



President  
of the Treasury Board

Présidente  
du Conseil du Trésor

# Annual Report on Official Languages

## 1998-99

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## 1998-99



## Also available in alternative formats

Published by the  
Treasury Board of Canada Secretariat

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represented by the President of the Treasury Board, 1999.

Catalogue N° BT 23-1/1999

ISBN 0-662-64505-7





## PRESIDENT'S MESSAGE

I take pride in presenting the eleventh annual report on official languages, on the occasion of the thirtieth anniversary of the proclamation of the first *Official Languages Act* (the *Act*).

Our government has made a real commitment with respect to linguistic duality in our country. Today, once again, we reiterate this deep commitment to be the chief promoter and privileged guardian of linguistic duality as a fundamental value of Canadian society. This resolution manifests itself daily, not only by the ongoing search for the tools that will allow us to carry it out, but more so by contemplating the blessing of having two official languages that are very much alive.

We have made immense progress since 1969. With respect to official languages, our country now enjoys a visibility that enables us to stand out and make our mark worldwide.

With the invaluable advantages conferred by linguistic duality, this progress enables us to look to the coming millennium with confidence.

The year 1998–99 has been one of resurgence in which we continued to build on the past while lending new impetus to the Official Languages Program. This report reaffirms the importance of our broad objectives and outlines some matters that will require special effort.

Of our many activities in 1998–99, I will single out the success of the National Symposium on Canada's Official Languages, the creation of the senior responsibility centres network (champions of official languages), the release of the Fontaine Report, *No Turning Back: Official Languages in the Face of Government Transformations*, and the study on the availability of telephone service in French and English from designated offices.



Nothing authentic or lasting, however, can be accomplished if we do not succeed as individuals and organizations in making official languages a deeply internalized value, an element of our behaviour that is constantly at work in the institutions subject to the *Act*. This is my hope for us at the dawn of the new century.

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

A handwritten signature in black ink that reads "Lucienne Robillard". The signature is written in a cursive style with a large, prominent initial 'L'.

Lucienne Robillard  
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 eleventh annual report of the Treasury Board covering the 1998–99 fiscal year.

Yours sincerely,

Lucienne Robillard  
President of the Treasury Board

November 1999



# SPEAKER OF THE HOUSE OF COMMONS

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Yours sincerely,

Lucienne Robillard  
President of the Treasury Board

November 1999



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## INTRODUCTION

French and English have been basic elements of Canada's collective life from its very beginnings. These have been the languages used to fashion the federative link and mould our national identity. The *Canadian Charter of Rights and Freedoms* gives these two languages equal status and equal rights and privileges for use in the institutions of Parliament and the Government of Canada.

The government has an obligation to see that this equality is maintained in the interests and on behalf of all the citizens of this country. During this past year, its linguistic commitment has been unflinching, as witness the achievements described in this report. However, there is always room for improvement within the framework of the Official Languages Program (OLP).

On the thirtieth anniversary of the first *Official Languages Act* (the *Act*) passed in 1969 and substantially amended in 1988, it is more vital than ever to ensure that our institutions bear witness to the renewed commitment of the Government of Canada to its official languages.

The OLP rests on solid foundations. Its course is not judged in the short term. An objective review of the long story of linguistic duality in Canada requires distance and a return to its roots for an overview of the achievements wrought, not in months or years, but over a matter of decades.

The essential challenge of the OLP remains the same: to embody our official linguistic duality as fully as possible in our institutions and collective existence. The objective of the OLP is to ensure that all Canadians receive services in the official language of their choice in compliance with the *Act* and its *Regulations*. It is also intended to create and promote, by the provisions of the *Act*, a work atmosphere that fosters the use of both official languages in federal activities in designated regions and to provide equal job opportunities to the members of both official language communities.

Federal institutions must provide the public with easy and efficient access to services in the official language of its choice wherever this obligation exists. In this respect, we can take encouragement from the results of the telephone survey of offices and points of service conducted in March 1999 as part of a second consecutive study by the firm *Réalités canadiennes* on the availability of service to the public in both official languages.





With regard to language of work, institutions must ensure that the workplace is conducive to the use of French and English. An important aspect of this component is based on the ability of senior officials to function in both official languages in the National Capital Region (NCR) and regions designated bilingual for the purposes of language of work. In this respect, we would cite the *Policy Concerning the Language Requirements for Members of the Executive Group*, in effect since May 1, 1998.

In terms of equitable participation, participation levels by French- and English-speaking Canadians in the federal Public Service remain generally stable and meet the requirements of the *Act*. To a reasonable degree, they reflect the presence of the two official language communities in the country. Francophone participation stands at 30.2 per cent of total federal public servants (Tables 12 and 13), while Canada's population is 24.6 per cent Francophone and 73.8 per cent Anglophone. Participation by the two language groups in senior ranks and other professional categories is equitable across the federal Public Service.

Institutions for which the Treasury Board acts as the employer have each identified a senior responsibility centre during this year. Meeting for the first time in December 1998, these senior officials, 'champions' of official languages reporting directly to their deputy ministers, became the promoters of official languages in their institutions. The champions will ensure that institutional official languages objectives are achieved and that their organizations take into account the special challenges involved in applying section 41 of the *Act* (development of official language minority communities) and promoting Canada's linguistic duality.

In order to define the problem surrounding the application of section 41, the Privy Council Office, the Department of Canadian Heritage and the Treasury Board of Canada Secretariat (TBS or the Secretariat) sponsored the recruiting of a consultant, Mr. Donald Savoie. The government will consider the five recommendations in his report, *Official Language Minority Communities: Promoting a Government Objective*, in the context of the follow-up of the report by the Task Force on Government Transformations and Official Languages.





When the *Rendez-vous de la Francophonie* was being launched in the Public Service on March 15, 1999, the President of the Treasury Board told more than 400 representatives of federal institutions, Francophones, Francophiles, and diplomatic heads of missions:

*A big country like our own, which is based on linguistic duality, will inevitably include minorities. Our responsibility as leaders is to protect the rights of these minorities. As we are so justly reminded by the report of the Task Force on Government Transformations and Official Languages, a country's strength lies in the vitality of its communities.*

The National Symposium on Canada's Official Languages, held in September 1998, provided a fitting celebration of this rich dimension of our collective life. With its theme of 'Official Languages: Passport to the XXI<sup>st</sup> Century,' this event successfully revitalized the official languages network. The President of the Treasury Board used this occasion to present the first official languages awards. He stressed the leadership, commitment, and quality of Government of Canada employees in terms of service to the public and use of the official languages in the workplace.

During this year, the President of the Treasury Board eagerly received the report of the Task Force on Government Transformations and Official Languages, the Fontaine Report, that looked deeply into the situation. The report's evocative title, *No Turning Back: Official Languages in the Face of Government Transformations*, distils the spirit of its eleven recommendations, some of which have already been set in motion. The aim of these recommendations is better recognition of federal obligations towards official languages and the interests of the communities.

On January 20, 1999, the Prime Minister of Canada took up the official languages cause with the deep-seated conviction that underlies the program of his government. He realizes that Canada's official linguistic duality places our country in the forefront of big modern states wanting to create optimal conditions for stimulating the development and co-operation of all their citizens.





In summary, this document is the eleventh annual report of the President of the Treasury Board and contains the following elements:

- an initial chapter places the official languages within the federal Public Service and states the broad directions of the OLP;
- a second chapter describes TBS activities, which are often conducted in conjunction with partners. These activities are helping to advance the official languages within the federal Public Service;
- a third chapter deals with the situation of official languages in institutions subject to the *Act* from the following three aspects: service to the public, language of work, and equitable participation;
- a statistical appendix of data on official languages provides a quantitative appraisal of the situation in the institutions subject to the *Act* along with a description of the data and their sources.





# CHAPTER 1

## GENERAL DIRECTION AND CO-ORDINATION OF THE OFFICIAL LANGUAGES PROGRAM

### Roles and responsibilities

The Treasury Board is a Cabinet committee that, in the area of official languages, has responsibility for the general direction and co-ordination of the principles and implementation programs for Parts IV (service to the public), V (language of work), and VI (equitable participation for citizens of both linguistic communities) in the institutions subject to the *Act* except for the Senate, the House of Commons, and the Library of Parliament.

This report reviews the performance of official languages programs in the federal institutions encompassed by the Treasury Board's mission.

Institutional bilingualism rests on three pillars that together form what is called the Official Languages Program (OLP) in those institutions subject to the *Act*:

- **service to the public**, or the obligation of institutions to actively offer and provide services to the public in both official languages in all offices and points of service designated bilingual, and the corresponding right of the public to communicate with these institutions and receive services in the official language of its choice in the circumstances provided for in the *Act* (Part IV). The quality of service to the public is one of the basic values of the Public Service, and this includes service in the two official languages;
- **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 the 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), for example, by focusing on the obligation to respect the public's right to be served in the official language of its choice. TBS places particular emphasis on the following:
  - the language requirements of senior managers by 2001;
  - the holding of meetings in both official languages;





- the importance of the availability of working tools and current software that is generalized in both official languages;
- the importance of ensuring that communications between offices and the NCR, and especially between national headquarters and the other regions, are conducted in both official languages (e.g. between the NCR and Quebec);
- **equitable participation**, or the commitment to ensure that English- and French-speaking Canadians enjoy equal opportunities for employment and advancement in federal institutions and that staffing in those institutions tends 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 of the *Act*).

Under a Memorandum of Understanding concluded in March 1997 between the President of the Treasury Board and the Minister of Canadian Heritage, TBS also has an expanded role in giving effect 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).

During this year, TBS has continued to refocus its activities and interventions to reflect objectives of supporting reform of the Public Service and redefining the role of government.

The Treasury Board has asked federal institutions to accelerate their implementation of the recommendations 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 effort to find innovative approaches to management. As part of this process, the activity plans of institutions subject to the *Act* must now focus on results and base future priorities on measuring 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 the policies and situations of those institutions most in need of assistance.

## Performance indicators for official languages

The government remains determined to act firmly to ensure that Canadians receive services in the official language of their choice. The institutions subject to the *Act* must ensure that the *Act* is fully applied in accordance with the following performance indicators:





- the active offer and provision of service to the public in both official languages;
- the level of satisfaction of Canadians with the ability of federal employees to serve them in the official language of their choice;
- the level of satisfaction of employees with opportunities to work in the language of their choice in the federal government;
- the level of participation by Francophones and Anglophones in the federal Public Service;
- the ability of executives to function in both official languages;
- the implementation of the Memorandum of Understanding between the President of the Treasury Board and the Minister of Canadian Heritage (section 41 of the *Act*, Part VII).

TBS has followed these indicators during the year. As we shall see in this report, measures taken included the supervision of Program implementation by TBS as well as the institutions themselves. Worth mentioning here are the assessments and audits conducted to gauge the ability of designated offices and points of service to provide their services in both official languages.

## **Towards a better management of the Official Languages Program**

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 institutions and other agencies subject to the *Act*, with the latter bearing the primary responsibility for specific 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;
- supervise and verify the implementation of these principles by federal institutions and other agencies subject to the *Act*;
- assess the effectiveness of programs and policies;
- inform the public and federal employees about federal language policies.

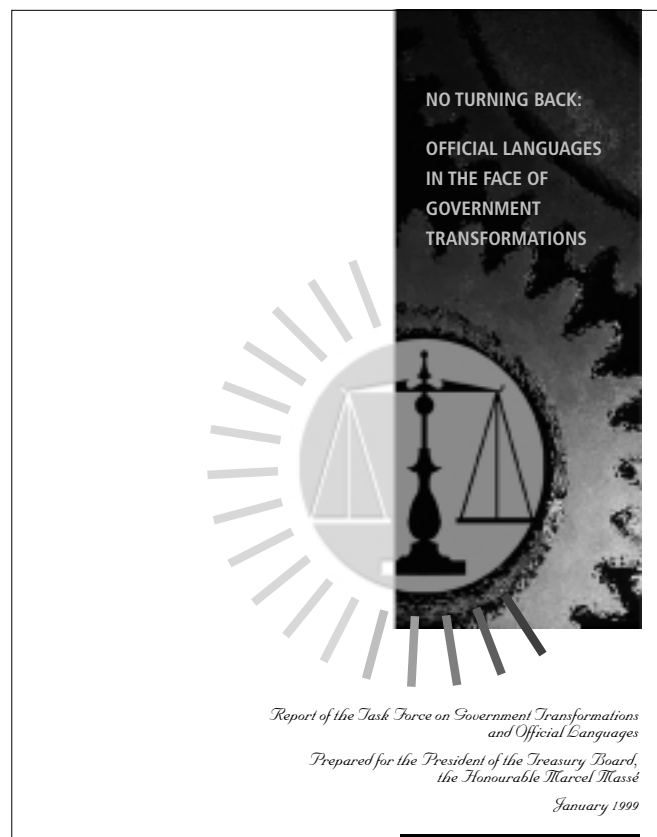






The new, simplified accountability system for departments and Crown corporations that was introduced in 1997 helps TBS with the general co-ordination of the OLP and the preparation of the annual report of the President of the Treasury Board.

When this report is tabled in Parliament, a general presentation of the annual reports of institutions subject to the *Act* is made to the Treasury Board ministers. The new system is consistent with the approach of measuring institutions' results in OLP implementation and the development of monitoring processes.





## CHAPTER 2

# GOVERNMENT TRANSFORMATIONS AND OFFICIAL LANGUAGES

### Background

In March 1998, the Commissioner of Official Languages published the results of a special study on the effects of government transformations on the OLP. On April 1, 1998, responding to the recommendation made by the Commissioner in that study, the President of the Treasury Board created an external Task Force mandated to analyse government transformations from the official languages standpoint and suggest any improvements.

The Task Force was made up of eight members from the academic community, the private sector, and both linguistic communities representing all regions of the country. Its members' interest in official language minority community rights was a matter of record.

The group worked out an ambitious consultation program, deliberately choosing to establish direct contact with the architects of government transformations in the central agencies. Managers from institutions affected by the transformations and managers in both national headquarters and regions were consulted, as were representatives of official language minority communities.

Some Task Force members met with the regional councils of senior federal officials in their respective regions (Quebec, Ontario, New Brunswick, and Manitoba). The group met with eleven associations that included the *Fédération des communautés francophones et acadienne* (FCFA) and *Alliance Québec*, both representing official language minority communities. It reviewed all memoranda submitted (twelve from associations and one from the private sector). It welcomed representatives from nine departments and agencies as well as consultants from the private sector.

Chaired by Mr. Yvon Fontaine, Vice President, Academic and Research at the Université de Moncton, the Task Force turned in its report to the President of the Treasury Board on January 18, 1999. This report, *No Turning Back: Official Languages in the Face of Government Transformations*, is available on the Secretariat's Web site at: <http://www.tbs-sct.gc.ca/ollo/english/publicat/other/other.html>.





## Recommendations

The Task Force's initial recommendation sets the stage for all the others and is the report's key recommendation. It urges the government to reiterate its formal commitment to linguistic duality, establish measures to respond to this commitment and ensure that the needs of official language minority communities are taken into consideration in any government transformation.

The Task Force also asked the government to:

- institute an ongoing awareness program for institutions subject to the *Act* about their obligations in the face of government transformations;
- take advantage of the proposed transfers of responsibility to encourage provincial governments and the private sector to collaborate on the development of official language minority communities;
- review its management policies to include more rigorous criteria for guaranteeing respect for language rights and the commitments set out in the *Constitution* and the *Act* and ensure, as need be, that official language minority communities are consulted.

The Task Force further asked that the government set up a mechanism for joint action to analyse all proposed government transformations from the standpoint of official languages and support for the communities.

The other recommendations essentially deal with mechanisms for redress and for monitoring and evaluating the application of official languages requirements. The group further suggests that the government act creatively through partnerships with the communities and develop service delivery options using the single window approach. It also stresses that *there must also be vigorous, integrated leadership within the government and the Public Service, exercised by a central authority vested with the necessary political and administrative powers.*

The final recommendation is addressed to the President of the Treasury Board, advising that he or she, in the annual report to Parliament on official languages, cite the effects of government transformations on official languages.

On receiving the report, the President of the Treasury Board hastened to express his approval. In a press conference on January 19, 1999, the President pronounced himself satisfied with the efforts of the group and voiced his optimism that the government would soon be able to announce initiatives in response to the report's recommendations.





The day following this announcement, the Prime Minister issued the following statement:

*We are committed to upholding the Official Languages Act and ensuring that it functions as fully as possible. We have received a report on this subject that had been requested by the government to tell us where the shortcomings are. We are going to try to correct these shortcomings as best we can.*

These statements are all proof of the government's solid commitment to the OLP.

Since the Task Force report was tabled, a joint action committee of major stakeholders in official languages made up of officials from the Treasury Board of Canada Secretariat, the Department of Canadian Heritage, Human Resources Development Canada, the Privy Council Office, and the Department of Justice Canada has met several times to analyse the recommendations and suggest ways of carrying them into effect.

This joint action committee has developed an integrated official languages promotion plan to follow up on the recommendations of the report. The plan includes activities to promote linguistic duality, foster awareness in institutions subject to the *Act*, develop new management tools, and build partnerships and single windows.

## Treasury Board activities in support of its role

### Outlook

This chapter reviews the activities of the Treasury Board in 1998–99 in support of the role conferred on it by the *Official Languages Act* regarding the general co-ordination and direction of the OLP in federal institutions.

In its general co-ordinator role, the Treasury Board relies on its Official Languages Division to discharge these responsibilities.

During fiscal 1998–99, TBS continued to play an active role in directing and facilitating OLP implementation. From the outset, here are some examples of what was done:

- A task force was struck to analyse the effect of recent government transformations on official languages.
- An interdepartmental joint action committee (the Treasury Board of Canada Secretariat, the Department of Canadian Heritage, and the Privy Council Office) was formed to establish a concerted government approach.





- The official languages champion network was formed in 69 institutions to remind these institutions about their obligations.
- Deputy ministers and administrators of federal agencies, as a result of Secretariat intervention, were committed to correct shortcomings, among other things, in the availability of service to the public.

## **Consolidating the Official Languages Program**

In terms of support for the role of the Treasury Board as Management Board, official languages development featured the consolidation and expansion of the role of education and awareness building in institutions with respect to official languages.

During the period covered by this report, the Official Languages Division acted as a catalyst to ensure that the Program reaped concrete results through the following measures:

- more effective promotion to institutions of best practices in official languages in order to accelerate the achievement of expected results;
- coherent integration of emerging parameters, especially with regard to a workplace imbued with the new language requirements for executives in regions designated bilingual for the purposes of language of work;
- building a special, dynamic relationship between the Official Languages Division and departmental responsibility centres. These senior managers will act as official languages champions in each institution where Treasury Board is the employer. They are working on current issues that include maintaining and enhancing quality of service to the public in English and French, the use of both official languages by employees, and support for the development of official language minority communities;
- a tangible presence in the diverse regions of the country, especially in official language minority communities.

## **Functions and organization of the Official Languages Division of the Treasury Board of Canada Secretariat**

The Official Languages Division centres its activities on the direction and strategic management of the Program while continuing to provide institutions with the principles for effective implementation of the provisions of the *Act*. It is based on three activity streams:





- supporting the President of the Treasury Board in enhancing institutional bilingualism and the visibility of the Program;
- helping federal institutions achieve official languages objectives;
- contributing to the government's objective by support for the development of official language minority communities as provided for in section 41 of the *Act*, Part VII.

Official Languages Division staff are using a 'strategic, client-driven' approach to develop an organizational component that is focused both inside and outside the Public Service. They ensure that members of the official languages network are better prepared to react to the government's major policies and initiatives involving reorganization and alternative modes of program and service delivery. This integration also tends to encourage training, development, and consultation efforts in the NCR and in the regions.

The Division is mandated to interpret the *Act* and policies, develop and communicate policies, analyses and reviews, monitor implementation of the Program in departments, agencies, and Crown corporations, and ensure liaison with official language minority communities, federal employees, and other levels of government.

In this context, the Division has been able to rely on the collaboration of two groups in discharging its responsibilities for official languages:

1. The **Policy and Products Group** is responsible for designing, developing, interpreting, and formulating policy, co-ordinating parliamentary activities and information management systems, reorienting the OLP by clarifying short- and medium-term objectives, and preparing the President's annual report on official languages. This group also prepares regional compliance assessments based on institutional plans to ensure service to the public and promote the quality of communications between institutions and the Canadian public. As well, it provides an information service concerning official languages (workshops, orientation courses, publications, and Web sites) and works to increase Program visibility. It further provides management for projects such as the staging of special events and follow-up to the recommendations of the Task Force on Government Transformations and Official Languages.

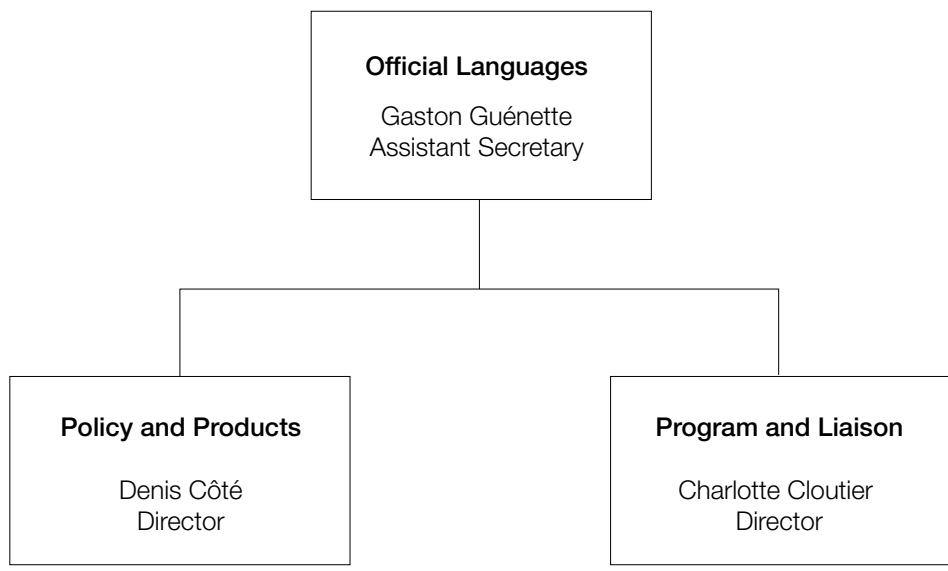




2. The **Program and Liaison Group** maintains the ongoing relationship between the Secretariat and the 170 federal institutions and agencies subject to the *Act* and articulates the role of TBS in applying Parts IV (service to the public), V (language of work), and VI (equitable participation by citizens of both language communities) of the *Act*. Furthermore, it gives effect to the Memorandum of Understanding signed in March 1997 by the President of the Treasury Board and the Minister of Canadian Heritage regarding the development of official language minority communities. Finally, it monitors the official languages network. The distribution of roles among the program officers in this group, who participate in multidisciplinary joint action teams for the TBS program sectors, reflects the major activity areas approach (economic, social and cultural, and government operations) that is TBS's way of doing business as a central agency. This group also ensures liaison with agencies representing official language minority communities to gain a better understanding of their expectations in terms of services provided by institutions in their official language.

During this fiscal year, the Official Languages Division had 30 full-time equivalents to support the Treasury Board in fulfilling its official languages mandate. The main activities are outlined in the following points.





- Development and interpretation of the *Official Languages Act* and related regulations and policies and advice for institutions
- Support for the President's parliamentary activities (OL)
- 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)
- Responsibility for information management systems (official languages)
- Design and preparation of the President's annual report
- Secretariat of the Task Force on Government Transformations and Official Languages
- Promotion of the OLP to the 170 institutions subject to the *Act*
- Analysis of official languages reports and activity plans from institutions
- Assistance and advice to federal institutions, including activities of official languages champions
- Liaison, consultation, and information gathering – official language minority communities, federal regional managers, and outside the Public Service
- Co-operation with TBS multidisciplinary teams on official languages and section 41
- Co-ordination of TBS activities under section 41
- Chair of the Official Languages Advisory Committees for departments and Crown corporations







## Auditing and monitoring

TBS auditing and monitoring activities within its accountability framework include regional assessments conducted in offices and at service points required to serve the public in both official languages. They also include the results of its own audits as well as internal audits conducted by the institutions themselves.

Currently, there are some 3,447 offices and federal points of service in Canada that are required to provide service in both official languages, or 28.6 per cent of a total of 12,044 offices and points of service.

During the period covered by the report, TBS received seven internal audit reports dealing wholly or in part with official languages. These reports came from the following institutions: Revenue Canada, the National Library of Canada, Human Resources Development Canada, Environment Canada, Correctional Service Canada, Public Works and Government Services Canada, and the Treasury Board of Canada Secretariat.

In 1998–99, four federal institutions produced reports on service to the public after conducting audits on this in some of their offices. The results indicate that service is generally available to the general public in both official languages. The results are mixed, however, when it comes to providing service to a more targeted clientele, and they vary according to the regions.

In 1998–99, five federal institutions produced reports on language of work after conducting audits. The results tend to confirm that personnel and central services are generally available in both official languages. They are mixed when it comes to the other aspects of language of work. There is a consensus on the work environment, which could be more conducive to the effective use of both official languages, and on the need to increase the use of French in the workplace. The difficulties encountered involve daily communications with supervisors, the manner in which meetings are conducted, certain unilingual work documents, the availability of professional training in French and, finally, communications between the institution's regional offices and headquarters.

As for equitable participation, one institution reported in 1998–99 that it conducted an audit on this. In the 18 offices visited, the results show that in every case, participation by both official language groups tended to reflect the proportion made up by the groups in the region.

One institution reported in 1998–99 that it conducted an audit of its informatics networks. The results were very positive and showed that the institution generally observes government policy.





In 1998–99, one institution reported that it conducted an audit of its OLP management. The audit enabled it to take some positive measures on certain aspects of its Program management, including management of its official languages information system, the information requirements of managers and employees, and the need for executives to achieve a level of bilingualism equivalent to a language profile of CBC.

All of these reports, available from the institutions, dealt with service to the public, language of work and/or OLP management and equitable participation. Another report dealt exclusively with official languages requirements in computer networks.

### **Service to the public**

During 1998–99, TBS conducted a number of audits on the availability of services to the public in both official languages. These audits told us that offices obliged to provide service in both official languages are generally fulfilling their obligations well. In this regard, TBS is continuing to inform the managers of these offices of the importance of their obligations.

TBS conducted the following audits concerning service to the public:

- A study on the active offer and availability of telephone service in English and French in subject institutions. This study was conducted by the firm Canadian Facts for the second consecutive year in all offices obliged to provide bilingual service to the Canadian public. This year the audit included the outlets of Canada Post Corporation.
- A review of the consideration given to official languages in the provision of grants and contributions to volunteer agencies by subject institutions. This audit attempted to determine whether or not the subject federal institutions and agencies making the grants (unconditional transfers) and contributions (conditional transfers) to non-governmental volunteer organizations:
  - know and apply Treasury Board Policy 1-4 on official languages (*Grants and Contributions*);
  - monitor the inclusion of language clauses in contribution agreements with recipient organizations;
  - monitor the enforcement of language obligations.
- Continuing regional assessments in 105 offices and points of service that are obliged to serve the public in both official languages, 70 in Quebec and 35 in Ontario.





## Language of work

During the period covered by the report, TBS conducted the following audits on language of work:

- survey of employee satisfaction with language of work in Northern Ontario institutions subject to the *Act*;
- trend analysis of departments' internal official languages audits;
- joint TBS employee survey by the Commissioner of Official Languages and TBS on the use of both official languages in the central agency (i.e. the Treasury Board of Canada Secretariat).

## Equitable participation

The participation rates of English- and French-speaking Canadians remain stable, reflecting to a reasonable degree the presence of the two language communities in Canada. Across all subject institutions (Crown corporations and other agencies included), Anglophone participation is 70.2 per cent (Table 16). In Quebec, Anglophone participation in federal institutions subject to the *Act* in the federal Public Service remains low at 6.4 per cent (Table 12), but still represents an improvement over their participation as at March 31, 1998 (5.3 per cent).

TBS continued to remind institutions that they should take the necessary measures to provide equal opportunities for employment and advancement to members of both linguistic communities, particularly by organizing employee information sessions.

**Check it out**

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



Canada



Treasury Board of Canada  
Secretariat

Secrétariat du Conseil du Trésor  
du Canada

The Montreal regional office of the Public Service Commission of Canada, with support from TBS and central agencies, launched an initiative going beyond purely statistical research to look at the main causes behind Anglophone under-representation, a situation that remains confined to the federal Public Service in Quebec.





## Information and training

The *Official Languages Act* makes the Treasury Board responsible for informing the public and institutions' staff members about government language policies. Whether for service to the public or language of work, we must make provisions for reaching senior and middle managers and employees in practical and convincing language to remind them of the various aspects of the official languages requirements. They must be made fully aware of these requirements and be committed to meeting them.

It is important for employees providing service to the public, especially reception service in subject institutions, to be made fully aware of their institutions' responsibilities and obligations and provided with information, particularly in the form of practical tools that will enable them to fulfil this responsibility.


## List of offices and points of service (Burolis)

At TBS Web and Publiservice sites, the general public and federal institutions and other agencies subject to the *Official Languages Act* can have access to a list of all offices and points of service that are obliged to provide services in both official languages under the *Act* and its *Regulations (Communications With and Services to the Public)*.

This list, formerly updated once a year, can now be updated more rapidly and on a regular basis. Indeed, TBS has developed a new tool enabling federal institutions and other agencies to make changes in the list directly as they occur. Over the last year, TBS delivered training sessions to some 70 institutions in order to provide them with adequate and exhaustive information.


**Check it out** Internet: [www.tbs-sct.gc.ca/ollo](http://www.tbs-sct.gc.ca/ollo)

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



English  
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*Official Languages Act* to respect the official languages rights of Canadians.



Treasury Board of Canada  
Secrétariat

Secrétariat du Conseil du Trésor  
du Canada







## **Web and Publiservice official languages sites**

The second year of operation of the TBS official languages site brought numerous requests from institutions and the general public. These sites equally address the Public Service clientele (organizations linked to Publiservice) and the general public, which can reach TBS on the Internet. The sites are at the following addresses:

<http://publiservice.tbs-sct.gc.ca/ollo> and <http://www.tbs-sct.gc.ca/ollo>.

The availability of this site enables Treasury Board to more efficiently fulfil its mandate, especially as regards official languages information. Furthermore, thanks to hyperlinks, the TBS official languages Web site offers the public and public servants the possibility to obtain information on the official language minority communities that they provide themselves.

This collection of information, updated as developments warrant, enables users to be better informed and guided in applying the *Act*. Hyperlinks afford access to other special partners (e.g. the Interdepartmental Joint Action Support Program).

The network is able to draw dynamic inspiration from these exchanges and elicit useful suggestions, especially for strengthening ties with official language minority communities, which are securing more and more access to the information highway. Navigating the TBS 'ollo' site, users can access TBS publications including the President of the Treasury Board's last ten annual reports on official languages.

## **Official languages orientation course**

This course was given three times to human resources staff in several NCR headquarters during this fiscal year. Entitled 'Orientation on Official Languages' and delivered in conjunction with Training and Development Canada, the course provides an overview of the Program and official languages developments.

In response to requests from departments like National Defence and Fisheries and Oceans, customized sessions were delivered on service to the public and language of work. The emphasis was on the language rights of the public and employees as well as institutions' obligations under each OLP component. The course rated a high level of satisfaction among about a hundred participants working in the NCR, Cornwall, and Halifax.





At least eight more orientation courses will be delivered in various regions of the country during fiscal 1999–2000.

Also worthy of mention are the official languages awareness sessions delivered this year to 72 participants enrolled in the Public Service Management Trainee Program.

### **Blue Pages in Canadian telephone directories**

Listings in the Government of Canada Blue Pages section of local telephone directories represent important visibility vehicles for federal programs. These are often identical in both languages and do not enable members of the communities to recognize offices designated as bilingual.

An interdepartmental committee including TBS and Public Works and Government Services Canada continued to work on establishing standards for improving indications of the availability of bilingual services in public telephone listings. This committee has embarked on a pilot project to test reliable ways of inserting references to federal services and their telephone numbers in the Blue Pages. This pilot project could be implemented during fiscal 1999–2000.

### **Advertising and other initiatives**

With the primary aim of promoting the active offer and playing its leadership role in service to the public, TBS develops various informational, audiovisual, and printed materials. During 1998–99, it worked on the following projects:

- New version of the publication *Le service au public, moi j'embarque – Service to the Public, Getting on Board* launched at the National Symposium on Canada's Official Languages. This guide to serving the public in both official languages is a useful tool that can help managers communicate with the public in the official language of its choice. The publication was updated to recognize major initiatives taken by the government to improve services, for example, closer interdepartmental co-operation including other levels of government and the private and volunteer sectors to provide a single window.
- Continued distribution of the symbol poster *À votre service dans les deux langues officielles – Serving you in both official languages*. This visual aid, which indicates the availability of services in both official languages, promotes the active offer while giving more visibility to the bilingualism required of institutions. At the same time, it came as a direct reminder to managers of their obligations and to employees of the continued provision of service to the public actively and fairly in both official





languages. Distribution of this poster, accompanied by a letter to managers in 3,700 offices and points of service, was completed during this year.

- Acts of the National Symposium on Canada's Official Languages—available on the official languages Web site: <http://www.tbs-sct.gc.ca/ollo> (choose symposium).
- Advertisements of interest to the Canadian public placed in the media of the official language minority communities as well as internationally.

## Projects in development

In its support role to federal institutions and other agencies subject to the *Act*, the Official Languages Division is in the process of developing a variety of projects.

The following list is not exhaustive:

- In partnership with federal agencies, a video production on service to the public as a training aid. This video will help develop positive thinking about the services provided to Canadians by highlighting some varied and innovative examples.
- In partnership with federal agencies, the production of the telefilm *Des mots, Words, des mots*, specially created by Antonine Maillet to open the National Symposium on Canada's Official Languages. This video, which aims at a better understanding of our linguistic duality, will be an educational and promotional tool that can later be broadcast on national and regional electronic media.
- Production of a collection of best practices by institutions subject to the *Act*.
- Development and delivery of a new workshop series on service to the public and language of work for front-line managers and employees in regions.
- In conjunction with the Public Service Commission of Canada and the Canadian Centre for Management Development, the design and distribution of an awareness-building module on official languages and linguistic duality for new senior managers and recruits in the Management Trainee Program, the Development Assignment Program, the Accelerated Executive Development Program, and the Assistant Deputy Minister Preselection Program.
- Development of an awareness-building module on official languages and linguistic duality for language training students.
- Awareness-building program for subject institutions in order to find other ways of effectively reaching all institutional staff members.
- Organization of a forum on the active offer and a theme day on language of work.





- Organization of an international symposium on linguistic arrangements in 2002 that will highlight, among other things, Canada's leadership role in language rights.
- Audit project on the language of communication between the NCR and Quebec.

## Support, consultation, and co-operation

TBS activities with the various stakeholders in the official languages area are essential elements for effective Program implementation in the institutions. In recent years, TBS has set up an official languages consultation and communications mechanism among the central agencies and departments to deal with the orientations, priorities, and directives related to OLP implementation in subject organizations.

The ideas and concerns raised by various internal and external partners have helped to stimulate thinking and enable TBS to elicit fresh perspectives on its official languages activities. These consultations help TBS take the pulse of the institutions as regards official languages, distinguish general trends, and suggest solutions to key stakeholders.

The committees have focussed on the major issues of the day, for example, how to enhance the visibility of the official languages in national headquarters and regions, the new language requirements for members of the Executive Group, the availability of service to the public, and information technologies. Meetings have also been held at regular intervals between TBS and the Commissioner of Official Languages.

The following committees and working groups met regularly in 1998–99:

- 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, the Department of 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. This forum can deal with problems or issues felt to be significant for a number of federal institutions and requiring discussion, direction, or decisions.
- The high-level responsibility centres network (official languages champions) set up in 69 institutions in 1998–99 following the directive passed by the Treasury Board in March 1998. The champions met for the first time in December 1998 with the senior TBS human resources official as chair. These are the ambassadors responsible for promoting the Program in each institution. Other official languages champions, called on to play a similar role to that played by the departmental champions, should be designated in Crown corporations during 1999–2000.







## Advisory committees

- The Departments and Agencies Advisory Committee on Official Languages is chaired by TBS. It includes federal institutions for which Treasury Board is the employer and organizations with separate employer status. Within this committee, three working groups were formed during this fiscal year to review the issues and express recommendations on the following topics: service to the public, language training, and the new information technologies. A fourth working group was struck to heighten the Program's visibility in federal institutions subject to the *Act*.
- The Crown Corporations Advisory Committee on Official Languages, comprising entities subject to the *Act* other than those for which Treasury Board is the employer, is also chaired by TBS.
- The Interdivisional Committee chaired by the TBS Official Languages Division, set up to help with the application of section 41 of the *Act* and incorporate this responsibility in the TBS organizational culture (as both central agency and department).

## Regional councils of senior federal officials and official languages subcommittees

The interdepartmental subcommittees formed under the aegis of federal regional councils are meeting places in the regions for discussion of matters involving policy development and the provision of services to the public. They also serve to improve managers' awareness of their responsibilities under section 41 of the *Act*.

Given the changing role of government and the modernization of federal programs and services to meet Canadians' needs more effectively, TBS has also focussed 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.

TBS has worked to strengthen the special relationships with federal regional councils in order to promote an increased impact by departmental initiatives on the development of the communities. During this fiscal year, interdepartmental official languages subcommittees were consolidated, particularly in Prince Edward Island, Manitoba, Saskatchewan, and British Columbia. These subcommittees' initiatives are consistent, for example, with the recommendations of the Task Force on Government Transformations and Official Languages and various reports that have been submitted.





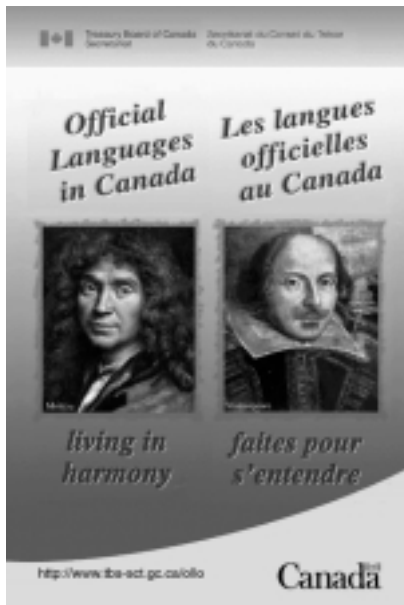
Here are some examples of initiatives taken by interdepartmental official languages subcommittees:

- The official languages subcommittee of Manitoba's Federal Council has elected to work at establishing single windows for a broad range of federal services offered to the official language minority community. This initiative also stems from the recommendations of the Chartier Report on French-language services in Manitoba.
- The official languages subcommittee of the Federal Council of Prince Edward Island launched a 'theme months' campaign to encourage that province's federal agencies to use one theme per month as a basis for reviewing, evaluating, and enhancing an aspect of the language of service to the public. This campaign may prompt these agencies to co-operate more and share their ideas and best practices. By the end of fiscal 1999–2000, this subcommittee will review the effects of its campaign and assess improvements made in the provision of services to the public.
- The official languages subcommittee of the Pacific Federal Council, in conjunction with CBUF-FM Radio Canada and departmental representatives appearing on *Micro-Midi*, is helping provide the British Columbia and Yukon Francophone community with information about the programs and services of their respective departments.





## National Symposium on Canada's Official Languages



Fittingly, the tenth anniversary of the passage of the 1988 *Official Languages Act* was marked by a major event. For Canada, the official languages represent value added in the cultural, social, and economic spheres. This was the spirit in which TBS, with its partners in the project (the Department of Justice Canada and the Department of Canadian Heritage), undertook to work on common strategic directions and stage the National Symposium on Canada's Official Languages.

The programming for the Symposium, held in Ottawa from September 16 to 18, 1998, was intended to inspire a renewal of confidence and initiate a synergy among the various stakeholders in the official languages area. The theme was 'Official Languages: Passport to the

XXI<sup>st</sup> Century' and the objective was to identify avenues of convergence and thus better position the official languages for the coming millennium.

The Symposium included panels and workshops organized around three fields of interest: legal issues (Department of Justice Canada), promotion (Department of Canadian Heritage), and services to the public / language of work (TBS). These fields were selected and directed in terms of their ability to reveal a fresh vision of our linguistic experience. The President of the Treasury Board, as honorary chair of the Symposium, took advantage of the occasion to remark:

*There has been a real revolution in Canada over the past 30 years: a linguistic revolution. Few countries have managed to redefine their identity so quickly, and to do so peacefully. This is one of the reasons why Canada is often seen by the rest of the world as a model for democracy and quality of life.*

The delegates (over 700 of them) came from the public and private sectors, the academic community, and the two official language minority communities. They benefitted greatly from this very special occasion.





This highly successful event allowed participants to assess the progress made and catch glimpses of a promising future. A follow-up plan features a forum on the active offer and the production of a video on service to the public as well as the organization in 2002 of an international symposium on linguistic arrangements to highlight Canada's leadership role.

In the wake of the success of the Symposium, the opportunities presented in March 1999 by the launches of the *Rendez-vous de la Francophonie* and the International Year of Canadian Francophonie were used to underscore the government's commitment to linguistic duality.

The official languages Web site, <http://www.tbs-sct.gc.ca/ollo>, a source of information on the current status of the OLP, includes the Acts of the Symposium.

## Official Languages Awards of Distinction



At the Symposium, the President of the Treasury Board presented the first Official Languages Awards of Distinction.

The award certificate bears the Canadian Coat of Arms, cut out and engraved on a piece of the copper that covered the roof of the Canadian Parliament Buildings from 1918 to 1996. The work was done by the 'Under My Roof' project sponsored by the Ottawa-Carleton Association for Persons with Developmental Disabilities. Witness to a vibrant and glorious history, this award of distinction certificate is intended to embody the *Act*.

At the awards ceremony on September 16, 1998, the President of the Treasury Board remarked:

*This is a special opportunity to recognize the leadership, commitment and excellence in achieving the objectives of service to the public in both official languages, in language of work to create an environment conducive to the use of English and French in the National Capital Region and the regions designated bilingual, as well as equitable participation.*





A group of employees from Revenue Canada (Newfoundland) and the St. Boniface Human Resources Centre [Human Resources Development Canada and the Department of Canadian Heritage / Parks Canada (Banff National Park)] took home the award in the service to the public category.

In the language of work category, the President conferred awards of distinction on employees of Statistics Canada, the Export Development Corporation, and National Defence (Royal Military College, Kingston).

Later in this chapter, there is a brief description of the best practices recognized by these awards of distinction.

### **Giving effect to 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 the English and French linguistic minority communities in Canada and supporting and assisting their development; and fostering the full recognition and use of both English and French in Canadian society.” The active and complementary participation of each of the central agencies is, naturally, essential in terms of achieving the expected results.

### **Measures taken by the Treasury Board of Canada Secretariat**

During the year covered by the report, TBS took a series of measures intended to assist the development of the communities:

- Using the influence of TBS as a central agency with federal institutions to enhance the visibility of the OLP and support the official language minority communities by combining the issues around the implementation of section 41 in:
  - the federal government's strategic planning process, by presenting and analysing the institutions' activity plans;
  - awareness building for the regional councils of senior federal officials as to the magnitude of the official languages.





- By federal institutions where TBS is the employer, the appointment of official languages champions mandated to:
  - ensure the necessary and ongoing connections between the institution’s activities bearing on Parts IV, V, and VI (institutional bilingualism) and Part VII (development of the official language minority communities and promotion of linguistic duality) of the *Act*;
  - ensure that Treasury Board or Cabinet submissions made by the institution concerned have been systematically analysed in terms of their effects, and optimize these effects on institutional bilingualism and the development of the official language minority communities;
  - ensure that the official language minority communities have access to a high-level contact for discussion in each federal institution where Treasury Board is the employer.
- The identification and distribution to federal institutions of the working document *Official Languages Principles to Guide the Preparation and Analysis of Presentations Submitted to the Treasury Board by Federal Institutions* (December 1998), a tool to facilitate consideration of the impact of initiatives, including government transformations on official language minority communities.
- Using the visibility lent by the National Symposium on Canada’s Official Languages to revitalize the official languages network, demonstrate its vitality and promote the development of official language minority communities.
- In speeches by the President and Secretary of the Treasury Board, affirming the determination of Treasury Board and its Secretariat to support the official language minority communities.
- The formation of an interdivisional committee, including a representative from each TBS division that can assist in the application of section 41, for a better integration of official languages considerations into the overall activities of Treasury Board as a central agency.
- Systematic inclusion of support for minority communities in the process of analysing and monitoring official languages annual reports submitted by institutions.
- Continued implementation of the Memorandum of Understanding between the Minister of Canadian Heritage and the President of the Treasury Board for the application of section 41 of the *Act*.





- Liaison with national, provincial, and territorial advocacy bodies representing official language minority communities, participation in the annual general meetings of these communities' associations, on-site assessment of the availability of service in offices designated bilingual, and reminders to managers and employees of their obligations.
- Active TBS support for the National Committee for Canadian Francophonie Human Resources Development co-ordinated by Human Resources Development Canada.
- Promotion to departments of the participation of youth from official language minority communities in the Federal Public Sector Youth Internship Program co-ordinated by TBS.
- Integration in the TBS Official Languages Division of the responsibilities for "support for the development of official language minority communities" and "liaison with minority communities" to ensure the continuous incorporation of minority community needs in the government activity planning process.
- In conjunction with the Privy Council Office and the Department of Canadian Heritage, the hiring of a top-level consultant, Mr. Donald Savoie, to promote support for minority communities to the senior officials of the institutions concerned.
- The striking of an interdepartmental joint action committee of major stakeholders to give effect to the report of the Task Force on Government Transformations and Official Languages, including support for the official language minority communities.

### **Follow-up on the Savoie Report recommendations**

To refine the definition of the problem with applying section 41 of the *Act* (development of the official language minority communities), the Privy Council Office, the Department of Canadian Heritage, and TBS jointly sponsored the hiring in March 1997 of a consultant, Mr. Donald Savoie.

A Université de Moncton professor, Mr. Savoie was given the mandate of meeting with senior officials in a number of federal institutions obliged to submit section 41 action plans to the Department of Canadian Heritage and elicit more co-operation among the main federal stakeholders.

Mr. Savoie's report, entitled *Official Language Minority Communities: Promoting a Government Objective*, contains five recommendations that were followed up on in conjunction with those of the Task Force on Government Transformations and Official Languages.





Meanwhile, the February 1999 budget allocated additional funding of \$70 million a year for five years to the Official Languages Support Program managed by the Department of Canadian Heritage, with \$5.5 million of this going to the interdepartmental partnership with the official language communities in accordance with one of the Savoie Report's recommendations. This program's annual budget is now \$293.5 million, up 32.7 per cent. These funds are another example of the Canadian government's solid commitment to linguistic duality and its support for the full development of the official language minority communities.

### **National Committee for Canadian Francophonie Human Resources Development**

Funded by Human Resources Development Canada, this joint committee is made up of nine community and nine federal representatives. In addition to TBS, these representatives are from: Human Resources Development Canada, the Department of Canadian Heritage, Industry Canada, Agriculture and Agri-Food Canada, Public Works and Government Services Canada, Western Economic Diversification Canada, the Business Development Bank of Canada, and the Atlantic Canada Opportunities Agency. The nine deputy ministers of these organizations, including the Secretary of the Treasury Board, signed a Memorandum of Understanding on March 20, 1998, with the representatives of the community component of this national committee.

Seen as a model of co-operation between the federal government and the official language minority communities, the committee is trying to respond to these communities' specific needs.

- TBS supports the work of the committee. Over the next three years, Human Resources Development Canada will additionally provide \$21 million under the Labour Market Partnerships Program towards official language minority community projects in youth entrepreneurship, the knowledge economy, tourism, and rural development. These funds will be distributed in strategic sectors particularly geared to youth and the knowledge economy.







## CHAPTER 3

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

The President of the Treasury Board is obliged to report to Parliament every year on the application of the OLP in institutions subject to the *Official Languages Act*. This third chapter of our document paints a picture of the official languages situation in all institutions encompassed by the Treasury Board's mandate in terms of the three main Program components—service to the public, language of work, and equitable participation—as well as support measures and OLP management.

The 1988 *Official Languages Act* applies to some 170 institutions that bear prime responsibility for its implementation in activities within their jurisdiction: departments, agencies, Crown corporations and their wholly owned subsidiaries established under a federal statute as well as the parliamentary institutions, the federal courts, boards, commissions or councils and any other agency established by a parliamentary statute or order of the Governor in Council. These institutions also include some organizations that have been privatized or commercialized and are thus wholly or partly subject to the *Act*: Air Canada and some airports, for example.

It is incumbent on these institutions to fulfil their obligations under the *Act* with their own staff (403,973 employees) and the public (Table 16).

Subject institutions provide their data to TBS in the form of annual reports. These documents deal mainly with the capability of offices and points of service obliged to provide services in both official languages, efforts made, and measures taken to create and maintain a conducive work environment, the Anglophone and Francophone presence in their staff, and any further information enabling TBS to grasp how the Program is being applied overall.

These simplified reports contain, in a single package, the information TBS requires to discharge the obligations that fall to it under the *Act*. The suggested framework encourages institutions to report on results achieved and measures in place concerning the three Program components and their administration rather than identifying observed shortcomings and formulating an action plan coupled with commitments.





An example of this would be the action taken on the recommendations of the report of the Task Force on Government Transformations and Official Languages. During the next fiscal year, the institutions will have to provide information about how their official languages obligations were incorporated in significant new initiatives, if any.

## Overview

As indicated by the comments appearing under each of the following headings, the implementation of the Program in subject institutions remains satisfactory overall, and some advances deserve mention. However, problems persist in certain areas, for example, the active offer of services to the public in both official languages, communications with employees, information to the public, and the bilingualization of computer systems. Aware that these difficulties exist, TBS continues to work towards solutions with the institutions concerned.

The Program has seen little fluctuation either in percentages of bilingual positions (Tables 1 and 3), participation (Tables 12 and 13), or the pool of bilingual employees (Table 2). Not only has the bilingual employee pool in the Public Service been maintained, but an overwhelming majority of bilingual employees (90.4 per cent) had either a superior or an intermediate command of their second official language.

As at March 31, 1999, there was a 7.6 per cent surplus of bilingual employees relative to the existing number of bilingual positions. The Public Service bilingual employee pool therefore remains relatively stable. Some incumbents of bilingual positions, 10.2 per cent, are still failing to meet the language requirements of these positions (Table 4). In this area, institutions must take the necessary measures to fulfil their obligations.

The situation remains constant in federal offices and points of service obliged to serve the public in the official language of its choice. As indicated by the data in the tables on bilingual positions, however, a certain number of incumbents of bilingual positions still do not meet the language requirements of their positions (Tables 6 and 8).





With respect to language of work, the initiatives undertaken by institutions as well as the performance of the instruments developed by TBS and made available to departments, agencies, and Crown corporations have borne fruit. The statistics show that 82.8 per cent of supervisors (EX and non-EX) meet the linguistic profile of their bilingual positions (Table 10). The new policy on language requirements for executives is reinforcing other formal instruments created to promote an environment conducive to the use of both official languages.

As at March 31, 1999, the participation rate of French-speaking federal public servants was 30.2 per cent (Tables 12 and 13). In Quebec, Anglophones represented 6.4 per cent of federal public servants, up from 5.3 per cent in 1998. This is an improvement, but we still have not reached a percentage that more reasonably represents the Anglophone presence in that province's population.

In all other federal institutions in Quebec for which Treasury Board is not the employer (the NCR aside), the participation rate is 13.0 per cent (Table 14).





## Service to the public

The *Act* sets out the language obligations of subject institutions for their national headquarters as well as their offices and points of service within the NCR.

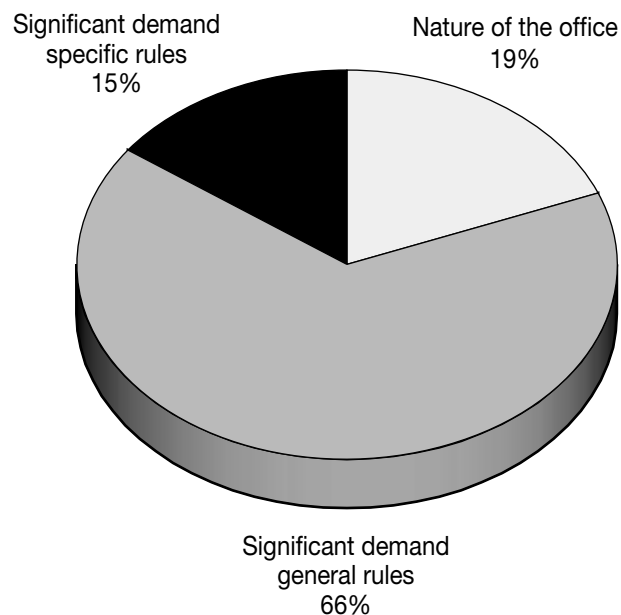
The *Official Languages (Communications With and Services to the Public) Regulations* detail the circumstances in which institutions and their offices are obliged to offer their services to the public in both official languages elsewhere in Canada and abroad.

This obligation of offices and points of service under the *Regulations* is dictated by the existence of significant demand for the use of one or the other official language or by the role of that office or point of service.

Figure 1 shows the percentage distribution of federal offices obliged to offer their services in both official languages by the types of rules that apply.

Figure 1

### Distribution of bilingual federal offices and service points in Canada by type of regulation as at March 31, 1999



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

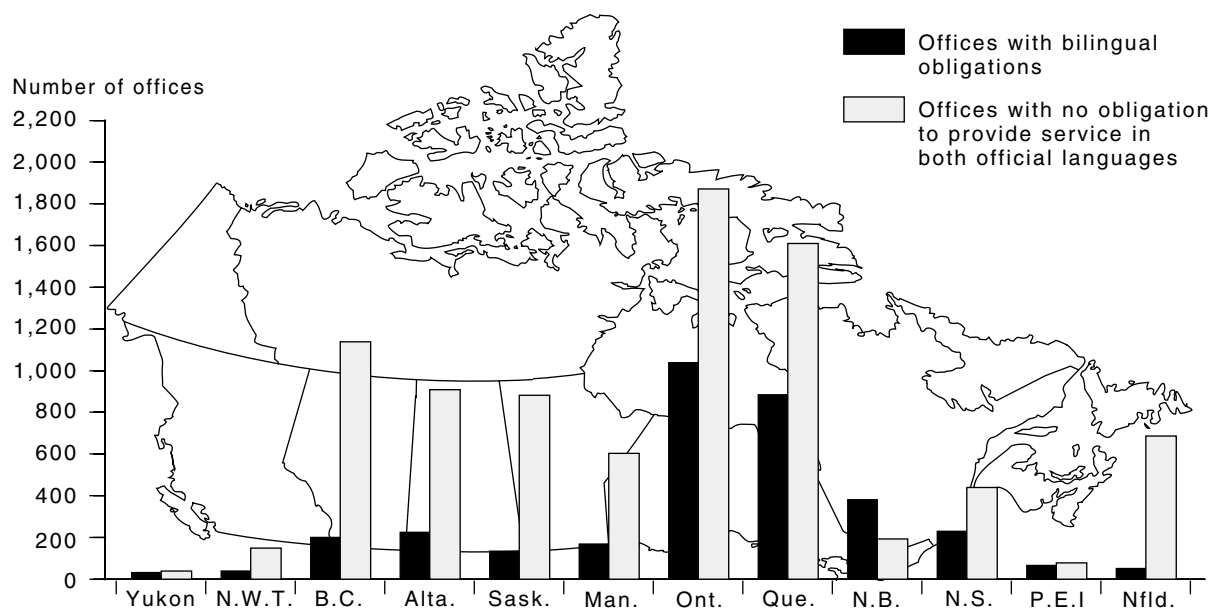




Figure 2 illustrates the distribution of offices and points of service in the provinces and territories as well as the number of these locations that are obliged to provide services in both official languages. As at March 31, 1999, 28.6 per cent of the 12,044 offices and points of service in Canada were obliged to offer bilingual services to the public.

**Figure 2**

**Breakdown of federal offices and service points in Canada**





## Progress

The progress recorded to date in service to the public, especially in the designated offices offering telephone service, is also reflected in the improvement in the institutions' ability to offer their services to the public in both official languages.

We can take encouragement from the results of the regional assessments conducted in Quebec and Ontario during 1998–99 along with those of the second consecutive study by Canadian Facts. This national study on the availability of services in both official languages by telephone included the Canada Post Corporation.

TBS wanted to make sure, as part of its responsibility under Part VIII of the *Act*, that service in English was available to the Anglophone population of Quebec and service in French was available to Francophones elsewhere in the country.

Close to 26 per cent (25.7 per cent) of bilingual positions involving service to the public require a superior command of the other official language (Table 7). In fact, virtually all bilingual positions involving service to the public (97.2 per cent) require superior or intermediate second language proficiency.

When it comes to Crown corporations and other privatized agencies subject to the *Act*, ability is not necessarily quantified by numbers of bilingual positions. As a rule, these agencies have not adopted systems based on positions. This is why TBS measures ability in these cases by the number of bilingual individuals present in a particular service point.

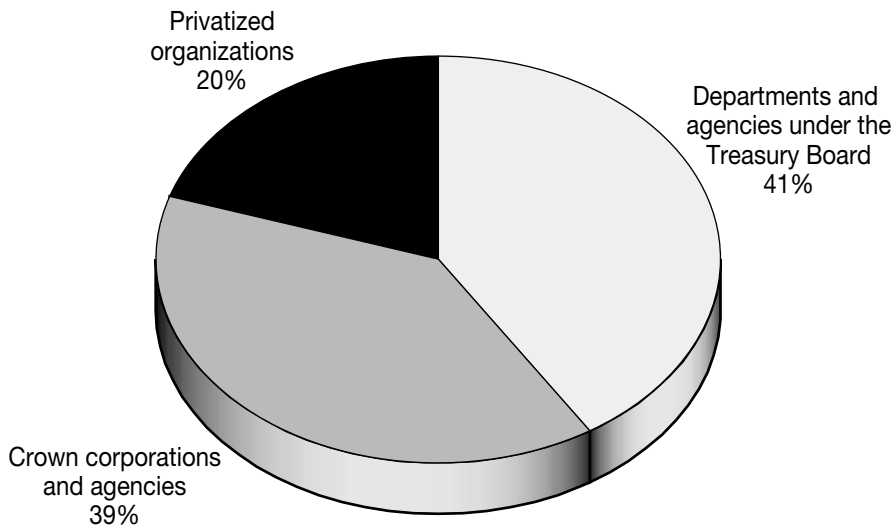
Figure 3 shows all the institutions subject to the *Act* in respect of which Treasury Board is responsible for ensuring that their various official languages obligations are fulfilled.





**Figure 3**

**Institutions subject to the Act**



**Second study on the availability of telephone services in English and French in designated offices**

For the second consecutive year, TBS sponsored a telephone survey of all federal offices obliged to serve the public in both official languages. The survey attempted to determine the availability of services in English and French in telephone communications with the public.

The results of the first survey, conducted the previous year, indicated that services were generally available in the language of the official language minority community. The 1999 results show a slight improvement.

To conduct this study, TBS retained the services of the same firm as the previous year. It was done in March 1999, the same time as the previous fiscal year, using the identical methodology, the same scenarios, and the same criteria.

The survey covered all ten provinces, both territories, and the NCR. TBS identified 2,364 bilingual offices of institutions listed in Burolis as at December 31, 1998. In 1999, TBS added Canada Post Corporation, where the telephone survey was conducted with offices obliged to deliver their services in both official languages.



Telephone calls ultimately produced service in the client's language in 93 per cent of cases compared to 89 per cent the preceding year. All the provinces and the NCR showed improvement. In New Brunswick and the NCR, services were provided in 100 per cent of cases.

The active offer of service in both official languages by the employee first answering the telephone again represents the weakest aspect of the service, even though there has been a slight improvement from 68.8 per cent to 69.4 per cent.

Other service aspects such as the quality of the language used by employees (good or very good in 88 per cent of cases) and courtesy (98 per cent were felt to be polite or very polite) were also favourably evaluated.

Institutions with offices that have shortcomings must include an activity status section in their annual reports to TBS. The senior executives have to promise to implement the measures needed to rectify the situation in their offices within a reasonable time and to renew their commitment to provide service to the Canadian public in both official languages.

## Regional assessments

TBS officials made over 400 regional visits to nine provinces and both territories between September 1996 and December 1998. Of these 400 assessments, at least 105 were conducted during the year covered by the report (35 in Toronto and 70 in Quebec at Montreal, Quebec City, Trois-Rivières, and Shawinigan).

Regional managers stated how they handled service to the public (at a counter, by telephone, and at reception). This includes the availability of publications in English and French and posters in the public areas of the offices visited. Where there were discrepancies, the TBS auditors provided the usual advice on how to provide service to the public in compliance with the *Act*.

Overall, the reports mentioned some shortcomings, for example, a deficient and misconstrued understanding of the concept of the active offer of services and services of comparable quality in both official languages, unequal service levels from one office or institution to another, lack of accountability by front-line managers, and the lack of integration of official languages into ongoing activities.

A further series of assessments will be conducted, keeping in mind, among other things, the results of this latest survey on the availability of services to the public in English and French.







## Service innovations

In December 1998, the Treasury Board ministers authorized the development of the Service Canada Initiative to provide citizens with access to effective, integrated federal services in single window form. This initiative is attempting to establish a horizontal management structure so that services are better geared to citizens' needs rather than the needs of government. The Task Force on Government Transformations and Official Languages recommended that the government use pilot projects to explore the possibility of establishing partnerships with official language minority communities for the delivery of some services.

Various federal departments and agencies and TBS in particular are now exploring different ways of better reaching Canadians as citizens and service recipients, especially with the single window and partnerships. Partnerships with official language minority communities might enhance service quality while contributing to their development.

Manitoba offers a particularly fertile environment for innovations in service to official language minority communities. The report on French-language services in the Manitoba government prepared by Judge Richard Chartier, *Above All, Common Sense*, was released in May 1998. This report advances the idea of community service centres that would be used in Manitoba as single windows for ensuring service delivery in French province-wide. The Service Canada Initiative will include an experiment in consolidating Manitoba's services to Francophones in two different centres, one in a rural and the other in an urban setting.

Over the coming years, Canada's Public Service will continue to modernize its service delivery mechanisms to better meet the needs of Canadians and make government services more accessible.

Considerable progress has been made, but much remains to be done. It will be advisable to continue efforts to project a unified image that translates into a shared infrastructure and, for government, service resources geared to citizens' needs. The official language minority communities have been invited to devise and explore innovative formulas for access to federal government services in the language of their choosing.





## Official Languages Awards of Distinction—Service to the Public

### Revenue Canada: Beverley Leloche-Skanes

Ms. Beverley Leloche-Skanes, official languages co-ordinator for the Revenue Canada Taxation Centre in St. John's, Newfoundland, understands perfectly well what is meant by offering service to the public in both official languages.

To provide the best possible service to the Francophones of Newfoundland and Labrador, Ms. Leloche-Skanes embarked on initiatives to establish the best possible relations with the community. She made sure that these initiatives were solidly supported by Revenue Canada's leadership.

Since September 1998, bilingual employees have been working as volunteers in the offices of the *Association francophone de St. John's*.

This initiative stems from Ms. Leloche-Skanes's efforts to find ways of making weekly French retention courses more interesting and stimulating for bilingual employees, who, in St. John's, have little occasion to work in a unilingual French environment. Her dedication has done much to increase the ability of her department and thus of the federal Public Service to offer services to the minority language communities of Newfoundland and Labrador.





## Human Resources Development Canada

Ms. Gisèle Law, leading her team at the St. Boniface Human Resources Centre, is also the Manitoba region's official languages co-ordinator for Human Resources Development Canada.

Winnipeg has four human resources centres. Thanks to its excellent bilingual capacity, the one in St. Boniface is alone in offering the full range of services generally provided by human resources centres in both official languages.

As one of 14 establishments participating in the 'On to the Future' project, the St. Boniface centre is responsible for program and service delivery and co-ordination for all of Manitoba's Francophones. On occasion, it lends a hand to isolated offices located in rural areas of the province.

The St. Boniface Human Resources Centre offers daily proof of its commitment to the Francophone community. It distinguished itself during the 1997 flood, when victims in need of its services included many employers, workers, elderly, and farming people from Manitoba's Francophone municipalities who, of course, needed services in French.

On April 27, 1997, the St. Boniface team opened a temporary office at the St. Vital Evacuation Centre. For the 23 days of the crisis, a bilingual staff member was there to respond on the spot to victims' questions about the range of services normally offered by Human Resources Development Canada.

Ms. Law made sure that the emergency office staff was bilingual. Staff members also offered language support to other agencies in the field, including provincial and municipal organizations. As well, a number of requests from the Francophone media were handled on the spot by managers from Human Resources Development Canada.



The St. Boniface Centre also negotiated a contract with Manitoba's Bilingual Municipalities Economic Development Board that made it possible to hire 136 bilingual young people to clean up flood damage. As well, a \$2.5-million contract was obtained for helping affected businesses get re-established. Co-ordination and services were available in both official languages.





## **Department of Canadian Heritage / Parks Canada: Banff National Park personnel**

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Banff National Park is typified by the impressive, unspoiled beauty of its mountains. It is a living symbol of Canada that has fully integrated the official languages to provide services in English and French to the public, visitors from across Canada, and people coming to tap an inexhaustible well of inspiration.

The staff of Banff National Park, who report to the Department of Canadian Heritage / Parks Canada in Alberta, received an Official Languages Award of Distinction from TBS for exceptional service provided to the public in both official languages.

As soon as visitors reach the park, they can exercise their right to be served in the official language of their choice simply by getting into the line for bilingual services as indicated by the English-French pictogram. These signs can be seen everywhere in both official languages. Approaching the booth from the east, visitors are greeted by a spirited and booming “Good morning – Bonjour” accompanied by a big smile.

And this “Good Morning – Bonjour” is repeated to many visitors: 4.7 million a year. Just beside the booth stands an immense panel announcing the frequency of the park’s radio station, 101.1 FM in English and 103.3 FM in French. A host of useful information is also provided to visitors in both official languages.

When visitors travel elsewhere in Banff National Park, they notice that the same quality services are offered in both official languages. Whether in the Banff Visitors Centre, the Cave and Basin National Historic Site, the Banff Park Museum, Banff Hot Springs, or the Lake Louise Visitors Centre, travellers will notice the English-French pictogram telling them that they can be served in the official language of their choice.

Every year, all bilingual staff members take part in a week-long immersion workshop that helps them retain and enhance their knowledge of French and also rewards them for their dedication and pride in Canada’s official languages.





## Language of work

The *Act* defines the language of work obligations that fall to institutions in designated regions:

- employees must be provided with services, especially personnel 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 official languages.

### **New policy on language requirements for executives: initial year of implementation**

During the preceding fiscal year, Treasury Board approved a new policy on language requirements for members of the Executive Group. The leadership shown by executives, their commitment, and the example they provide of effective use of official languages are of prime importance.

This policy requires that as of May 1, 1998, all positions at the assistant deputy minister level have CBC linguistic profiles, wherever they may be located. Most other executive positions in the NCR and designated bilingual regions will have CBC profiles as well, except that the CBC classification of these positions must be based on a series of criteria. Institutions for which Treasury Board is not the employer are obliged to comply with the broad lines of this policy, adjusting it to suit their circumstances.

Staffing of positions at the assistant deputy minister level must be on an imperative basis when the competition is limited to applicants within the Public Service, whereas institutions declaring a competition will be able to choose between imperative and non-imperative staffing if applicants from outside the Public Service are eligible to compete.

For other Executive Group positions, staffing continues to be conducted in compliance with the criteria for imperative and non-imperative staffing set out in the Treasury Board policy on the staffing of bilingual positions, which provides some latitude in the choice of staffing approach.





The policy on language requirements for executives also sets out the circumstances in which incumbents who have to achieve the CBC level will enjoy a grace period up to March 31, 2001, in their own positions. After this deadline, these incumbents as well will have to reach this level between April 1, 2001, and March 31, 2003, by taking the necessary language training. Departments and agencies are therefore encouraged to ensure that the largest possible number of these incumbents are trained by March 31, 2001, to avoid finding themselves thereafter with substantial numbers of executives obliged to obtain language training. It goes without saying that, during this period, incumbents who leave their current positions before meeting the language requirements and accept appointments to other bilingual executive positions will have to comply with the language requirements of the new positions.

Institutions must develop action plans to ensure that their executives meet the policy requirements. Now that the policy has been in effect for well over a year, TBS will look into these institutions' correct use of the criteria requiring that Executive Group positions be assigned CBC profiles. The Secretariat will also check on the progress achieved in terms of incumbents acquiring the desired level of language proficiency. The results of these assessments will be reviewed in a future annual report.

### **Language requirements for supervisors**

In the Public Service there has been a decrease—from 86.5 per cent to 82.8 per cent (Table 10)—in the proportion of supervisory incumbents, including the Executive Group positions, who meet the language requirements of their positions. On the other hand, progress was made with respect to required language proficiency levels. Thus, the percentage of bilingual supervisory positions requiring superior second language proficiency rose 9.8 per cent and represented 37.4 per cent of all bilingual supervisory positions as at March 31, 1999 (Table 11).

### **Survey on the use of official languages at the workplace in Northern Ontario federal institutions**

The main purposes of this survey were to determine if employees had been informed of their language of work rights, whether or not their work environment was conducive to the effective use of both official languages, and whether or not subject institutions in this region were fulfilling their obligations.





The data indicate that in general, 90 per cent of respondents are satisfied with their opportunities to work in the official language of their choice and feel that federal institutions are correctly meeting their obligations. There was a survey covering some 636 Anglophones and a census of 662 Francophones.

Over 70 per cent answered the questionnaire. TBS invited institutions with employees working in Northern Ontario to digest the results of this survey in the light of their mode of operation and implement the appropriate corrective measures.

A similar type of survey was conducted in New Brunswick subject institutions during the previous fiscal year.

### **Survey on the use of official languages at the Treasury Board of Canada Secretariat**

In the fall of 1998, 250 TBS employees received a questionnaire on the use of official languages in that agency. The survey revealed that when it came to language of work, there were challenges to be dealt with in terms of communication between supervisors and employees, especially in meetings. The results also indicate that improvements have to be made to the levels of language requirements for executive positions. Executive training should make it possible to improve this situation in the short and medium terms.





## Official Languages Awards of Distinction—Language of Work

### **Statistics Canada team: Mike Sheridan, Lisette Perreault, and Réjean Lachapelle**

In recent years, Statistics Canada has made substantial efforts in such areas as language of work, while helping implement section 41 of the *Act*. Statistics Canada's remarkable successes are largely due to the initiative and leadership of three managers supported by a dedicated committee and the entire staff of the Official Languages and Translation Division.

For four years, Mike Sheridan, Director General of the Labour and Household Surveys Branch, has chaired the Official Languages Committee, one of the management committees overseeing human resources programs and other administrative and operational programs at Statistics Canada. Mr. Sheridan and his committee focussed on the language of work issue, consulting employee groups directly and paying special attention to the sensitive points raised in employee surveys. Mr. Sheridan's excellent reputation as a manager enabled him to get various initiatives approved that have had significant effects on language of work and the visibility of the OLP in that agency.

Lisette Perreault heads the Official Languages and Translation Division. She and her team have lent significant support to the Official Languages Committee. Ms. Perreault has shown her superior managerial skills by organizing the middle and senior management community and in particular by providing a dynamic, motivational language training program that can handle personal and operational needs at the same time. This program has had remarkable results in terms of language of work.

Réjean Lachapelle heads the Demography Division. As a member of the Official Languages Committee, he accepted the challenge of co-ordinating the application of section 41 of the *Act*. Mr. Lachapelle made it possible to establish connections between statistical

analysis and the needs of official language minority communities. His innovative approach to language data culminated in a 1998 symposium held in Ottawa entitled Language Data on the Official Language Minorities. This event also made it possible to lay the foundations for an analytical research partnership to respond to the interests of the communities.



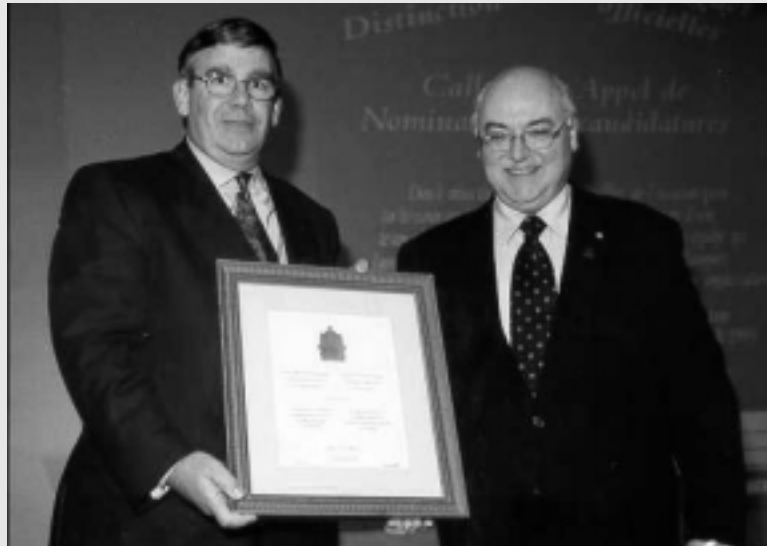




### **Export Development Corporation: John Hutchison**

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Mr. John Hutchison, the EDC's Vice President, Small and Medium-sized Businesses, actively favours a work environment that is conducive to the use of both official languages. He also acts as a mentor to the Emerging Exporter Team, which he formed in 1995. It should be noted that thanks to Mr. Hutchison's leadership, the entire team shows flexibility in terms of expression in both official languages, which enables members taking language courses to put what they are learning into practice.



## **Best Practice**

### **Canada Post**

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Canada Post has published a practical guide on how to create a work environment conducive to the use of English and French.

Since this brochure was put out, Canada Post has noted a higher level of awareness of language of work among its supervisors and employees.





## Equitable participation

The terms of the *Act* commit the federal government to ensuring that English- and French-speaking Canadians have equal employment and advancement opportunities in subject institutions 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.

As Table 12 shows, 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.

In the RCMP and institutions and agencies for which Treasury Board is not the employer, participation rates for Anglophones and Francophones were 70.2 per cent and 24.5 per cent respectively, 5.3 per cent being 'unknown' (Tables 14 and 15).

Among all subject organizations, Anglophone and Francophone participation rates were relatively stable at 70 per cent and 27.1 per cent respectively, 2.9 per cent being 'unknown'. These rates generally continue to reflect the presence in Canada of the two official language communities (Table 16).





## Official Languages Awards of Distinction—Equitable Participation

### **National Defence: Brigadier-General K.C. Hague, Commanding Officer, Royal Military College of Canada**

The function of the military college commanded by Brigadier-General Ken Hague is to train Officer Cadets and officers and prepare them for productive careers in the Canadian Forces. Its objective is to maintain an Officer Cadet ratio of about 70 per cent Anglophones to 30 per cent Francophones.

Since 1995, some 900 Officer Cadets—650 Anglophones and 250 Francophones—representative of Canada's two linguistic communities, have formed the student body. All courses leading to an initial university degree are offered in both official languages, with the choice up to the students.

Brigadier-General Hague has taken a number of initiatives to promote institutional bilingualism in the college. These include the creation of two internal official languages committees, one for staff and the other for Officer Cadets, as well as the implementation of a plan to ensure an environment conducive to the use of both official languages.

This plan includes the establishment of a system of English and French periods. The college has created periods in which, outside the classroom, students and staff members have to communicate in the language of the fortnight, in French from the 1<sup>st</sup> to the 15<sup>th</sup> of every month and in English for the rest of that month. This helps all the Officer Cadets maintain their bilingualism once they have completed their studies.

The college also provides staff and students with the resources they need for working or studying in the official language of their choice. Central and personnel services, finance, health care, and security are available in both official languages. Staff meetings are bilingual and participants are encouraged to communicate in the official language of their choice.



Thanks to these proactive measures, the class of 1997, made up of 346 bilingual young officers—231 Anglophones and 115 Francophones—is today serving the country in both official languages and representing Canada's bilingualism in missions abroad. Brigadier-General Hague's leadership has inspired the Royal Military College of Canada to work actively to become a genuinely bilingual national institution that is representative of the Canadian population it serves.





## Best Practices

### **The Canadian Security Intelligence Service: an institution that stands out for official languages use**

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The Canadian Security Intelligence Service (CSIS) has made large strides over the past two years. It has become a kind of model by its determination to create an environment conducive to the use of both official languages.

In terms of service to the public, it should be pointed out that the Service is the sole federal institution to obtain the top mark in this category twice in a twelve-month period in an independent survey conducted for TBS by the firm Canadian Facts.

As for language of work, the Service, with the support of its executives, built a succession framework that should lead to lasting language development. Senior CSIS officials are solidly committed to language training and the yearly rotation of their middle managers.

These two initiatives deserve to be underscored. The purpose of the first is to use the regular evaluation process to identify people with the abilities and drive to become managers and encourage them to take language training to reach the CBC level, the new standard for all executives. The second comes as a kind of complement to the first. Those who are recognized through *La Relève* receive assistance in acquiring the required professional expertise to become managers through postings to regions and communities that can help them hone their skills in their second official language.

These CSIS initiatives are aimed not only at improving life in the workplace, but also at leaving future generations a linguistically healthy institution able to provide competent service to all Canadians.

### **Exchange with the Port of Sept-Îles**

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For six years, the Vancouver Port Authority has had a special exchange program for English- and French-speaking Canadians with the Port Authority of Sept-Îles, Quebec. Every year, four students, two from Quebec and two from British Columbia, work in the two port authorities over the summer. The program has been warmly welcomed and has attracted attention from the English and French media. In 1998, it was expanded: in addition to the usual exchange of students for a work experience in each port authority, an entire class of students aged 16 and 17 came from Sept-Îles to visit Vancouver. The visitors stayed with students from local schools. The Authority plans to repeat this experiment in fiscal 1999–2000.





## CONCLUSION

During fiscal 1998–99, the institutions subject to the *Act* saw a period of transition marked by a number of challenges for departments and agencies with respect to official languages. TBS, which shapes official languages policy, continued to play its leadership role by developing and giving effect to various measures to ensure the success of the OLP.

The major changes made to the machinery of government over the present decade have raised many questions about respect for language rights in Canada. In the last five years, Canadians have supported the drive for deficit reduction and fiscal consolidation.

However, cutting the size of government has had no direct negative impact on services in the government's two official languages.

The proportion of bilingual positions has risen slightly to 32.7 per cent (Table 1), while the Public Service workforce has declined by about 0.5 per cent. Despite budget cuts, the government has maintained a proportion of 82.8 per cent of bilingual supervisors who meet the language requirements of their positions (Table 10).

The audits of the availability of services to the public in English and French across the country hold out encouragement. They confirm that our offices required to provide service in both official languages are generally fulfilling their obligations well.

The President of the Treasury Board formed a Task Force to analyse the effects of government transformations on official languages. The Task Force made its report public in January 1999. The President of the Treasury Board received its recommendations favourably. An interdepartmental committee is now acting on these recommendations.

Improved performance in both official languages by executives, especially in terms of oral fluency, can be expected in the second year of a more stringent policy on language requirements.

On the whole, the current Anglophone and Francophone rates of participation in the Public Service are equitable.

During the third year of application of the Memorandum of Understanding with the Minister of Canadian Heritage, TBS will continue to give effect to the government's commitment with respect to section 41 of the *Act*, Part VII.





We must continue to ensure that language requirements are fully integrated into the Canadian government's computer systems and activities. We will also have to ensure that employees in subject institutions are able to work in the official language of their choice.

The thirtieth anniversary of the first *Act* (1969 to 1999) and the tenth anniversary of the current *Act* (1988 to 1998), brilliantly highlighted by the National Symposium on Canada's Official Languages, calls on us to reflect on our linguistic duality.

Fiscal 1999–2000 is looking just as productive as its predecessor in terms of planned activities and initiatives. Auditing and monitoring will continue to be a priority.

Strengthening the official languages champions network in departments will undoubtedly help lend impetus to Program implementation. TBS has set itself a number of priorities that include demonstrating effective leadership and visible action by subject institutions.

We must continue to marshal an array of efforts with institutions to embed the value of service to the public in both official languages in their corporate cultures and, ultimately, in the general corporate culture of the federal administration.

The existence of institutional bilingualism and two official language minority communities in Canada will always remain at the very core of its identity. In this respect, the Canadian government's commitment is illustrative of the attitude that typifies relations between Anglophones and Francophones and makes Canada a source of inspiration as a country. The Canadian approach is preparing the country well for the challenges of globalization.

By applying the idea of institutional bilingualism and encouraging co-operation, the Canadian government is enabling Canadians to reap the benefits of globalization while remaining sensitive to the needs of their compatriots.

At the dawn of the new millennium, the Canadian linguistic experience draws on a humanism born of openness. Respect for linguistic identity serves the cause of democracy and strengthens the ties within our country. As the catalyst for this official languages vision, Canada embarks on the twenty-first century with confidence.





## 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
7. Service to the public: bilingual positions, second-language level requirements
8. Internal services: bilingual positions, linguistic status of incumbents
9. Internal services: bilingual positions, second-language level requirements
10. Supervision: bilingual positions, linguistic status of incumbents
11. Supervision: bilingual positions, second-language level requirements
12. Participation of Anglophones and Francophones by region
13. Participation of Anglophones and Francophones by occupational category.

#### **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 function

### **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 on 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 of Canada 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 category 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 federal 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 at March 31, 1999.

### 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 following 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, such as pay, or central services, such as 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 ‘Anglophone’ and ‘Francophone’ 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 (i.e. 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 represents employees whose region of work or occupational category was unknown.

## 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 *Official Languages Act* (i.e. federal institutions and all the other organizations that, 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

### *Official Languages Program costs in federal institutions by function*

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





**Table 1**

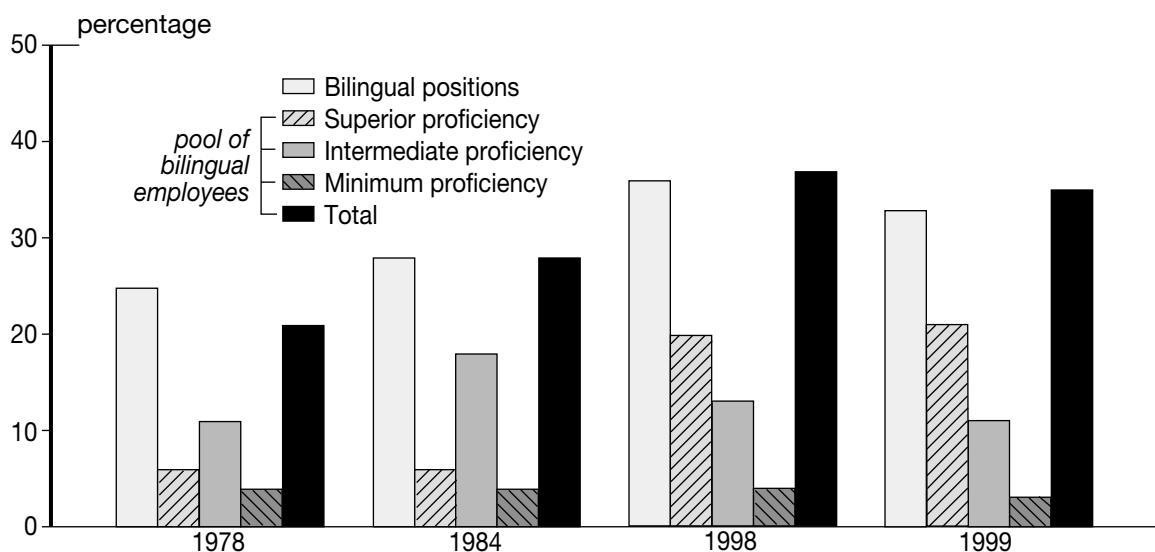
**Language requirements of positions in the Public Service**

<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% 18,533	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>1998</b>	32% 58,432	57% 104,539	6% 11,803	4% 7,965	1% 2,082	184,821
<b>1999</b>	33% 59,559	55% 100,059	6% 12,068	4% 7,446	2% 3,112	182,244

*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 at March 31, 1999**

<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>	5% 2,260	92% 38,492	3% 1,292	42,044
<b>Ontario</b> (excluding NCR)	10% 3,021	88% 26,386	2% 524	29,931
<b>National Capital Region</b>	60% 37,157	39% 24,453	1% 318	61,928
<b>Quebec</b> (excluding NCR)	52% 13,060	47% 12,028	1% 225	25,313
<b>New Brunswick</b>	41% 2,341	57% 3,264	2% 120	5,725
<b>Other Atlantic provinces</b>	10% 1,656	86% 13,491	4% 611	15,758
<b>Outside Canada</b> (linguistic capacity)	83% 967	17% 204		1,171
<b>Region not specified</b>	1% 2	95% 355	4% 17	374

*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>1998</b>	89% 52,172	6% 3,347	1% 654	4% 2,259	58,432
<b>1999</b>	85% 50,716	9% 5,241	1% 839	5% 2,763	59,559

*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>1998</b>	21% 12,285	74% 42,941	2% 1,338	3% 1,868	58,432
<b>1999</b>	22% 13,393	73% 43,187	2% 1,229	3% 1,750	59,559

*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>1998</b>	90% 34,914	5% 2,029	1% 464	4% 1,525	38,932
<b>1999</b>	84% 31,665	10% 3,661	1% 548	5% 1,758	37,632

*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	1% 489	39,439
<b>1998</b>	23% 8,783	74% 29,021	2% 718	1% 410	38,932
<b>1999</b>	26% 9,689	71% 26,879	2% 716	1% 348	37,632

*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>1998</b>	88% 16,928	7% 1,298	1% 187	4% 699	19,112
<b>1999</b>	86% 16,017	8% 1,519	1% 221	5% 928	18,685

*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>1998</b>	18% 3,463	72% 13,685	3% 587	7% 1,377	19,112
<b>1999</b>	19% 3,628	71% 13,229	3% 493	7% 1,335	18,685

*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>1998</b>	86% 11,425	7% 916	3% 389	4% 474	13,204
<b>1999</b>	83% 10,195	8% 1,056	4% 443	5% 624	12,318

*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>1998</b>	32% 4,192	67% 8,812	1% 148	0% 52	13,204
<b>1999</b>	37% 4,602	62% 7,567	1% 97	0% 52	12,318

*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>1998</b>		<b>1999</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%	70%	30%
Total	211,885		210,667		184,821		182,244	
<b>Western provinces and northern Canada</b>	99%	1%	98%	2%	98%	2%	98%	2%
Total	49,395		49,228		43,137		42,044	
<b>Ontario</b> (excluding NCR)	97%	3%	95%	5%	95%	5%	94%	6%
Total	34,524		33,810		29,540		29,931	
<b>National Capital Region</b>	68%	32%	62%	38%	61%	39%	59%	41%
Total	70,340		69,127		61,015		61,928	
<b>Quebec</b> (excluding NCR)	8%	92%	6%	94%	5%	95%	6%	94%
Total	29,922		29,446		26,343		25,313	
<b>New Brunswick</b>	84%	16%	70%	30%	63%	37%	62%	38%
Total	6,763		7,189		5,563		5,725	
<b>Other Atlantic provinces</b>	98%	2%	97%	3%	96%	4%	95%	5%
Total	19,212		20,439		17,004		15,758	
<b>Outside Canada</b>	76%	24%	73%	27%	72%	28%	71%	29%
Total	1,729		1,428		1,231		1,171	
<b>Incomplete records</b>					83%	17%	97%	3%
Total					988		374	

*PCIS and OLIS data*





**Table 13**

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

	1978	1990	1998	1999
<b>Canada</b>				
Anglophones	75%	72%	71%	70%
Francophones	25%	28%	29%	30%
Total	211,885	210,667	184,821	182,244
<b>Management</b>				
Anglophones	82%	78%	74%	73%
Francophones	18%	22%	26%	27%
Total	1,119	4,131	2,761	3,131
<b>Scientific and Professional</b>				
Anglophones	81%	77%	76%	75%
Francophones	19%	23%	24%	25%
Total	22,633	22,766	22,055	22,702
<b>Administrative and Foreign Service</b>				
Anglophones	74%	70%	69%	68%
Francophones	26%	30%	31%	32%
Total	47,710	57,925	68,721	71,467
<b>Technical</b>				
Anglophones	82%	79%	76%	75%
Francophones	18%	21%	24%	25%
Total	25,595	25,951	16,330	15,725
<b>Administrative Support</b>				
Anglophones	70%	66%	66%	64%
Francophones	30%	34%	34%	36%
Total	65,931	63,612	49,967	46,968
<b>Operational</b>				
Anglophones	76%	75%	76%	76%
Francophones	24%	25%	24%	24%
Total	48,897	36,282	24,835	22,251
<b>Incomplete records</b>				
Anglophones			71%	0%
Francophones			29%	0%
Total			152	0

*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	1997	1998
<b>Canada</b>				
Anglophones	72%	72%	70%	70%
Francophones	26%	26%	25%	25%
Unknown	2%	2%	5%	5%
<b>Total</b>	<b>270,329</b>	<b>232,337</b>	<b>221,027</b>	<b>221,729</b>
<b>Western provinces and northern Canada</b>				
Anglophones	91%	91%	89%	89%
Francophones	6%	6%	6%	6%
Unknown	3%	3%	5%	5%
<b>Total</b>	<b>76,526</b>	<b>67,934</b>	<b>66,381</b>	<b>67,046</b>
<b>Ontario (excluding NCR)</b>				
Anglophones	90%	90%	85%	85%
Francophones	8%	8%	8%	8%
Unknown	2%	2%	7%	7%
<b>Total</b>	<b>63,786</b>	<b>56,611</b>	<b>55,450</b>	<b>56,512</b>
<b>National Capital Region</b>				
Anglophones	66%	63%	64%	65%
Francophones	34%	37%	35%	34%
Unknown	0%	0%	1%	1%
<b>Total</b>	<b>30,984</b>	<b>27,489</b>	<b>23,326</b>	<b>24,773</b>
<b>Quebec (excluding NCR)</b>				
Anglophones	15%	18%	13%	13%
Francophones	83%	80%	79%	79%
Unknown	2%	2%	8%	8%
<b>Total</b>	<b>50,255</b>	<b>45,641</b>	<b>41,311</b>	<b>42,726</b>
<b>New Brunswick</b>				
Anglophones	75%	74%	72%	73%
Francophones	23%	24%	25%	25%
Unknown	2%	2%	3%	2%
<b>Total</b>	<b>10,857</b>	<b>8,320</b>	<b>7,871</b>	<b>7,917</b>
<b>Other Atlantic provinces</b>				
Anglophones	91%	90%	89%	90%
Francophones	9%	10%	10%	9%
Unknown	0%	0%	1%	1%
<b>Total</b>	<b>29,629</b>	<b>24,627</b>	<b>22,048</b>	<b>20,442</b>
<b>Outside Canada</b>				
Anglophones	72%	77%	77%	80%
Francophones	28%	23%	23%	20%
Unknown	0%	0%	0%	0%
<b>Total</b>	<b>8,292</b>	<b>1,715</b>	<b>4,640</b>	<b>2,313</b>

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	1997	1998
<b>Canada</b>				
Anglophones	72%	72%	70%	70%
Francophones	26%	26%	25%	25%
Unknown	2%	2%	5%	5%
Total	270,329*	232,337	221,027	221,729
<b>Management</b>				
Anglophones	72%	72%	69%	70%
Francophones	26%	27%	26%	26%
Unknown	2%	1%	5%	4%
Total	7,209	16,270	6,300	6,490
<b>Professionals</b>				
Anglophones	73%	72%	71%	71%
Francophones	27%	28%	27%	27%
Unknown	0%	0%	2%	2%
Total	11,602	11,444	14,159	15,150
<b>Specialists and Technicians</b>				
Anglophones	70%	72%	72%	72%
Francophones	29%	27%	24%	24%
Unknown	1%	1%	4%	4%
Total	17,645	15,164	21,061	21,099
<b>Administrative Support</b>				
Anglophones	68%	74%	69%	68%
Francophones	30%	26%	27%	28%
Unknown	2%	0%	4%	4%
Total	23,841	67,821	25,054	24,289
<b>Operational</b>				
Anglophones	72%	72%	69%	69%
Francophones	23%	22%	21%	21%
Unknown	5%	6%	10%	10%
Total	92,492	50,775	92,976	95,043
<b>Generals</b>				
Anglophones		76%	76%	78%
Francophones		24%	24%	22%
Unknown		0%	0%	0%
Total		96	74	68
<b>Officers</b>				
Anglophones		76%	75%	76%
Francophones		24%	25%	24%
Unknown		0%	0%	0%
Total		16,051	13,104	12,973
<b>Other Ranks</b>				
Anglophones		71%	71%	71%
Francophones		29%	29%	29%
Unknown		0%	0%	0%
Total		54,716	48,299	46,617

OLIS II data

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





**Table 16**

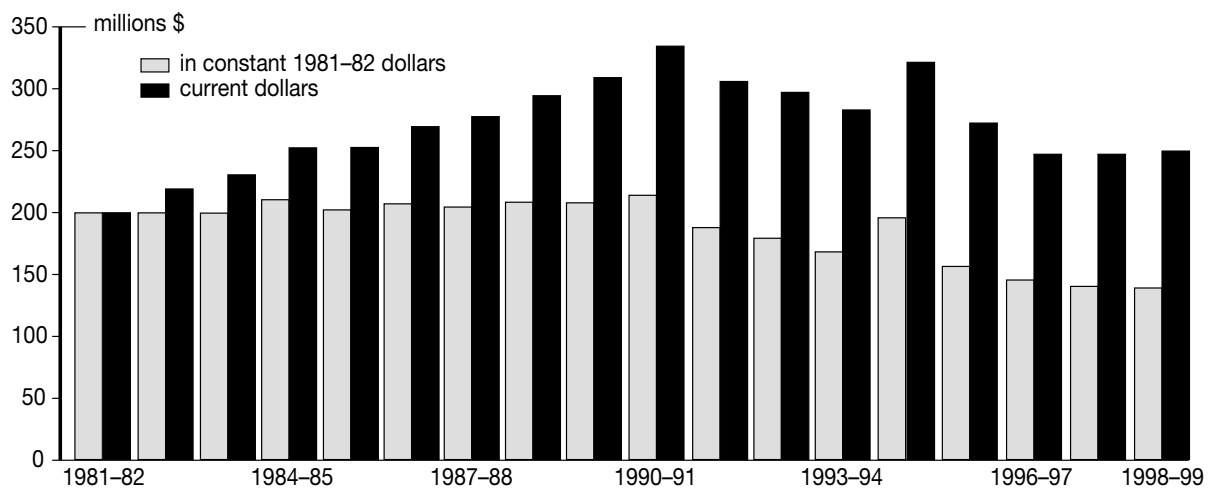
**Participation of Anglophones and Francophones employed in all organizations subject to the *Official Languages Act***

	1991	1995	1998	1999
Anglophones	72%	72%	70%	70%
Francophones	27%	27%	27%	27%
Unknown	1%	1%	3%	3%
<b>Total</b>	<b>483,739</b>	<b>439,067</b>	<b>405,848</b>	<b>403,973</b>

PCIS and OLIS data

**Table 17**

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



**Table 18****Cost of Official Languages Program within federal institutions by function**

<b>Function</b>	<b>1998-99 – Estimated expenditures<sup>1</sup></b>
	(millions \$)
<b>Translation</b>	
Translation Bureau <sup>2</sup>	41.2
Other institutions	107.2
Total	148.4
<b>Language training</b>	
Public Service Commission of Canada <sup>3</sup>	16.4
Other institutions <sup>4</sup>	33.3
Total	49.7
<b>Bilingualism bonus</b>	48.1
<b>Co-ordination and general direction<sup>5</sup></b>	3.0
<b>Grand Total</b>	<b>249.2</b>

**Notes**

<sup>1</sup> The estimated expenditures for 1998-99 consist of federal institutions' projected expenditures for translation and language training, and actual expenditures for translation and language training reported by the Translation Bureau and the Public Service Commission of Canada. The other reported expenditures (i.e. bilingualism bonus, co-ordination and general direction) are actual expenditures.

<sup>2</sup> The costs reported for the Translation Bureau include expenditures for official languages interpretation provided to departments, agencies, parliamentary institutions and the Armed Forces, but do not include multilingual translation and interpretation or sign language interpretation. The Bureau's official languages related receipts and recoveries have been deducted from the figures since those expenses are reported by the institutions.

<sup>3</sup> Includes the Public Service Commission of Canada's costs for the application of the Public Service Official Languages Exclusion Approval Order with respect to the Public Service Employment Act, the administration of second language evaluation tests, and all other operating expenses related to occupational training.

<sup>4</sup> Includes language training provided by institutions subject to the Official Languages Act and language training purchases from the Public Service Commission of Canada and private and parapublic suppliers. Also includes travel expenses related to language training and the reimbursement of tuition fees.

<sup>5</sup> Includes the operating expenses of the Treasury Board of Canada Secretariat's Official Languages Division and official languages audits. Does not include general administrative expenses for institutions subject to the Act.

