72%	72%	72%
Francophones	29%	27%	27%	24%
Unknown	2%	1%	0%	4%
Total	17,645	15,164	14,481	21,061
<b>Administrative Support</b>				
Anglophones	68%	74%	74%	69%
Francophones	30%	26%	26%	27%
Unknown	1%	0%	0%	4%
Total	23,841	67,821	67,154	25,054
<b>Operational</b>				
Anglophones	72%	72%	72%	69%
Francophones	23%	22%	22%	21%
Unknown	5%	6%	6%	10%
Total	92,492	50,775	49,100	92,976
<b>Generals</b>				
Anglophones		76%	75%	76%
Francophones		24%	25%	24%
Unknown				0%
Total		96	87	74
<b>Officers</b>				
Anglophones		76%	75%	75%
Francophones		24%	25%	25%
Unknown		0%	0%	0%
Total		16,051	13,725	13,104
<b>Other Ranks</b>				
Anglophones		71%	71%	71%
Francophones		29%	29%	29%
Unknown		0%	0%	0%
Total		54,716	47,413	61,477

OLIS II data

\* This total includes 117,540 members of the Canadian Forces for which the occupational category was not available.





**Table 16**

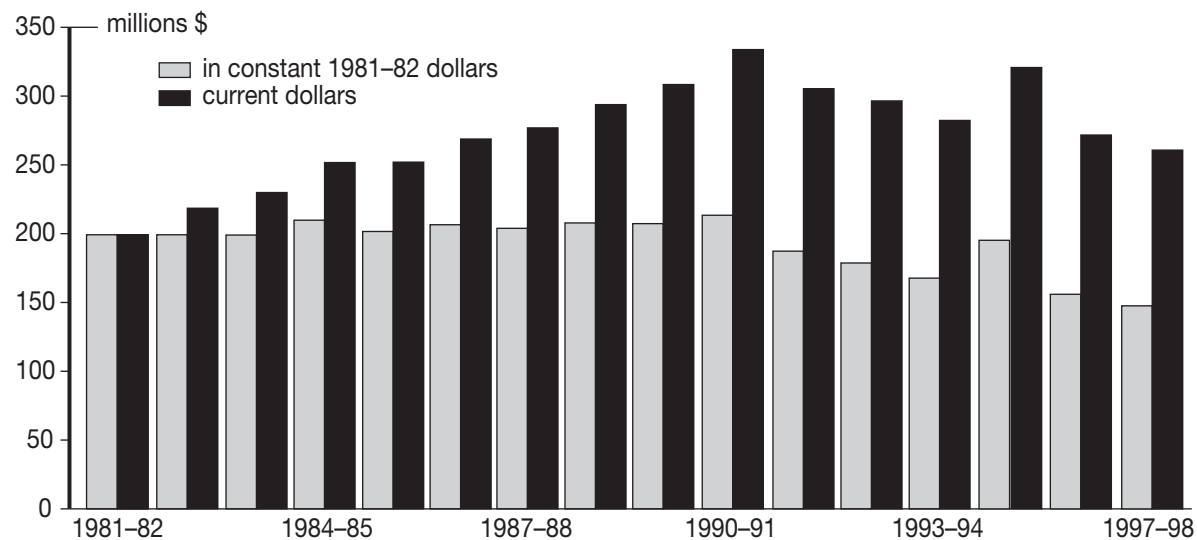
**Participation of Anglophones and Francophones employed in all organizations subject to the *Official Languages Act***

	1991	1995	1997	1998
<b>Anglophones</b>	72%	72%	70%	70%
<b>Francophones</b>	27%	27%	27%	27%
<b>Unknown</b>	1%	1%	3%	3%
<b>Total</b>	483,739	439,067	419,054	405,848

PCIS and OLIS data

**Table 17**

**Historical data on Official Languages Program costs in federal institutions**



**Table 18****Official Languages Program costs within federal institutions by subject**

<b>Subjects</b>	<b>1997-98 – Actual expenditures</b>
	(millions \$)
<b>Translation</b>	
Translation Bureau <sup>1</sup>	38.9
Other institutions	103.2
Total	142.1
<b>Language training</b>	
Public Service Commission of Canada <sup>2</sup>	16.6
Other institutions <sup>3</sup>	29.5
Total	46.1
<b>Bilingualism bonus<sup>4</sup></b>	56.6
<b>Co-ordination and general direction<sup>5</sup></b>	3.2
<b>Grand Total</b>	248.0

**Notes**

<sup>1</sup> The Translation Bureau's costs include interpretation in official languages for departments and agencies, parliamentary institutions and the Canadian Forces, but not for multilingual translation and sign-language. Receipts and amounts recovered by the Bureau in the matter of official languages have been deducted from these figures. Costs incurred by departments and agencies, parliamentary institutions, the Canadian Forces and Crown corporations are not included and are reported separately.

<sup>2</sup> Includes the costs incurred by the Public Service Commission of Canada for the application of the Exclusion Approval Order on Official Languages that follows from the Public Service Employment Act, and the administration of second-language evaluation tests, as well as all other operating expenses related to training.

<sup>3</sup> Includes the costs of language training given or paid for by institutions subject to the Act and purchased from the Public Service Commission of Canada and private and parapublic suppliers. Included as well are travel expenses related to training and the reimbursement of tuition fees.

<sup>4</sup> Includes the one-time payment of interest charges by the RCMP in this fiscal year.

<sup>5</sup> Includes the operating expenses of the TBS's Official Languages Division as well as second-language auditing. It does not include general administration within the institutions subject to the Act.

