



President
of the Treasury Board

Président
du Conseil du Trésor

Official
Languages
in Federal
Institutions

Annual Report
1988-89

Canada

Official
Languages
in Federal
Institutions

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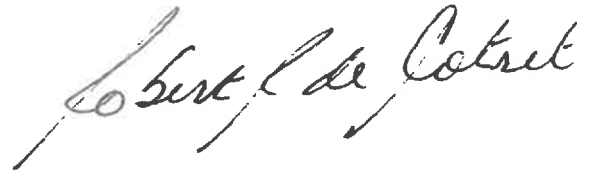
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Speaker of
the Senate

Dear Mr. Speaker:

Pursuant to Section 48 of the *Official Languages Act*, I hereby submit to Parliament, through your good offices, the first Annual Report of the President of the Treasury Board covering the fiscal year 1988-89.

Yours sincerely,

A handwritten signature in cursive script, reading "Robert R. de Cotret". The signature is written in dark ink and is positioned to the right of the typed name.

Robert R. de Cotret
President of the Treasury Board

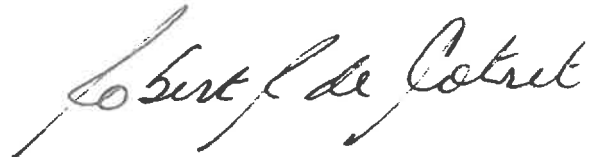
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Annual Report 1988-89

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President's Foreword

In 1985, the Prime Minister conferred on the Minister of Justice, the Secretary of State and myself the task of launching a renewal of official languages policies and programs, as part of the government's commitment to national reconciliation. The *Official Languages Act*, which came into force on September 15, 1988, embodies the government's objectives in this area. As set out in the new Act, the President of the Treasury Board is required to submit an annual report to Parliament on the status of official languages programs in federal institutions. It gives me great pleasure to be the first President to carry out this important task.

This report covers the period from April 1, 1988 to March 31, 1989. It focuses on the Treasury Board's responsibilities under the Act for the overall direction and co-ordination of the programs in federal institutions dealing with three interrelated components: service to the public, language of work, and participation of English-speaking and French-speaking Canadians. Federal institutions, for their part, have primary responsibility for carrying out the obligations in the Act under these three headings.

The success of the renewal depends to a large extent on a fair implementation of this legislation, which provides for the equitable treatment of all Canadians, in the traditions that have been established by successive federal governments. The main characteristics of this approach, as well as an overview of the 1988 Act, are outlined in Part I of this report.

Part II reviews the situation in federal institutions with respect to the three components of the program, as well as its management. The overall picture which has emerged in the twenty years since the passage of the 1969 *Official Languages Act* is a positive one. While some advances in program implementation are still required, there have been significant accomplishments, particularly in providing the public with services in the official language of its choice.

Part III presents the initiatives and activities that the Treasury Board itself has undertaken in 1988-89 which have contributed to the advancement of the equality of status of English and French in federal institutions.

In a broader context, my colleague, the Secretary of State, has issued an annual report on the major co-ordinating role played by his Department in meeting the government's commitments to enhancing the vitality of the English and French linguistic minority communities in Canada and fostering the recognition and use of both English and French in Canadian society.

I believe that we have the essential ingredients necessary to give effect to the constitutional rights of Canadians regarding official languages, be they members of the public served by federal institutions or employees of these institutions. The new *Official Languages Act* is now in place. An atmosphere of renewal is growing in federal institutions as a whole, and a fair and equitable approach to language management has been developed. All this being said, we will still need to count on the generosity and tolerance of Canadians of both linguistic groups as they communicate and work with each other.



Part I

The Canadian Approach



History, which sometimes does things well, has bequeathed to Canada, among other riches, two vigorous official languages which are widely spoken throughout the world. Such a valuable resource for Canada, both nationally and internationally, ought to be developed and managed with wisdom and discernment. At the federal level, generations of Canadians, English-speaking as well as French-speaking, have patiently built a model of language management that is held in high regard by other multilingual countries.

The new *Official Languages Act*, which came into force on September 15, 1988, is the most recent in a series of legislative and parliamentary initiatives through which the federal government has sought, since Confederation, to give an increasingly equal status to English and French in Canada, particularly within federal institutions. From the *Constitution Act, 1867* to the 1982 *Canadian Charter of Rights and Freedoms*, and notably through the 1969 *Official Languages Act* and the 1973 Parliamentary Resolution on Official Languages in the Public Service of Canada, the language rights of Canadians and the corresponding obligations of federal institutions have been more specifically defined.

Over the years, especially during the past two decades, the federal government has adopted a consistent approach to the development and implementation of its language policies in federal institutions. An examination of the key components of this approach will serve to establish the context for the government's initiatives in this area, including the renewal of policies and programs centred on the 1988 *Official Languages Act*.

Principal Characteristics

Service to the public, language of work, and participation

Three components form the basis for the Canadian approach – *service to the public*, *language of work*, and *participation*. These complementary components have emerged as the three essential ingredients for the pursuit of the equality of status of English and French in federal institutions. They are based on three fundamental principles: within prescribed circumstances, the right of the public to communicate with federal institutions and to be served by these institutions in the official language of its choice, the right of employees of federal institutions to work in the official language of their choice, and equal opportunities for English- and French-speaking Canadians to obtain employment and advancement in federal institutions and their equitable participation in these institutions.

Institutional bilingualism

Another essential characteristic of the Canadian approach is what is called institutional bilingualism, as opposed to individual bilingualism. This means that it is not necessary for every employee in the federal Public Service to be bilingual. Official languages obligations rest on federal institutions themselves and each one of them can assume these responsibilities in a variety of ways. For example, an institution may set up teams of unilingual employees, some composed of English-speaking employees and others of French-speaking employees, or it



may hire a certain number of bilingual employees – which in many instances turns out to be the most efficient way of ensuring the availability of services in both languages. In fact, institutional bilingualism respects and allows for the unilingualism of individual Canadians. On the one hand, it guarantees the right of the public to be served in the official language of its choice and, on the other hand, it protects unilingual employees and those who prefer to work in only one language. This approach does not aim at making each employee in each office across Canada bilingual, nor does it lead in any way to “wall-to-wall” bilingualism.

Two official languages, only one institution

A third element of the Canadian approach is that English-speaking and French-speaking employees work together within the mandates which have been given to federal institutions. This implies a high degree of co-operation between employees of both groups. It also implies a fair and balanced organization of the tasks which each institution must carry out in both official languages, and the means used to carry these out. Moreover, since in a number of regions, members of each language group are given the opportunity to use the official language of their choice when they work together, it is also necessary for the institution to put in place some “linguistic bridges”. It should have, for example, a number of bilingual employees and some basic support mechanisms such as translation. Another solution would have been to set up two parallel unilingual administrations – one working and serving the public in English, the other working and serving the public in French. This approach has been rejected as a general model by successive federal governments.

Flexible implementation

The implementation of official languages policies takes into account the need to maintain access to the full range of federal jobs, including bilingual positions, for all Canadians including those who have not had the opportunity to learn the other official language. Thus, one of the first measures put in place was to make bilingual positions accessible to unilingual Canadians, whether public servants or members of the public seeking federal employment; this principle has been integrated into the Public Service staffing process. What is required, in many cases, is that candidates have the potential to learn the second language and are willing to take the necessary language training at government expense. The language training program, initially meant to be temporary, has been maintained to ensure equitable access to federal Public Service jobs for all Canadians. As well, administrative rules include various categories of “exemptions” for individuals which allow certain employees not to meet the language requirements of positions. Such exemptions temper the impact on individual public servants of new obligations which, over the years, have been imposed on federal institutions. It is important, however, to note that, in such cases, the institution concerned must find other ways to meet its language-related obligations. Internal reorganization of duties within the work unit is often used to meet these obligations.

Shared implementation

Finally, it should be emphasized that the implementation of Canadian language policies within the federal government is a shared responsibility. Departments, agencies and Crown corporations are, of course, individually responsible for respecting their obligations and for applying policies. In addition, the Department of the Secretary of State, the Department of Justice, the Public Service Commission, and the Treasury Board each have direct roles to play at various stages and levels in implementing official languages programs.



A special mention must be made of the Commissioner of Official Languages. Since the 1969 Act, as an officer of Parliament, the Commissioner acts as an ombudsman protecting the language rights of Canadians and reports to Parliament on the equality of status of both official languages. His reports are studied by a Standing Committee of both Houses of Parliament which has been taking an active role in the review of official languages programs. Both the Commissioner and the Committee make recommendations to the government on the basis of their findings.

The New Act and Federal Institutions

The new *Official Languages Act* embodies the basic characteristics of the Canadian approach just reviewed. It integrates and sets out the language rights and principles stated in the *Constitution Act, 1867*, along with those entrenched in the 1982 *Canadian Charter of Rights and Freedoms*. In addition, it gives the force of law to several longstanding policies in federal institutions and guides them, as well as the courts, in the implementation of the Act. Moreover, it specifies the role of the key players involved in the implementation of the Act and includes special provisions adapted to current realities, for example, with regard to information technology. It provides a rational and consistent framework which will facilitate the renewal of official languages policies and programs.

The various provisions which are more directly linked to the Treasury Board and the renewal within federal institutions are outlined below.* The provisions regarding responsibilities of federal institutions are organized in the Act on the basis of the three major principles which, as previously noted, are at the core of the Canadian approach: service to the public, language of work, and participation.

Concerning *service to the public*, the 1988 Act stipulates that the right of the public to communicate with federal institutions and to receive their services in either official language is to be exercised within the context of specific duties imposed on the offices of these institutions, including head or central offices, offices in the National Capital Region, and all other federal offices in Canada or elsewhere, where there is a significant demand for services in that language. The new Act also sets out the obligation of federal institutions to provide services in both official languages where the nature of the office makes it reasonable to do so.

The Act requires that federal institutions which must serve and communicate with the public in both official languages have to make these services known through such means as advertisements in the media and public telephone directories, the display of symbols, the distribution of brochures, electronic displays, other messages for the public and the provision of bilingual reception.

Moreover, the Act requires federal institutions to ensure that third parties acting on behalf of these institutions communicate with and provide services to the public in both official languages where the institution itself would be required to do so. As well, there is a particular obligation on federal institutions which regulate the activities of other organizations. In the case of activities relating to the health, safety or security of the public, such regulations must, wherever it is reasonable, provide that communications and services of these organizations are available to the public in both languages.

* A detailed description of the new *Official Languages Act* may be found in the 1988 Annual Report of the Commissioner of Official Languages.



With respect to *language of work*, the Act recognizes the right of employees of federal institutions to use either official language in certain circumstances. The Act requires federal institutions located in the National Capital Region and designated regions to see to it that their work environments are conducive to the effective use of both official languages so as to allow their employees to use one or the other. These regions are the same as those which were designated by the government in 1977: the "bilingual regions" of Montreal, other parts of Quebec (certain parts of the Eastern Townships, the Gaspé, and Western Quebec), Northern and Eastern Ontario, as well as New Brunswick.

In discussing service to the public and language of work, two additional comments are in order. On the one hand, the right of public servants to work in the official language of their choice is subordinate to the right of the public to be served in the language of its choice. On the other hand, it must be noted that the approach with respect to language of work, which is based on regions, differs from the approach to service to the public, which is essentially geared to offices. An office in Western Canada or in certain areas of Quebec, for example, which is required to provide services in both languages, must have the capacity to meet its obligations, which may entail the presence of a certain number of bilingual employees. Even so, one will not find in such an office the conditions which would, in a designated bilingual region, warrant the use of both English and French as languages of work.

Outside designated regions, federal institutions must ensure comparable treatment of the two languages between regions where English predominates and those where French predominates. For example, if work instruments such as administrative manuals are provided in both official languages to employees in bilingual positions in Quebec City, these must also be provided in both languages to employees in bilingual positions of the same institution in Winnipeg.

The Act also provides that federal institutions must ensure, when staffing a position, that the language requirements set for the position are objectively necessary to perform the functions of the job. In this way, the Act underscores the fact that no federal institution may set language requirements arbitrarily or unfairly in giving effect to the provisions on service to the public and language of work.

It should be noted that any person who has submitted a complaint to the Commissioner of Official Languages regarding the preceding rights or duties may subsequently seek a remedy from the Federal Court. Moreover, the rights and obligations of the new *Official Languages Act* regarding service to the public and language of work take precedence, in case of a conflict, over the provisions of any other federal law (with the exception of the *Canadian Human Rights Act*).

In the area of *equitable participation*, the Act confirms the federal government's commitment to ensuring equal employment and advancement opportunities in federal institutions to members of both official language communities, whatever their mother tongue and ethnic origin; the government must also ensure that the composition of the workforce tends to reflect the presence of both communities, while taking into account the nature of each institution, in particular its mandate, the public it serves, and the location of its offices – all this, of course, while strictly respecting the merit principle.

Another feature of the Act is to empower the Governor in Council to define certain concepts by regulation. Regulations are needed to ensure the fair, reasonable, and coherent application of the Act. This is the case in the area of service to the public with regard to the definitions of the concepts of *significant demand* and *nature of the office*, which are vital to the implementation of the corresponding provisions of the Act. This is also the case for services offered to travellers by certain concessionaires.

The Act itself sets out several types of criteria for determining whether there is significant demand for services at an office. For example, the Governor in Council may take into account the volume of communications in each language, the size of the official language minority served by an office, and the particular characteristics of that minority. Within the framework of these criteria, regulations must also take into account the great diversity of federal institutions and their service networks. For instance, these institutions may have a number of offices in large cities, isolated offices in rural areas and small towns, offices with a substantial clientele speaking the minority language, offices where the clientele using the minority language is small but represents a large proportion of the local population, or conveyances and facilities for the travelling public.

With respect to nature of the office, regulations will be drafted within the framework of a number of criteria established by the Act, including the health, safety and security of the public, the location of the office, or its national or international mandate.

These regulations must provide uniform and fair legal definitions, capable of accommodating various circumstances. Of necessity, this set of regulations will be complex.

In this context, the Act has provided for a regulation-making process which gives all interested parties the opportunity of expressing their views before implementation. In the first stage, the Treasury Board drafts the proposed regulations. During this stage, representatives of the English- and French-speaking minorities must be consulted. The Act provides that, in a second step, the draft of the proposed regulations must be tabled in the House of Commons. The third stage consists of the publication of the proposed regulations in Part I of the *Canada Gazette*, so that the general public may in turn make its views known to the President of the Treasury Board. The last stage rests with Cabinet and consists of the adoption of the regulations and their publication in Part II of the *Canada Gazette*.

Responsibilities of the Treasury Board

The development of regulations is one of the roles conferred on the Treasury Board by the Act in specifying the Board's mandate and powers.

Under the Act, the Treasury Board is responsible for the general direction and co-ordination of policies and programs in all federal institutions (other than the Senate, the House of Commons, and the Library of Parliament), relating to the implementation of the three major program components, namely, service to the public, language of work, and the participation of English- and French-speaking Canadians. In carrying out its responsibilities, the Board may, in the context of this mandate:

- establish or recommend policies to the Governor in Council;
- recommend regulations to the Governor in Council;
- issue directives;
- monitor and audit federal institutions to ensure compliance with policies, directives, and Treasury Board or Governor-in-Council regulations, relating to the official languages of Canada;
- evaluate the effectiveness and efficiency of official languages policies and programs of federal institutions;
- provide information to the public and to personnel of federal institutions on policies and programs; and
- delegate any of its powers to the deputy heads or other administrative heads of other federal institutions.

Finally, the President of the Treasury Board must submit to Parliament an annual report in which is given an account of his or her mandate.



Part II
The Current
Situation in
Federal
Institutions



This chapter reviews the current situation with regard to official languages programs in federal institutions as it has evolved over the years. It has now been 20 years since the first *Official Languages Act* was passed in 1969. This period has seen some major developments. These have included improvements to the capacity of federal institutions to serve the public in both official languages, which was a prime objective of this legislation. More opportunities now exist for federal employees to work in the language of their choice and correspondingly, federal institutions are increasingly able to attract both English-speaking and French-speaking Canadians to jobs at all levels in their organizations. Overall, it can thus be said that progress has been made in implementing official languages programs and policies, and statistics on the Public Service tend to confirm this. A number of signposts have traditionally been used to measure progress – these are shown in the tables of the Appendix. It would, however, be useful to describe them here.

Table 1 shows that bilingual positions requiring a knowledge of both English and French represent 29 per cent of all positions, and that the proportion of these positions has remained fairly steady over the last five years. Moreover, as indicated in Table 2, the pool of bilingual public servants includes a third of all employees. This core of bilingual personnel thus serves as a valuable resource for departments and agencies which must organize themselves to meet their institutional official languages obligations. It also enhances the public's access to federal services in both official languages as there are now more bilingual employees than there are bilingual positions.

The proportion of positions that are bilingual varies on a regional basis from 55 per cent of all positions in the National Capital Region to 3 per cent in the Western provinces and Northern Canada (Table 3).

Currently some 84 per cent of employees in bilingual positions meet the language requirements of their positions (Table 4). The existence of a number of employees who do

not yet meet the requirements reflects, in part, the fact that unilingual candidates continue to have access to bilingual positions.

Finally, as illustrated by Table 5, there has been a marked decrease in the proportion of positions requiring only an elementary knowledge of the second language. The use of these minimum or "A" level profiles are acceptable only in a very limited number of cases, for example, in certain operational positions. Moreover, experience has shown that the language skills acquired by adults at this level are difficult to maintain.

Crown corporations, given their particular nature and mandates, have their own personnel and administrative systems and procedures. As a result, the common signposts used for departments have not been available. Progress has therefore been traditionally examined on a corporation-by-corporation basis. Overall, it may be said that the progress made has, in most cases, paralleled that of departments and agencies.

With this context established, each of the major program components can now be reviewed.

Service to the Public

The provision of communications with and services to the public in both official languages has, from the beginning of the federal official languages program, served as the cornerstone of official languages policies and programs.

A review of the current situation in the Public Service gives a clear indication of the steady progress being made by federal departments and agencies in this area. When examining this progress, some of the factors that may be used are based on the information for the Public Service provided by the Official Languages Information System or "OLIS" which is



maintained by the Treasury Board Secretariat. OLIS statistics do not indicate actual service delivery per se, nor do they give information on offices where there is a real requirement for these bilingual services. They can, however, provide a snapshot of the evolution of this program component relative to the capability to provide services. Thus in 1978, some 70 per cent of employees in bilingual positions serving the public (21,000) met the language requirements of their positions (Table 6). This proportion has steadily progressed to the point where 85 per cent of employees (over 33,000) now meet these requirements.

Moreover, as shown in Table 7, the second language proficiency level requirements of these positions have changed over the period described. In 1989, 93 per cent of these positions had "B" (intermediate) or "C" (superior) level requirements as compared to 74 per cent in 1978. While departments have been raising proficiency requirements, they have also been making efforts to serve the public "actively" by, for example, providing bilingual signs and notices, as well as initiating communications with a clear indication that it is the client who has the choice of language.

The generally commercial focus of Crown corporations has naturally resulted in their placing a high priority on the manner in which they serve their clientele, including serving the public in both official languages. Indeed, Crown corporations have been innovative in finding ways of letting their public know about the availability of their services in either official language. The use of designated wickets where the availability of bilingual services is clearly indicated is an example of the measures that have been taken by these federal institutions. They have also, for a number of years, made use of the signs designed by the Office of the Commissioner of Official Languages and more recently the symbol developed by the Treasury Board Secretariat.

Over the years, federal institutions have generally respected the well-established government policy that the two official languages be presented visually with equal prominence. Federal signage has reflected this fact, and the *Official Languages Act* has given the force of law to what was current practice.

Institutions are, moreover, determining the language preference of their clientele when putting services into place in the language of the client and establishing feedback mechanisms to determine the satisfaction of this clientele with their services. The onus is now on federal institutions to use such communications media as will reach members of their public in an effective and efficient manner. In addition, there is a specific requirement in Treasury Board policies to advertise new bilingual services in the minority media.

The 1969 *Official Languages Act* and Treasury Board policies required institutions to determine areas where significant demand for services in the minority official language existed and the concentration of a local minority population that would trigger the provision of bilingual services. Certain areas were deemed by the Treasury Board to be regions for the purposes of service to the public where all departments were obliged to provide services in both languages. Elsewhere it was left up to departments and agencies to determine what constituted significant demand. As a result, a whole variety of definitions emerged. Some organizations used demographic indicators based, for example, on the proportion of the minority official language clientele in the total population in an area, while others used the number of requests received or a mix of these criteria.

As indicated in Part I of this Report, regulations will be issued regarding the significant demand as well as the nature-of-the-office provisions of the Act. These regulations will take into account the great diversity of federal institutions and the wide range of services they provide. They will establish a consistent set of requirements for all federal institutions regarding service in either official language.



Language of Work

Language of work is the second component of the Official Languages program for which the Treasury Board has overall responsibility. The new *Official Languages Act* has established the legal framework and set out the duties of federal institutions in this regard. To a large extent, these are based on the obligations of federal institutions spelled out in existing official languages policies on language of work, including such elements as the designation of regions for language-of-work purposes.

The pace of progress for implementing the diverse components of language of work has been relatively slower than for service to the public; however, there has been some visible advancement in this area. In the two decades since the passage of the 1969 *Official Languages Act*, the Public Service has moved from an organization which operated almost exclusively in English, even in Quebec, to one in which French is in widespread use in Quebec and both languages are becoming established as languages of work in the designated "bilingual" regions.

One factor that continues to be crucial in official languages renewal, and is recognized as such in the Act, is the role of senior management. The management group responsible for the general direction of an institution sets the pace and tone of departmental operations, including language use. A Treasury Board policy issued in December 1987 required departments to raise the language proficiency of incumbents of bilingual Executive Group (EX) positions. In tandem with this policy, a language training program was designed by the Public Service Commission for those members of the EX group occupying bilingual positions in bilingual regions who needed to raise their proficiency levels from the intermediate "B" level to the more advanced "C" level. Thus the proficiency of EX employees in bilingual regions is to be raised to this level of

proficiency over a 10-year period ending in 1998. This program is enabling these senior managers to demonstrate, by their own example, their commitment to making the work environment conducive to the use of both official languages. Of course, improvements in proficiency level may also have a correspondingly positive effect on the provision of service to the public in both languages.

To ensure that increased opportunities are available for employees to use their preferred official language, federal institutions have to ensure that an adequate basic infrastructure is in place. To this end, institutions must make personal and central services, and regularly and widely used work instruments, available in both official languages in the National Capital Region and designated regions.

One indication that the provision of "internal services" to employees has improved is the fact that the proportion of employees providing these services who meet the requirements of their positions has increased from 65 per cent in 1978 to 82 per cent in 1989 (Table 8). Another indication is the increase in the second-language proficiency level required by these positions (Table 9). Moreover, basic work-related documentation is now normally available in both official languages in most federal institutions.

Another factor that can greatly influence the language-of-work situation is the availability of supervision in the official language preferred by an employee. Treasury Board official languages policies have long recognized the importance of the supervisor in the language-of-work equation. Under the new Act, supervisors must be able to communicate in both official languages where it is appropriate or necessary to create work environments conducive to the use of both languages. In 1978, 64 per cent of supervisors met the requirements of their bilingual positions (Table 10), although a fairly large number (32 per cent) were exempted from meeting the language requirements. It is evident that supervisors exercising such entitlements might well have had a direct effect on the



extent to which their employees could use their first official language. By 1989, the proportion of supervisors meeting the requirements of their bilingual positions had increased to reach 78 per cent while the proportion of those exempted had decreased to 16 per cent. Moreover, the second-language proficiency levels required of supervisors have evolved since 1978, with "A" level proficiency requirements dropping from 21 per cent to 4 per cent in 1989 (Table 11). The vast majority of bilingual supervisory positions now have an intermediate second-language level requirement ("B" level); this proportion has also increased over the years from 66 per cent in 1978 to 79 per cent in 1989.

The situation regarding language of work has been more problematic in Crown corporations. English has often been the language of work, even in bilingual regions. In view of the slower progress made here than in service to the public, the language-of-work component requires more diligent efforts and, in certain cases, some new initiatives. To support efforts being undertaken by corporations, the Treasury Board, starting in 1988-89 and continuing for the following two fiscal years, will provide financial assistance for specific projects in this area, as authorized under the Act.

Ensuring that opportunities for public servants to work in the official language of their choice are real and meaningful remains one of the most complex challenges of the renewal. It is known that the pace of progress varies, depending on a number of factors including the geographical location of the work unit, the relative distribution of members of both official language groups, the nature of the work to be done, external communication patterns and requirements, and corporate leadership and supervision. While the language of work provisions of the new Act build on past experience and policies, the Act takes a new approach by requiring federal institutions to create environments conducive to the use of both official languages so as to accommodate the use of either language by individual employees. As a result, past experience in this area cannot necessarily serve as a

comprehensive guide to show the way. Therefore, a study to be carried out on behalf of the Treasury Board Secretariat will focus on selected departments in the National Capital Region. It should shed more light on the factors necessary for the creation of these conducive work environments, as well as any constraining factors. The study findings should add to knowledge regarding such work environments and thus contribute to the development of policies, directives, and regulations as required.

Participation

The participation of English-speaking and French-speaking Canadians in federal institutions is the third program component to be discussed here. The 1988 *Official Languages Act* recognizes in law for the first time the government's commitment to equitable participation made in the Parliamentary Resolution of 1973.

The *Official Languages Act* obliges federal institutions to ensure that employment opportunities and advancement are open to both English- and French-speaking Canadians, without regard to their ethnic origin or the language that they first learned. All appointments must, of course, conform to the merit principle which, for the Public Service, has long been enshrined in the *Public Service Employment Act**.

If members of both language groups have equal opportunity for access to the recruitment process, then the composition of the public service will tend to reflect the presence of both official language communities in Canada. Indeed, such a general reflection has existed for a number of years in those parts of the Public Service for which the Treasury Board is

* It should be noted that knowledge of English or French or both languages as required by a position is an element of merit under the *Public Service Employment Act*.



the employer. As of March 1989, some 72 per cent of employees in the Public Service had English as their first official language and 28 per cent had French as their first official language (Table 12).

Moreover, as stated previously, the *Official Languages Act* recognizes that participation may vary from one federal institution to another depending on such factors as location, mandate, and clientele.

Since recruitment is very largely carried out at the regional or local level, location is an important factor. Thus departments located mainly in the National Capital Region, where a third of the local population is French-speaking, often have a higher proportion of French-speaking employees than the Public Service average. On the other hand, departments whose employees are more widely dispersed in English-speaking regions of the country are more likely to be predominantly Anglophone.

The impact of mandate and the clientele served is evident in departments such as the Secretary of State where the relative participation rates of the translators reflect the demand for French language services.

While the participation in federal departments in most regions tends to reflect the local regional population, there still exist some obvious imbalances such as in Quebec, where Anglophones make up some 13 per cent of the population but only 6 per cent of public servants (Table 13). In this case, a committee comprised of representatives of departments concerned and minority official language groups in Quebec was set up to look into the situation. This committee has recommended measures aimed at increasing participation of Anglophones in the recruitment process in the Public Service in Quebec, particularly in the support categories. These measures include more frequent contacts with Anglophone minority communities and monitoring to ensure a more balanced participation of both language groups throughout the recruitment process. The Treasury Board will continue to follow up with federal institutions on action taken on this matter.

Table 14 shows national participation rates by categories of employment. These figures should also be examined keeping the above factors of location, mandate, and clientele in mind. For example, Public Service secretaries and clerical workers in the National Capital Region are drawn from an area with a general Francophone population of some 35 per cent. Labour force data show that the proportion of Francophones with the appropriate qualifications for these types of positions is higher than their proportion of the regional population. Moreover, 37 per cent of all Public Service secretaries and clerks work in the National Capital Region. This combination of factors is large enough to shift "equitable" participation well away from national demographic statistics which show Francophones making up about one-quarter of the total population.

However, existing imbalances are being studied by the Treasury Board Secretariat and departments concerned. In particular, participation levels in the Scientific and Professional Category, where participation levels for Francophones in some groups seemed to be low, have been examined. In looking at the situation some years ago, the Secretariat found Francophone and Anglophone participation to be more or less in line with demographic factors in the "professional groups". In the 14 "scientific groups", only four were found to be somewhat out of line with the participation levels in the appropriate sectors of the specialized labour force, and a strategy was put in place to ensure that qualified candidates from both groups had access to the recruiting process. This strategy has been reviewed by the Secretariat and found to be effective. The Treasury Board Secretariat is continuing to examine the most recent data available to identify the current trends.

The Secretariat has also examined the Management Category. While the participation rate of Francophones has increased over the years, it has remained fairly low since the restructuring of the Category in the early 1980s that saw its size increase from about 1,300 to some 4,000. More than a quarter of



those transferred to the Category were managers of scientific and engineering operations of the federal government, a sector in which Francophone participation in Canada's specialized labour force was particularly low.

In summary, equitable participation means that the proportions of Anglophones and Francophones may vary quite widely according to the significance of a number of factors that affect participation in each occupational group. Furthermore, participation must not involve hiring by quotas – proportions of appointments of Anglophones and Francophones will vary based on individual merit, the make-up of the appropriate sectors of the specialized labour force from which candidates are drawn, and regional factors.

As for Crown corporations, the data provided by these organizations to date indicate that some 60 per cent of their employees are reported as Anglophones and 24 per cent as Francophones. The first official language for 16 per cent of these employees is still undetermined; however, active efforts are being made to improve the reporting systems.

It is clear that federal institutions have come a long way. Participation levels of English-speaking and French-speaking Canadians now show that both official language communities are taking part as employees in the federal government and its programs and activities. The challenge is obviously to eliminate any systemic barriers to equitable participation that may still exist, and to ensure that no discrimination occurs. A fair access to the recruiting and advancement processes will thus be maintained for both official language communities.

This broad outline of the current situation would be incomplete without a brief description of the management framework within which federal institutions are called upon to meet their responsibilities with regard to official languages.

Program Management

To better understand the present system of program management, it is useful to situate it in the broader context of its historical development. This has encompassed three main phases.

First, with the Parliamentary Resolution of 1973, came the creation of an administrative apparatus for official languages, which has provided the basic structure for implementing the program. Given the concerns of the day, the goal was to make substantial advances in the shortest possible time. To achieve this, the government adopted generally uniform and standardized measures and gave the task of drafting and implementing the necessary policies and procedures to the central agencies (in particular, the Public Service Commission and the Treasury Board Secretariat). The concept of "positions" was used as the basis of the Public Service administrative system, and this led to the adoption of a variety of policies regarding, for example, the language requirements of positions, the staffing process, and language training.

Building on this foundation of program administration, it was possible to introduce major changes in 1977, at both the policy and management levels. This reform was intended to reinforce the involvement of federal institutions by introducing a more balanced sharing of decision-making between the central agencies and departments. Thus the responsibilities and powers of deputy ministers and agency heads in determining the language needs of their organizations were increased. In turn, deputy heads were required to submit an annual implementation plan to the Treasury Board, and to make it public. Evaluation and monitoring methods were adopted at the same time for departments and agencies. With respect to Crown corporations, a similar planning system was established, taking into account the particular nature of their links with



the government and the administrative systems characteristic of each individual corporation.

Finally, the government's introduction in 1986 of a general policy of Increased Ministerial Authority and Accountability, or IMAA, has provided an excellent opportunity for updating the accountability regime of federal institutions in the area of official languages. Indeed, IMAA has two main objectives:

- to give Ministers and senior managers the increased authority and flexibility they need to deal with changing circumstances and to manage effectively with limited resources; and
- to make Ministers and senior managers more accountable for the results they achieve in delivering programs and implementing the Board's policies.

Within the general framework of IMAA, the signing of bilateral agreements, called Official Languages Letters of Understanding, between the Treasury Board and departments is the core of this new stage in the management of the program.

This process requires each department and agency to prepare a letter of understanding through an extensive process of internal consultation. The proposed agreement is submitted to the Treasury Board Secretariat. The proposal contains information on internal planning, monitoring, audit, evaluation and reporting systems. It describes the institution's current situation in light of its obligations under the *Official Languages Act* and applicable government policies. Based on this statement of strengths and weaknesses, the institution lists the results to be attained over the three-year duration of the agreement.

The action plan included in the letter of understanding provides an accountability framework, clearly setting out deadlines, any relevant performance indicators and annual reporting responsibilities. In addition to ensuring accountability, a letter of understanding gives an institution an opportunity to request increased delegation of authority with respect to administrative policies and procedures.

At the end of the 1988-89 fiscal year, preparatory work for the establishment of a similar system for Crown corporations adapted to their particular nature was well advanced, and it was expected that a new system of accountability would be adopted by the beginning of 1989-90.

Part III
Activities of
the Treasury
Board



This section presents an account of the activities of the Treasury Board and its Secretariat during fiscal year 1988-89, according to the various responsibilities conferred on it by the Act. Sixty-four person-years and a budget of \$5.2 million were allocated to the Official Languages Branch of the Secretariat to assist the Board in carrying out its role.

Regulations, Policies and Directives

Regulations

One of the first important tasks of the Treasury Board, under the new Act, will be to recommend regulations for the implementation of the Act to the Governor in Council. Given the requirements of the regulatory process, it is expected that the draft of the first regulations will be tabled in the House of Commons before the end of 1989. These regulations should address several key issues relevant to the definition of the duties of federal institutions regarding the provision of services in both official languages, in particular the concepts of significant demand and nature of the office, as well as the duties of federal institutions regarding services provided to travellers by certain concessionaires.

The transition period

The Secretary of the Treasury Board has informed federal institutions regarding actions they must take to implement the Act pending the issuing of relevant regulations and related new directives. The absence of specific details

in certain areas of the Act should not prevent institutions from carrying out their responsibilities for service to the public and language of work. In such cases, institutions have been instructed to refer to existing policies to guide their actions, in consultation with the Treasury Board Secretariat if required.

It may be noted that the directives for drafting Letters of Understanding include a list of the principal obligations with respect to official languages during the transition period.

The new language training policy

Training is one of the tools available to departments and agencies to enable them to meet their official languages obligations. Even if, from the strict point of view of effectiveness, the best way of doing this would be to staff positions with persons who already have the required language qualifications, the Canadian approach makes it possible in many cases to offer unilingual persons the opportunity of learning their second official language on the job.

Established originally as a temporary measure, language training remains an important part of government policy. The revised language training policy issued in November 1988 provides specific details on program implementation in the Public Service.

While access to language training is designed to be generous, the learning process has become more rigorous. Greater responsibility is being placed on departments and on recipients of language training at government expense. Indeed, those trained must, with the help of the organization, work to retain their language skills.

All federal public servants may have access to language training at government expense if they meet certain conditions. Language training is used to meet institutional requirements or individual career needs, the former having, however, the higher priority.



Official languages and information technology

Under the section on language of work, the new *Official Languages Act* includes a special clause concerning obligations federal institutions will be required to meet as of January 1, 1991, regarding the end-user interface of new information technology systems which are regularly and widely used in designated regions of the country.

It is important that institutions and industry take action without waiting until the deadline. It is for this reason that, in December 1988, the Treasury Board issued a circular on the subject which sets out in policy the various operational requirements flowing from the Act. The circular also includes objectives to be reached progressively to guide institutions in setting up bilingual automated systems. The implementation of this policy is supported by various initiatives of the Departments of Communications, Supply and Services, and the Secretary of State. The Treasury Board, after its officials have consulted with the private sector and departments and agencies, will review the situation in 1990 to assess the impact on information technology of the new *Official Languages Act* as well as the progress achieved by departments in implementing the policy.

Monitoring and Auditing

The *Official Languages Act* empowers the Treasury Board to monitor and audit the compliance of federal institutions with official languages policies, directives and regulations.

As described in the preceding section, Letters of Understanding are a principal means by which the Treasury Board fulfils its responsibilities in this area. In addition, audit, planning and control mechanisms for language training, translation, and the bilingualism bonus continue to play an important part in ensuring the effective implementation of the program within departments and agencies.

These responsibilities and frequent contacts with federal institutions afford the Treasury Board and its Secretariat the opportunity to play the role of adviser as much as control agency.

The following is a review of the Treasury Board's activities in this area during fiscal year 1988-89.

1988-89 Letters of Understanding

During fiscal year 1988-89, the Treasury Board sent call letters to all federal departments and agencies to set in motion the process of negotiating Letters of Understanding with respect to official languages and to obtain all proposals by March 15, 1991. Through the annual management report and the triennial review which form part of the process, these Letters of Understanding constitute one of the chief means of ensuring the accountability of federal institutions.



Negotiations have begun with several departments and agencies*. During the fiscal year, Letters of Understanding were signed with Revenue Canada (Customs and Excise), Employment and Immigration, Consumer and Corporate Affairs, and the Treasury Board Secretariat.

Audits and follow-ups

In fiscal year 1988-89, the Treasury Board Secretariat undertook a number of studies in departments and agencies on official languages monitoring mechanisms, or as follow-up to earlier monitoring exercises or program management accountability audits. Thus, 10 studies of monitoring mechanisms were completed last year, as were nine follow-ups to verify the implementation of recommendations made to these departments. These studies tend to show that departments and agencies are now more aware of the importance of auditing their official languages program management. However, in some cases, the organizational structure, as well as the skills required to ensure adequate controls in this area, are still weak.

The Treasury Board Secretariat undertook four major audits, each having to do with the provision of services to the public:

- inspection services (Agriculture, Consumer and Corporate Affairs, Fisheries and Oceans, Health and Welfare);
- the availability of services in both official languages in the offices listed in the Treasury Board Directory (through a telephone survey);
- an on-the-spot check of active offer of services including the display of the new official languages symbol in Toronto, Winnipeg, Montreal, and Moncton;
- the Coast Guard – Laurentian Region (Quebec) and Central Region (Ontario and Manitoba).

Finally, the Secretariat participated, on a pilot project basis, in an official languages audit carried out jointly with the internal audit group of the Department of Energy, Mines and Resources.

The Secretariat has also drawn up a summary of the main findings and recommendations of audits and studies of control mechanisms carried out in departments and agencies since 1985. This summary was distributed to all deputy heads of departments and agencies to help them better assess the situation within their organization and to prepare their draft letters of understanding on official languages.

Support programs

Language training

As indicated in Table 15, in 1988-89, employees of departments and agencies received some 1.5 million hours of language training.

When language training was first provided, the sole supplier was the Public Service Commission. Gradually, departments were authorized to turn to the private sector as well. Even so, the Commission remains the main supplier of training to departments.

A system of partial competition now exists between the Public Service Commission and the private sector. In order to ensure a consistent standard for language training offered by the private sector, the Treasury Board Secretariat, with the co-operation of the Department of Supply and Services, has accredited some 50 companies to provide second language courses to public servants.

* These are: the Department of Communications, Environment Canada, the National Energy Board, Privatization and Regulatory Affairs, Health and Welfare Canada, the Office of the Comptroller General, the Public Service Commission, Statistics Canada, and the Intergovernmental Conference Secretariat.



Translation

Within the context of institutional bilingualism, translation provides invaluable support for the implementation of major program components, namely service to the public and language of work. It is supplied within the Public Service by the Translation Bureau of the Department of the Secretary of State. More detailed information on the output of the Bureau can be found in various reports of this institution, with respect not only to the two official languages but to foreign languages as well.

As Table 16 indicates, in 1988-89, about 223 million words were translated from one official language to the other for departments and agencies. Because of the growing importance of this activity, the Treasury Board Secretariat has in place, since 1985-86, a system to plan and control the demand for translation: with this system it is possible to monitor the evolution of demand within the "envelope" established at the beginning of each fiscal year for each department and agency. The total envelope of 235 million words provided for 1989-90 takes into account the possibility of an increase in the demand arising in certain instances from the enactment of the new *Official Languages Act*.

Bilingualism bonus

In accordance with collective agreements, an annual bonus of \$800 is generally paid to the incumbents of bilingual positions in the Public Service (but not to members of the Executive group). It is paid to those who meet the language requirements of their positions. Thus, 54,706 Public Service employees were receiving this bonus as of March 31, 1989.

It is important to ensure that the bonus is paid only to employees who are entitled to receive it, and this is checked from time to time. The present confirmation cycle is being carried out through second language evaluation tests. As of March 31, 1988, 86.6 per cent of the 11,162 employees tested had been confirmed; for the fiscal year ending March 31, 1989, the rate of success for another 12,236 employees tested was 89.4 per cent.

Cost of the program

Table 17 shows the total cost of the program within federal institutions, including Crown corporations, of \$293.8 million (1988-89 Revised Estimates). It may be noted that this amount represents 0.3 per cent of all government expenses.

As authorized by the Act, Treasury Board Ministers have approved a program of expenditures totalling \$18 million to facilitate the undertaking of new initiatives and expanding activities by Crown corporations in the area of language of work. This program will make it possible for these corporations to receive contributions of up to 50 per cent of the costs of approved projects and will have a maximum life-span of four years, beginning September 15, 1988.

Evaluation

The purpose of evaluation is to determine whether policies and programs yield the intended results, and thus to make it possible to reorient and to fine-tune them if necessary. The principal evaluation activities of the Treasury Board in the area of official languages in fiscal year 1989-90 have been the preliminary work on developing various options for the possible regulations regarding service to the public, the study of work environments conducive to the use of both official languages, as well as official languages issues in the scientific and professional sector, examined with the help of an advisory committee.

In order to shed some light on the complexities of language of work, the Treasury Board Secretariat has undertaken a study of the factors facilitating or hindering the creation and the maintenance of environments conducive to the use of both English and French. With the help of outside consultants, tools are being developed to make it easier to analyse and to understand the factors



influencing the choice of language of work. In the first stage, the study is seeking to identify those characteristics of environments conducive to the use of either official language by employees which could form the basis of future initiatives.

In the scientific domain, an advisory committee of departments and agencies with a scientific mission has undertaken a study of Anglophone and Francophone participation in scientific occupational groups on the basis of 1986 Census data on the specialized labour force. The Committee's mandate also includes a study of English and French as languages of science within the federal government.

Information

The *Official Languages Act* confers on the Treasury Board the mandate of informing the public and federal institutions on official languages matters concerning service to the public, language of work and participation.

Information for the public

Meetings

In 1988-89, the Treasury Board Secretariat met with provincial representatives of official language minority communities in the Yukon, British Columbia, Manitoba, Quebec, Prince Edward Island, New Brunswick and Nova Scotia, to prepare for the necessary consultations with the Anglophone and Francophone minorities concerning the regulations. Similar meetings were scheduled in the other provinces for the beginning of fiscal year 1989-90.

As well, the Secretariat has set up a network of contacts with a large number of associations and agencies outside the federal Public Service, at the federal as well as provincial and regional levels, from one end of the country to

the other. It has also facilitated the creation and maintenance of closer links between official language minorities and regional managers.

Symbol

In general, members of the public are inclined to request services in the official language of their choice only if these services are available in both languages and are just as good in the minority's language as in the majority's. It is therefore necessary to advertise and to make bilingual service points visible in order to direct minorities towards services in their language. In short, these services have to be offered *actively*.

In December 1987, the Treasury Board Secretariat issued a policy launching an official languages symbol to standardize the signage for services in both official languages, and to make the public aware of the offices of the federal government where services are so available. In addition, the Secretariat produced a set of implementation principles to assist departments and agencies. These institutions must display the new symbol at offices and other points serving the public in both official languages. This symbol has become one of the key new elements in implementing the active offer of services which is required by the *Official Languages Act* of 1988.

To support the launching of the symbol and to make the public, especially the official language minorities, aware of it, the Treasury Board Secretariat produced a 30-second videoclip which has been used as a public service message on television. In addition, there was a country-wide information campaign in the official language minority press. Finally, a poster was produced to provide an explanation of the symbol in offices where it is displayed; it has been distributed to departments and agencies concerned, as well as to national and provincial associations representing official language minorities in Canada, to enable the public to easily identify federal offices providing bilingual services.



Directory of offices

In order to encourage the public to request services in the official language of its choice, the Secretariat produced a third edition of the directory of federal departments and agencies which offer their services to the public in both official languages. The Secretariat distributed this directory to official language minority associations, and in June 1988, it also launched an information campaign in the minority press inviting the public to obtain copies.

Popular events of national and international significance

The Fifth Report of the Parliamentary Committee on Official Languages recommended that the government adopt a policy to ensure that any popular event of national or international significance funded with federal contributions reflects in all its aspects Canada's linguistic duality.

In its response to the Fifth Report, the government indicated its intention to adopt a series of measures to ensure the provision of bilingual services to the public at such events. To give effect to this commitment, the Treasury Board Secretariat wrote to deputy ministers and deputy heads of federal institutions first to remind them of existing policies, then to recommend that if they had not already done so, their contributions to these events be subject to the requirement that Canada's linguistic duality be respected, and that they ensure that appropriate control systems are put into place.

As well, during 1988-89 the Treasury Board Secretariat began the drafting of a booklet for organizers of national events on particular aspects of such events concerning service to the public. The booklet, entitled *Welcome*, will

be distributed to departments, agencies and Crown corporations involved in such events, and will be made available to the organizers of all federally-supported popular events of national and international significance in the country.

Information for employees

A booklet about the new Act

The government recognizes the essential role played by employees in implementing language renewal. It is therefore vital that they are well-informed about the highlights of the new Act. To this end, the Treasury Board Secretariat put together a booklet entitled *The New Official Languages Act and You*, which is distributed at the beginning of 1989 to all employees of the federal Public Service. In particular, the booklet discusses the impact of the Act on employees and addresses the main questions likely to interest them, namely their obligations and their rights, as well as the responsibilities of key organizations.

A guide for charring meetings

The Treasury Board Secretariat distributed a guide entitled *Charring Meetings: How to Make Your Meetings a Success in Both Official Languages* to federal institutions. This booklet suggests effective ways, in designated bilingual regions, of holding meetings in both languages, including when some participants are unilingual.



Kit on active offer of services

The Treasury Board Secretariat has also produced a kit dealing with the active offer of services in both official languages. This kit includes the English and French versions of a 24-minute video entitled "Good Morning ... Bonjour". The purpose of this video is to sensitize personnel to the importance of their role vis-à-vis the public, by giving them useful techniques for their daily contacts with clientele.

In February 1989, the Secretary of the Treasury Board brought this material to the attention of deputy ministers and deputy heads of federal institutions, requesting that they pay particular attention to the training of personnel working in bilingual offices. The video has also been shown to a number of managers, particularly in the regions.

Regional managers

The Treasury Board Secretariat has held information meetings on the new *Official Languages Act* with public servants in Prince Edward Island, New Brunswick, Nova Scotia, British Columbia, and Manitoba to make them aware of the various aspects of the official languages renewal, particularly with respect to service to the public. Further meetings will be held in other parts of the country in 1989-90.

Symposium

The promulgation of the new *Official Languages Act* gave rise to numerous questions with respect to its meaning and its real implications for federal institutions. To facilitate the task of managers responsible for its application within these institutions, the Treasury Board Secretariat organized a symposium on the official languages renewal. This meeting gave some 250 representatives of 90 federal institutions the opportunity to improve their knowledge of the new Act and to discuss its implementation.

Advisory committees

On a more permanent basis, advisory committees for both departments and Crown corporations serve as a vehicle for providing information and exchanging ideas with central agencies on the major program implementation issues.



Conclusion



Following on the New Act

The foregoing sections have focused to a large extent on the development of the program prior to the passage of the 1988 *Official Languages Act*. The Act itself is the cornerstone of the renewal of official languages policies and programs. It is built on a solid foundation of constitutional rights as well as practical experience gained over the last 20 years by federal institutions. However, it also marks the beginning of the process of renewal.

This report has described the rights of the public to communicate with or to be served by federal institutions in either English or French, the rights of federal employees to work in the official language of their choice, as well as the government's commitment to provide Canadians with equal opportunities to work for federal institutions, as set out in the Act. All of these elements contribute to the equality of status of English and French in federal institutions. They are part of the mortar that binds English-speaking and French-speaking Canadians together.

As evidenced in this report, the Treasury Board has taken on the full measure of its responsibilities under the *Official Languages Act*. Moreover, a high level of co-operation has developed between the Treasury Board and all federal institutions. This co-operation, crucial to ensuring that the purposes of the Act are given effect, will continue.

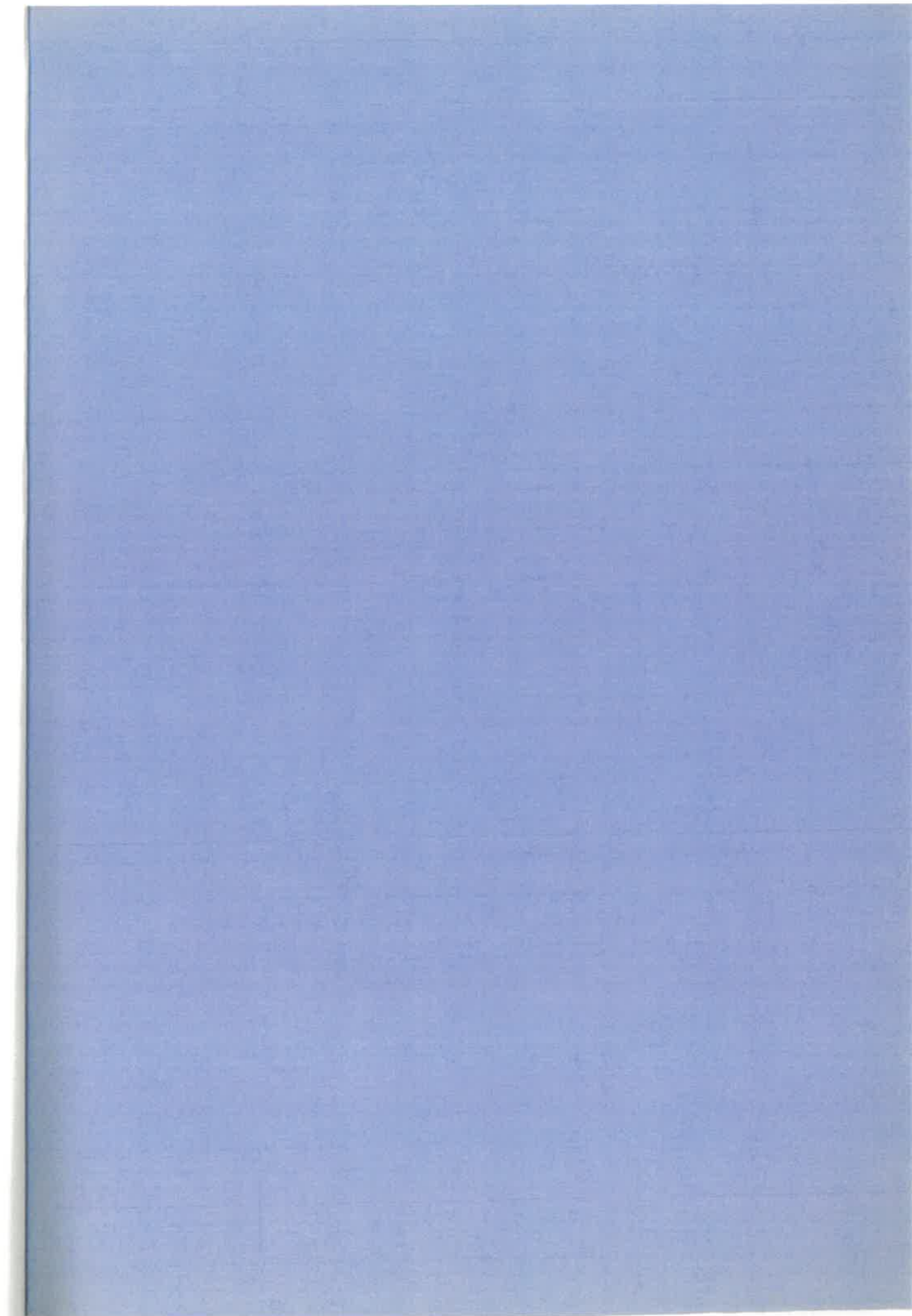
The program priorities that have been established for the coming months will naturally serve as the subject matter of next year's report. A major priority, of course, is recommending to the Governor in Council the regulations regarding service to the public, more specifically the obligations concerning significant demand and nature of the office. These regulations will serve to complement the corresponding provisions of the Act.

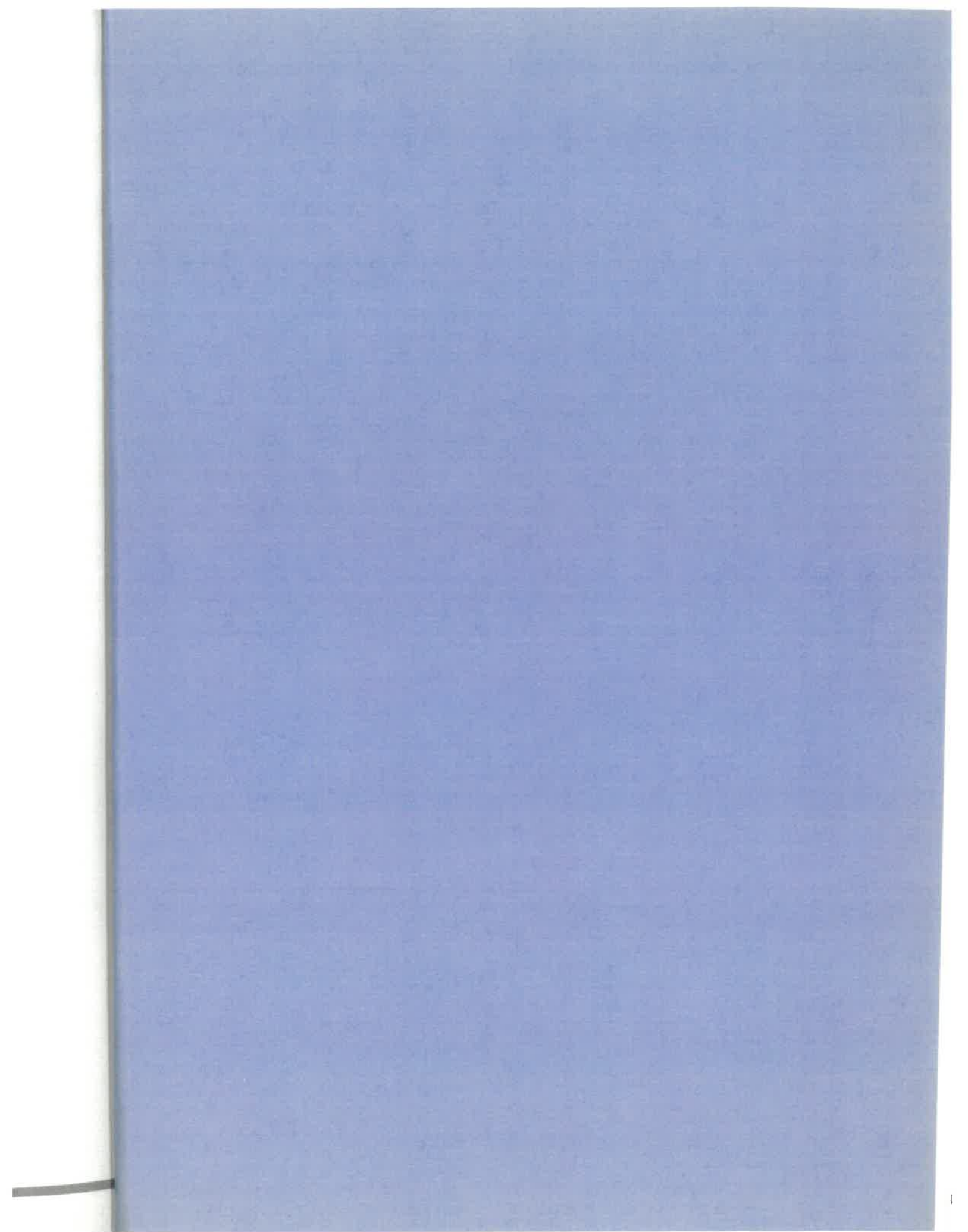
Another major priority for 1989-90 is the continuing and active implementation by federal institutions of the various provisions of the Act. It is expected that an increasing number of these institutions will specify their undertakings in this regard in the Letters of Understanding that they will sign on official languages. The Treasury Board will also pay particular attention to such matters as overall progress in implementing the Act, as well as improved accountability measures and reporting systems in federal institutions.

Initiatives in the area of language of work will be pursued, with particular emphasis on the research undertaken on work environments conducive to the use of both official languages. As well, the Board will continue to monitor closely the implementation of the principles and policy objectives of equitable participation, as embodied in the Act.

A year has passed since the coming into force of the *Official Languages Act*. This first annual report bears witness to the fact that it has been an eventful one for the Treasury Board and its Secretariat. With the plans that are now in place and the priorities that have been set, another active and productive year is anticipated, on the part of both the Treasury Board and federal institutions.







Appendix Statistical Tables



Explanatory Notes

General

The statistical data for incumbents and their positions used in this report come from a single source: the Official Languages Information System (OLIS). This system contains information concerning those federal institutions for which the Treasury Board is the employer, i.e. departments and agencies which come under Schedule I, Part 1 of the *Public Service Staff Relations Act*, (which excludes Crown corporations).

Under the 1988 *Official Languages Act*, the President of the Treasury Board's annual report to Parliament deals with the status of programs relating to official languages in federal institutions, including parent Crown corporations and wholly-owned federally incorporated subsidiaries. Consequently, the Treasury Board Secretariat is developing, in conjunction with Crown corporations, an official languages information system to include the latter. Future reports should thus provide a more complete account of the linguistic make-up of all federal institutions.

The Official Languages Information System (OLIS)

Departments are required to provide and to maintain current data relating to official languages. It is important to note that, over the years, OLIS data have undergone changes resulting from, for example:

- the creation and abolition of some departments and agencies;
- departments becoming Crown corporations (in particular, Canada Post Corporation whose population is not included in the tables provided);

- changes in data sources: since April 1987, employee data have been obtained from the Pay/Incumbents System;
- changes in the selection of the population for reporting purposes;
- modifications in the Public Service Commission's tests used to measure second-language proficiency.

It must also be pointed out that certain types of government employees are not included in OLIS, most notably: uniformed members of the Canadian Armed Forces, members of the Royal Canadian Mounted Police and employees hired for a period of less than six months.

Technical notes and definitions

Where statistics are provided for positions, these always pertain to *occupied positions* only. All 1989 figures are as of March 31.

Second-language capacity levels: Tables 2, 5, 7, 9 and 11

Knowledge of the second official language is assessed for each of the three skills: reading, writing and oral interaction. All the above tables are based on test results for oral interaction skills (understanding and speaking).

Superior corresponds to level C. (In Table 2, the data also include those employees exempted from further testing because of their advanced proficiency.)

Intermediate corresponds to level B.

Minimum corresponds to level A.

Other refers mainly to positions requiring code "P" or not requiring second-language oral interaction skills. Code "P" is used for a specialized or expert proficiency in one or both official languages that cannot be acquired through government language training (e.g. stenographers, translators, etc.).



**Language requirements of positions:
Tables 1 and 3**

All positions in the Public Service are identified according to one of 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 either in English or in French.

Bilingual: a position in which all of, or part of, the duties must be performed in both English and French.

In Table 3, figures for "Unilingual" positions were obtained by adding English-Essential, French-Essential and English-or-French positions.

**Linguistic status of incumbents:
Tables 4, 6, 8 and 10**

These tables indicate whether incumbents of positions:

- *meet* the language requirements of their positions;
- *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 i.e. without having to meet the language requirements of the position, e.g. employees with long records of service (since 1956), employees with a handicap preventing them from learning a second language, and employees affected by a reorganization, transfer, or lay-off;
 - remain in a bilingual position without having to meet the new language requirements of the position, e.g. incumbents of unilingual positions

reclassified as bilingual, or incumbents of bilingual positions where the language requirements are raised.

- *must meet* the language requirements of their position, in accordance with the Exclusion Order on Official Languages under the *Public Service Employment Act*, which grants employees a period of time to acquire the language proficiency required for their positions through language training.

**Service to the public in both official languages:
Tables 6 and 7**

These tables cover incumbents of bilingual positions and bilingual positions where there is a requirement for service to the public in both official languages.

**Bilingual internal services:
Tables 8 and 9**

These tables cover incumbents of bilingual positions and bilingual positions where the duties include provision of bilingual personal services (e.g. pay), or central services (e.g. library services), in those regions prescribed for the purpose of language of work in the *Official Languages Act*.

**Bilingual supervision:
Tables 10 and 11**

These tables cover incumbents of bilingual positions and bilingual positions requiring bilingual supervision, in those regions prescribed for the purpose of language of work in the *Official Languages Act*.

N.B.: Since a position may be identified bilingual for more than one requirement (e.g. service to the public and supervision), the sum total of positions in Tables 7, 9 and 11, for example, does not match the number of bilingual positions in Table 5.



**Participation:
Tables 12, 13 and 14**

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

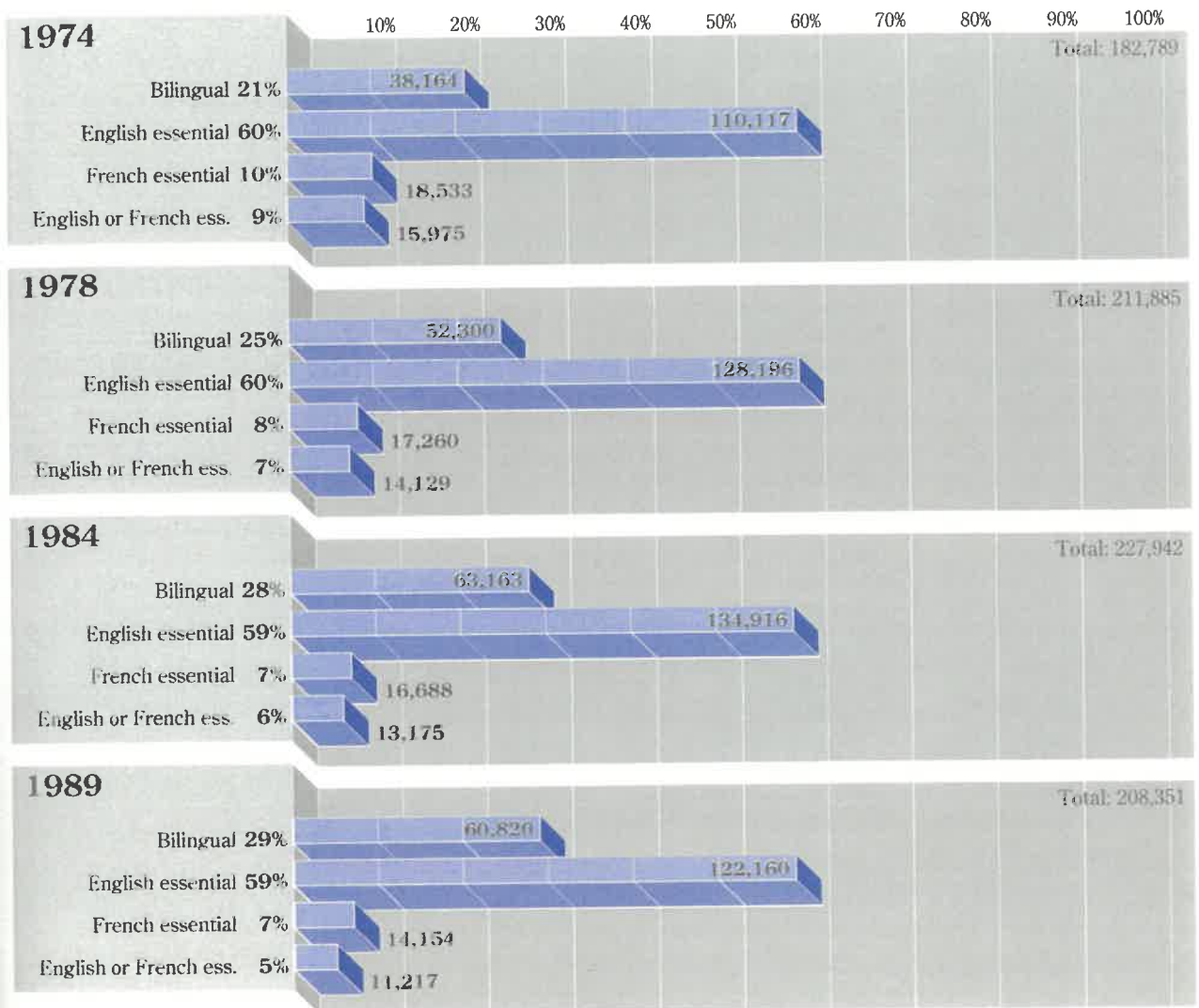
**Costs within federal institutions:
Table 17**

These costs include simultaneous translation and translation of parliamentary and government documents, language training for public servants and military personnel, bilingualism bonus and administration of policies and programs by central agencies, departments, Crown corporations and Armed Forces.



Table 1.

Language Requirements of Positions in the Public Service

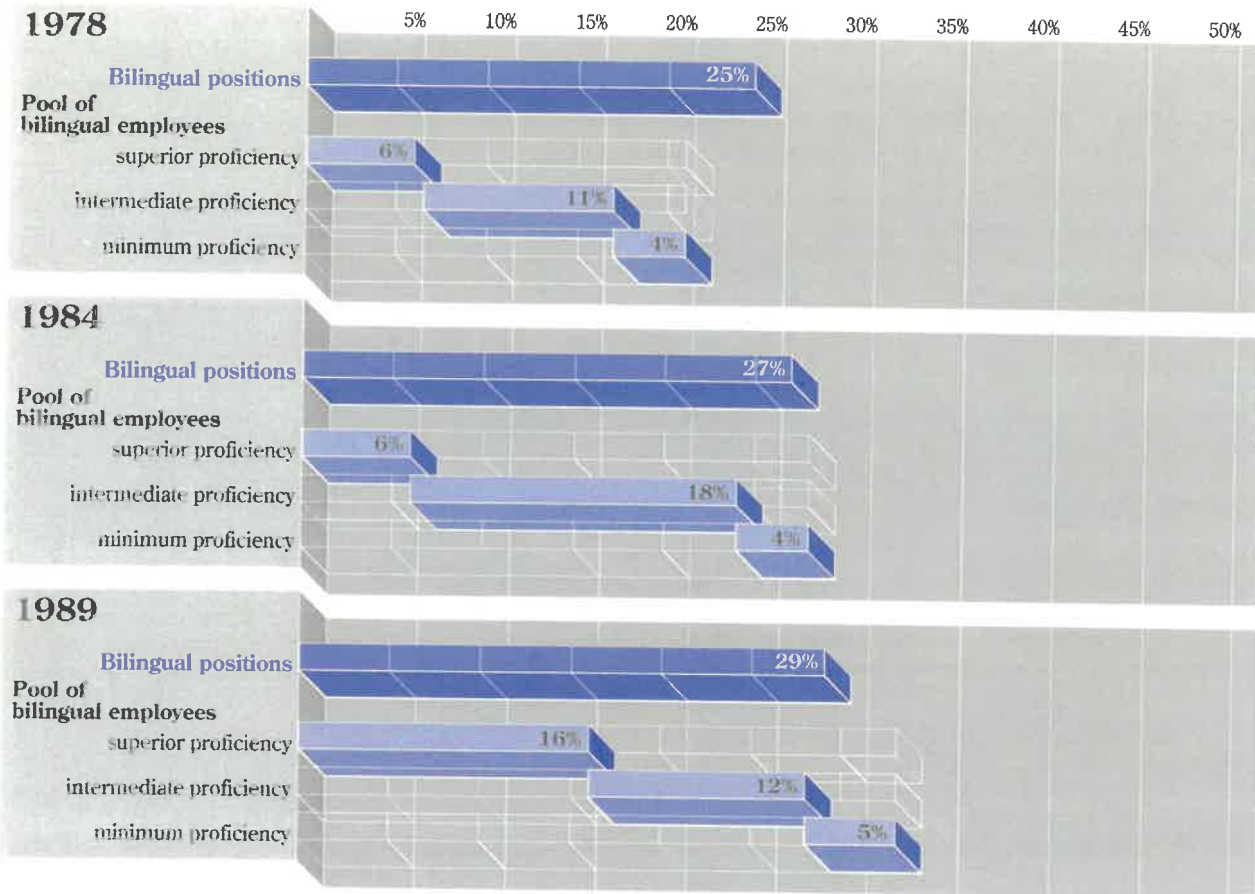


OLIS data



Table 2.

Bilingual Positions and Pool of Bilingual Employees



OLIS data



Table 3

Western and No
Bili
Unil

Ontario
(excl. B
Bil
Unil

Nation
Region
Bi
Unil

Queb
(excl.
B
Unil

New
U

Other
Atlan
U

Out

Table 3.

Language Requirements of Positions by Region March 31, 1989

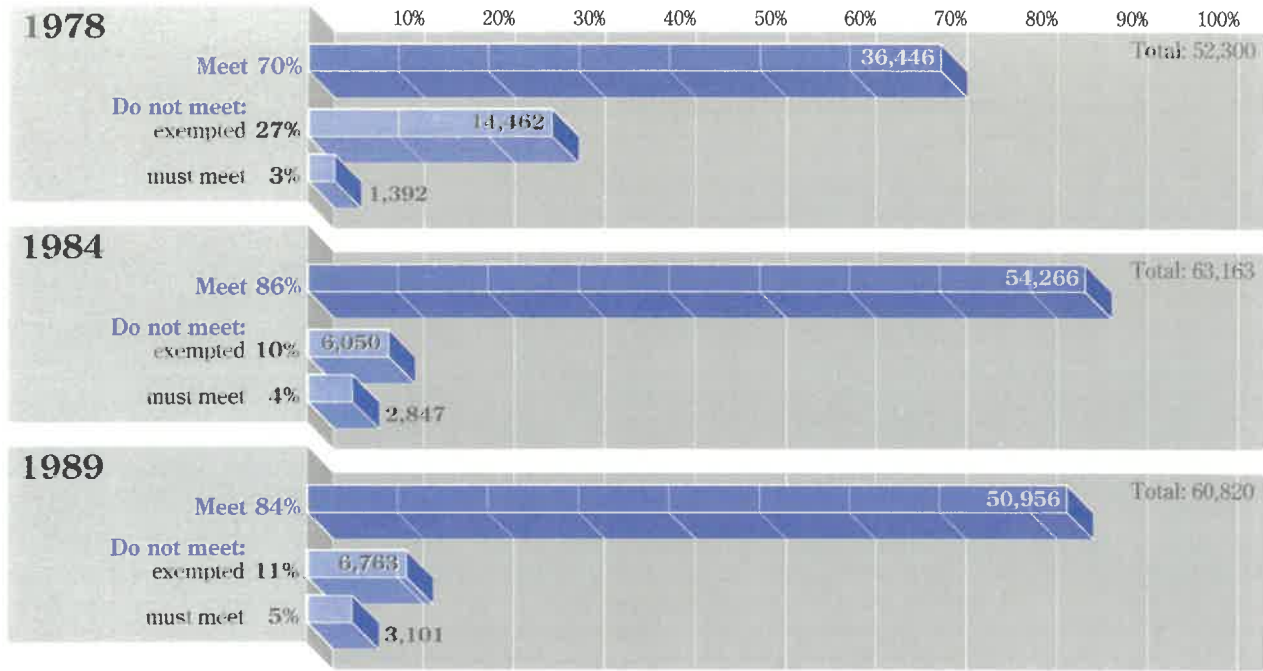


OLIS data



Table 4.

Bilingual Positions Linguistic Status of Incumbents

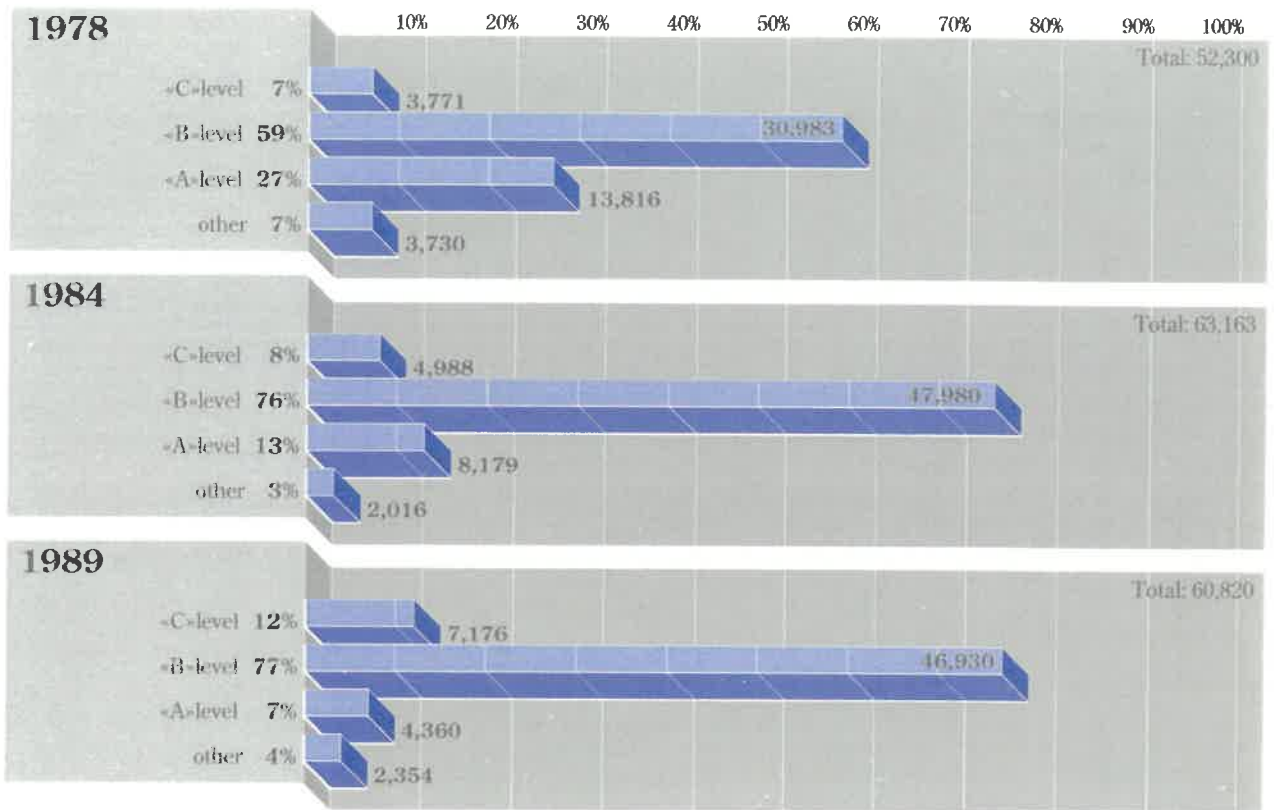


OLIS data



Table 5.

Bilingual Positions Second-Language Level Requirements



OLIS data

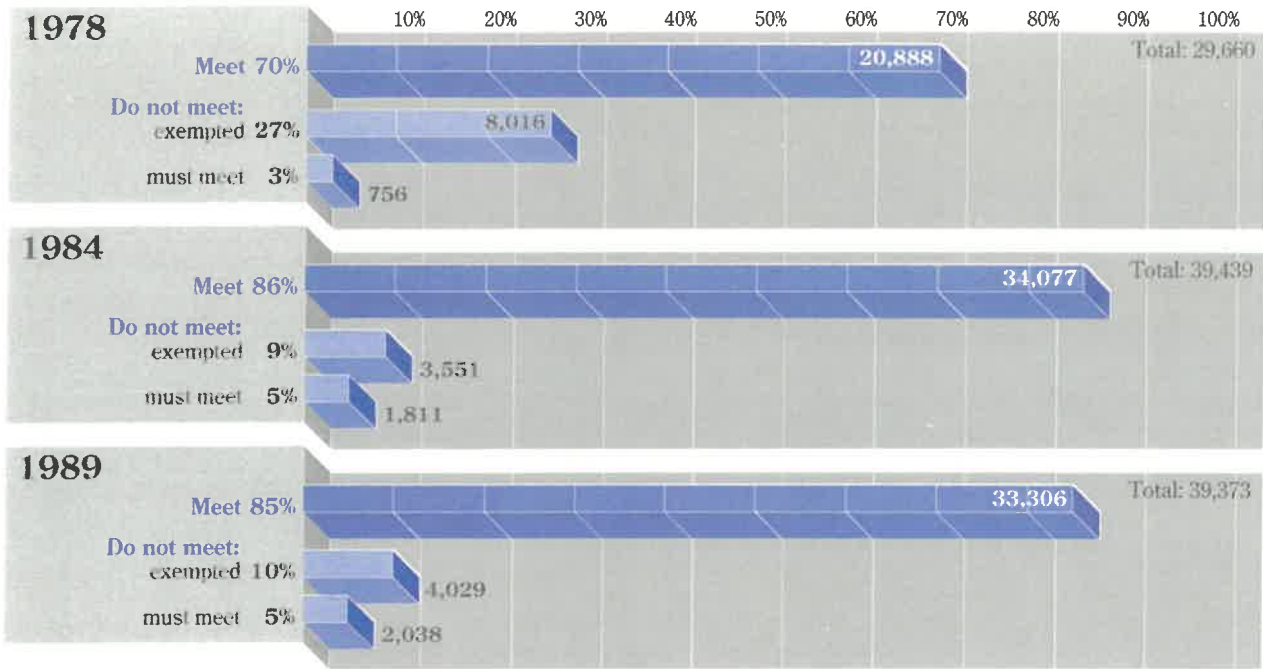


Table 6.

Service to the Public

Bilingual Positions Linguistic Status of Incumbents

Tab

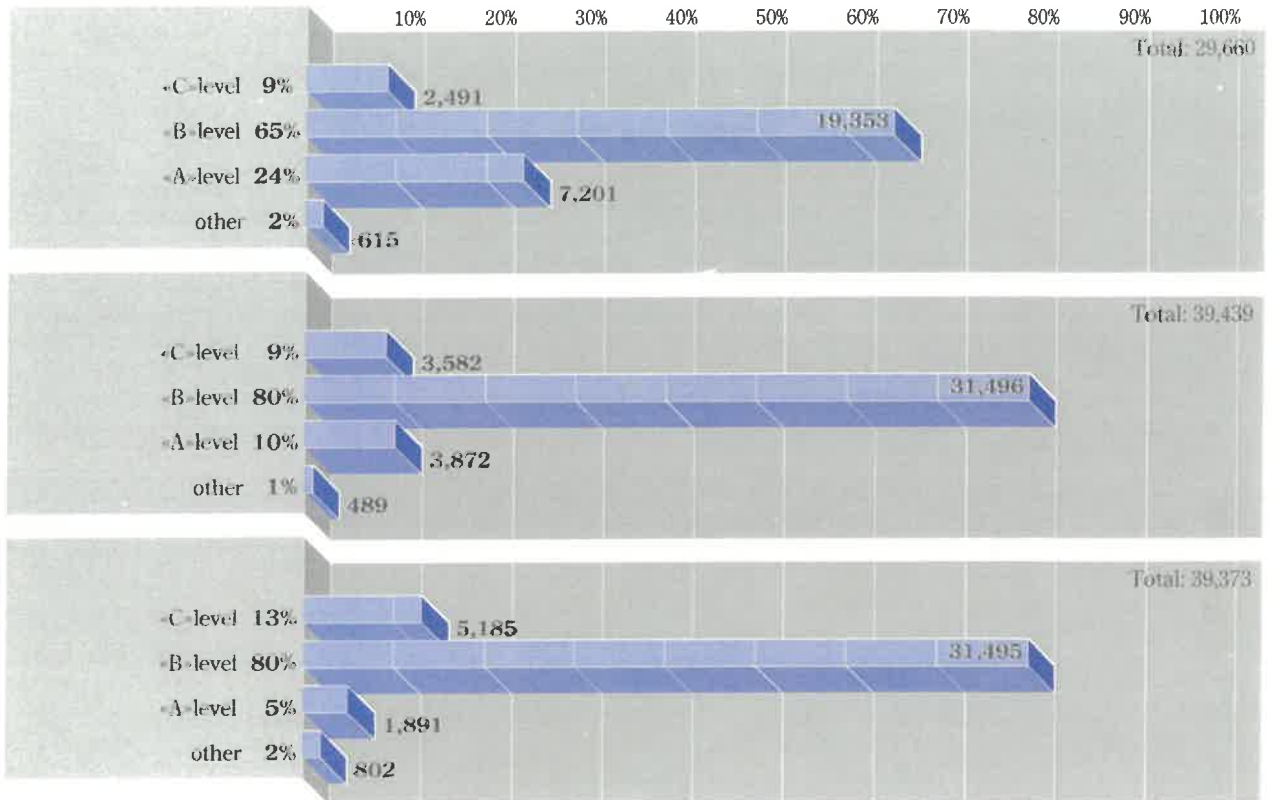


OLIS data



Table 7.

Service to the Public Bilingual Positions Second-Language Level Requirements

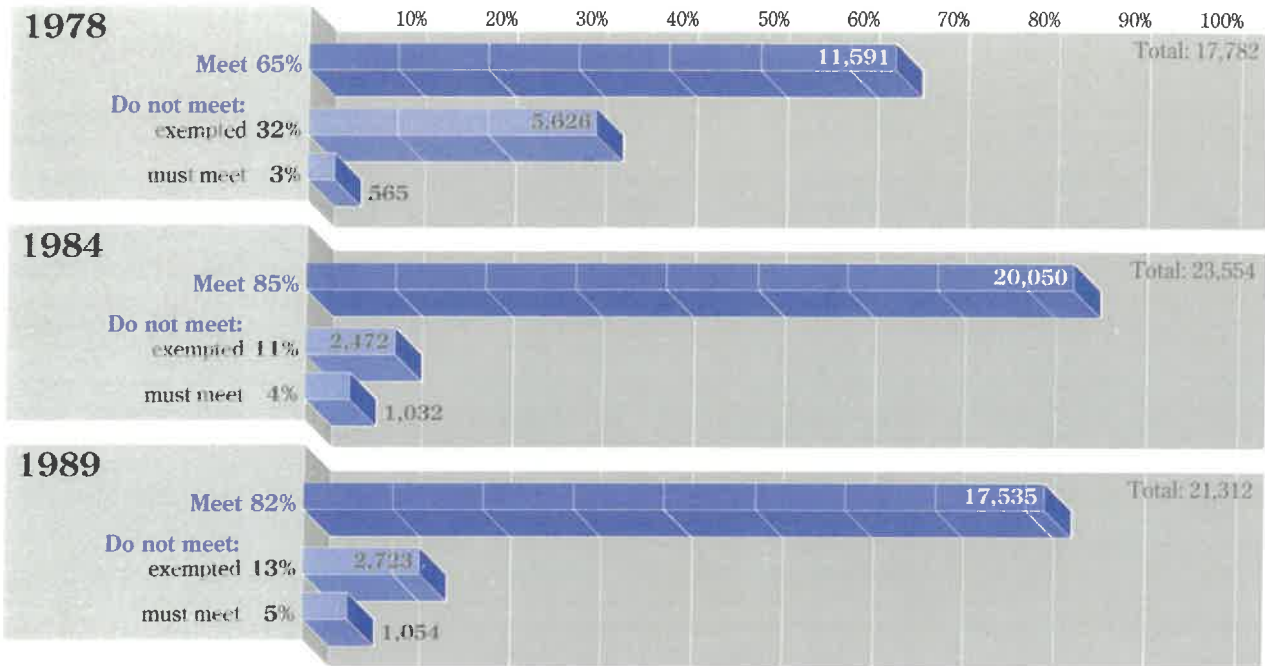


OLIS data



Table 8.

Internal Services Bilingual Positions Linguistic Status of Incumbents

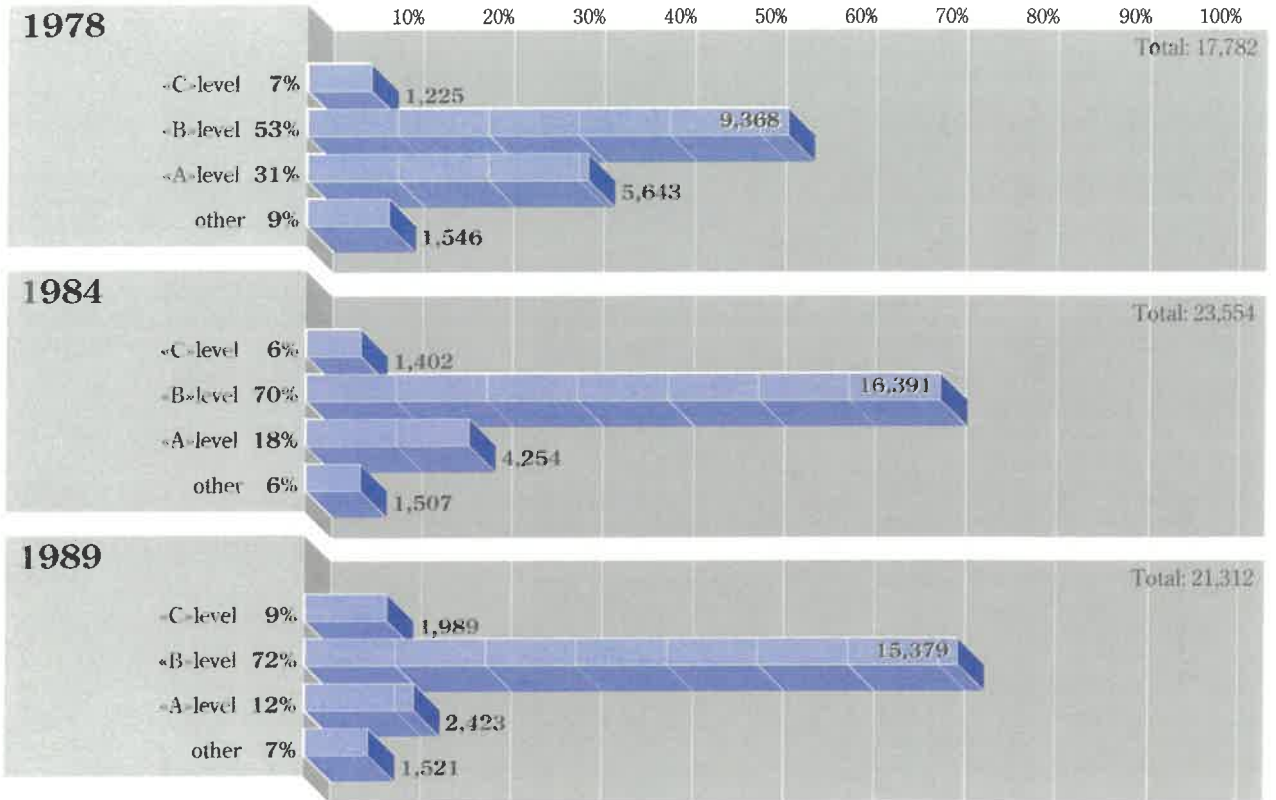


OLIS data



Table 9.

Internal Services Bilingual Positions Second-Language Level Requirements

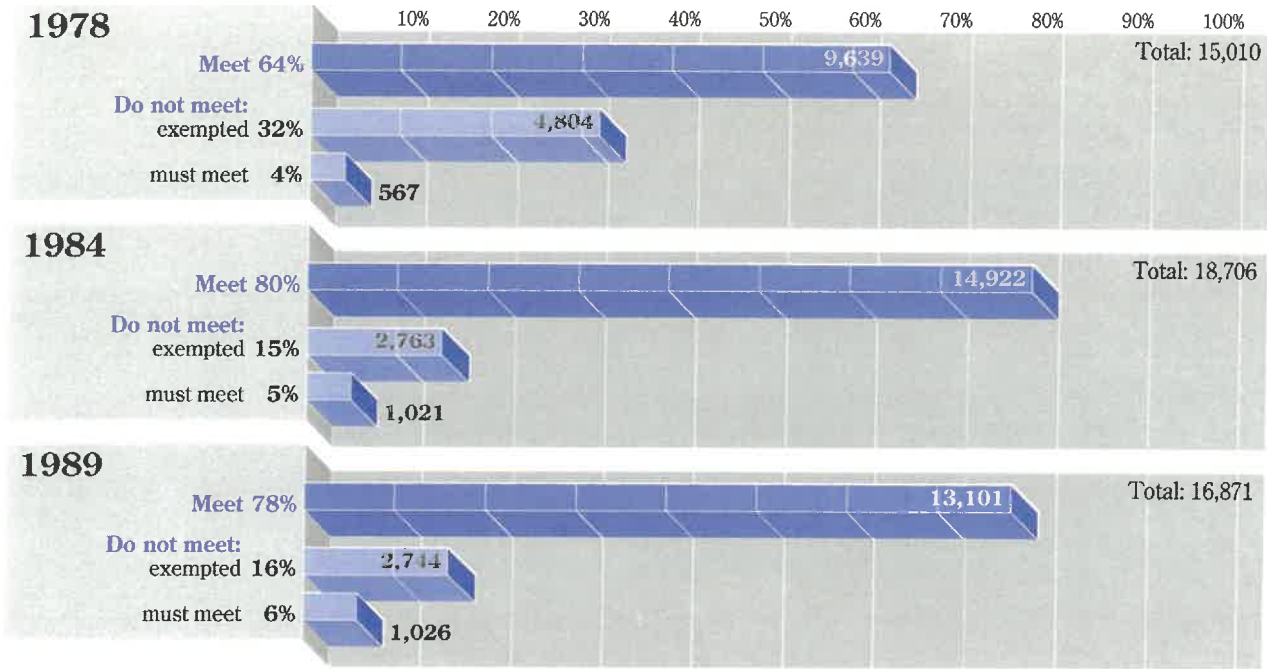


OLIS data



Table 10.

Supervision Bilingual Positions Linguistic Status of Incumbents

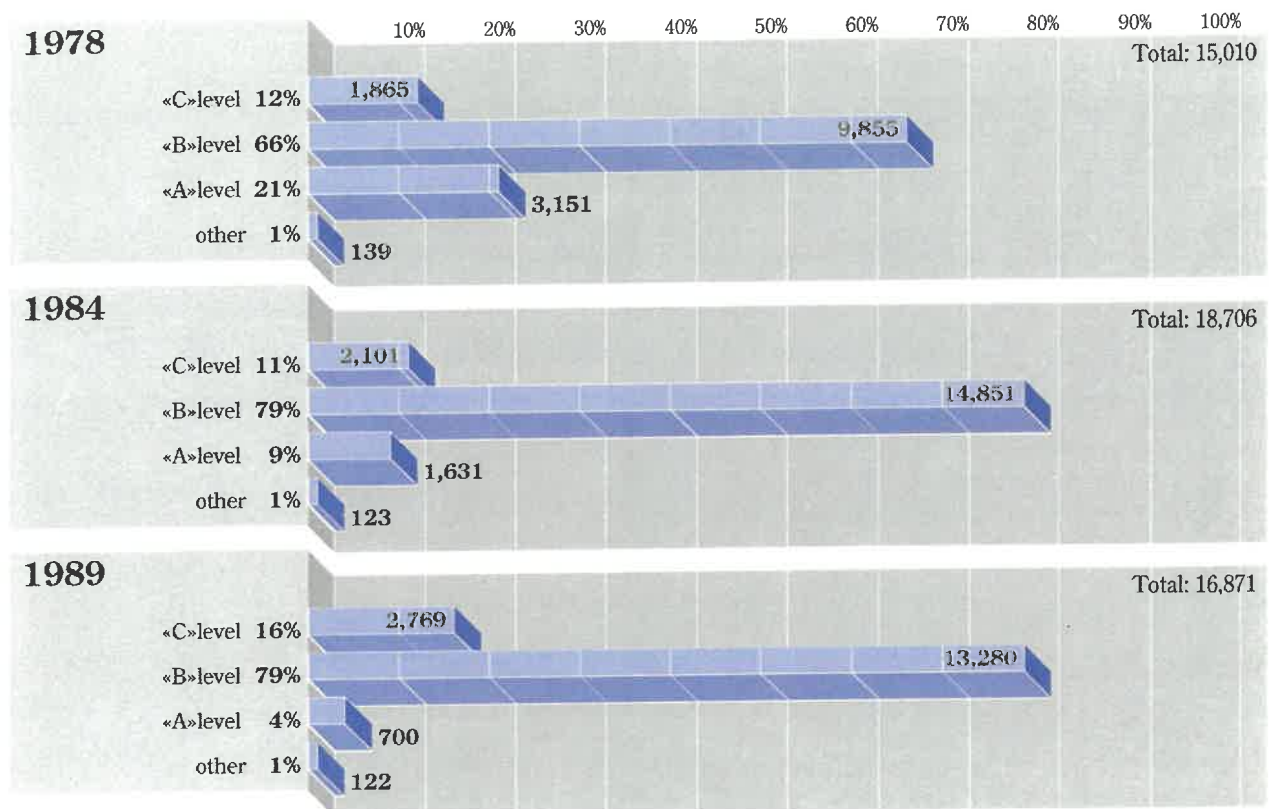


OLIS data



Table 11.

Supervision Bilingual Positions Second-Language Level Requirements

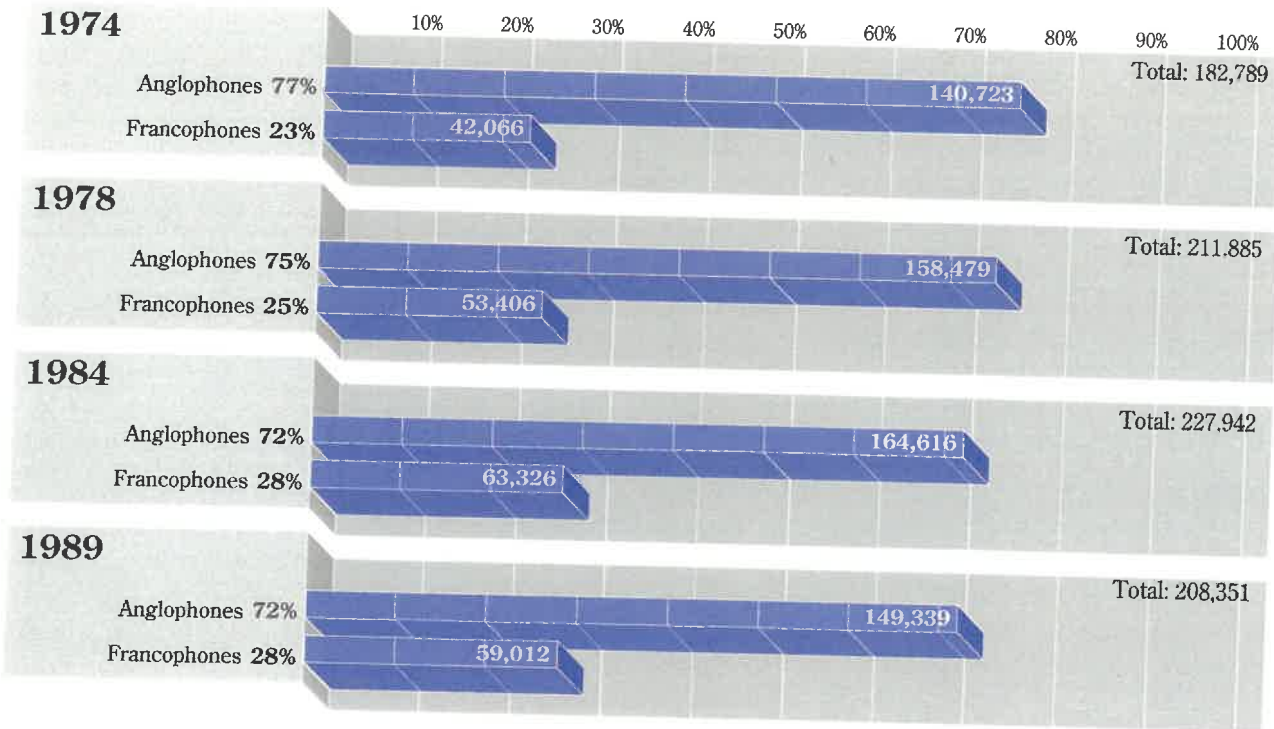


OLIS data



Table 12.

Participation of Anglophones and Francophones in the Public Service

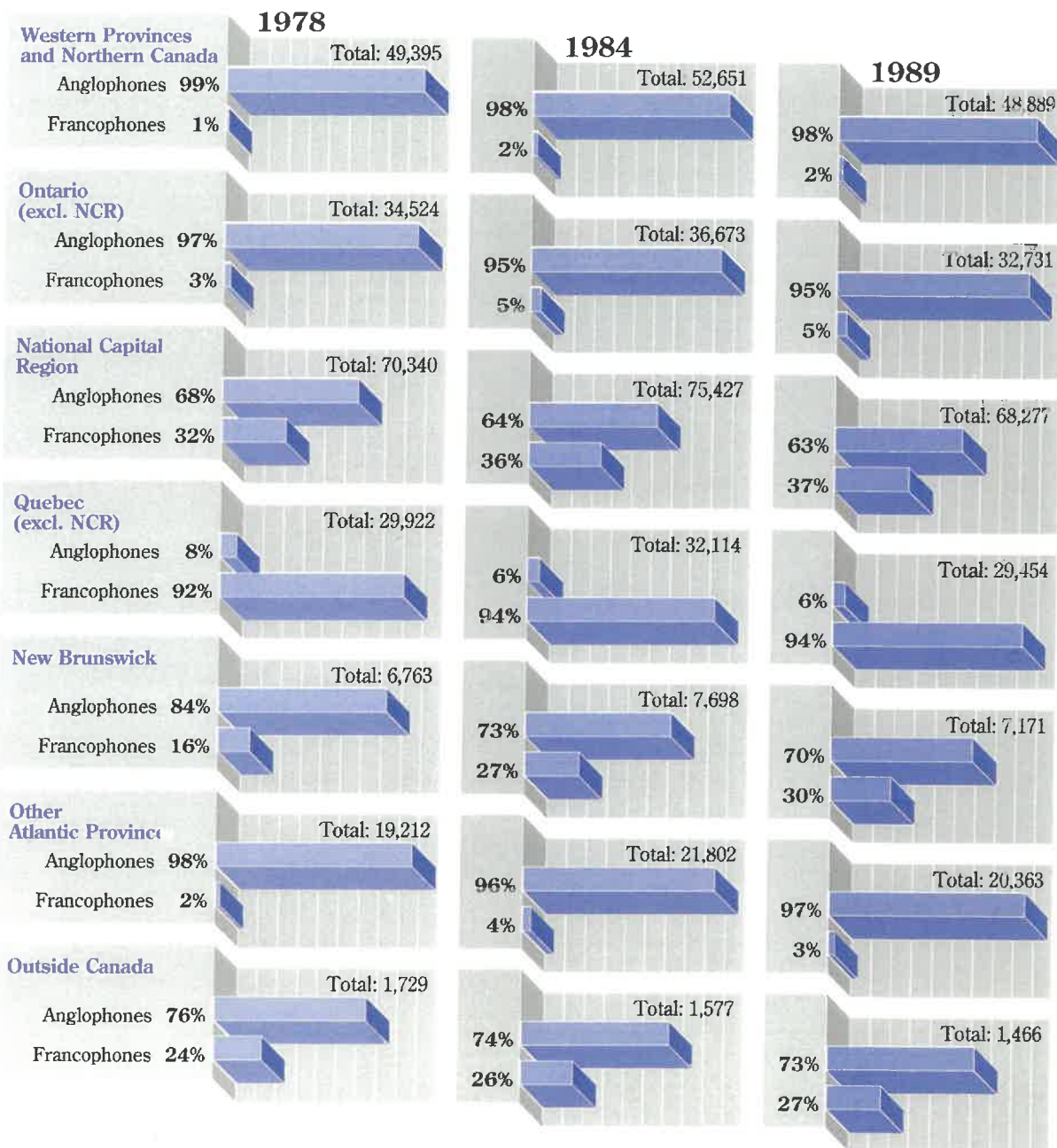


OLIS data



Table 13.

Participation by Region

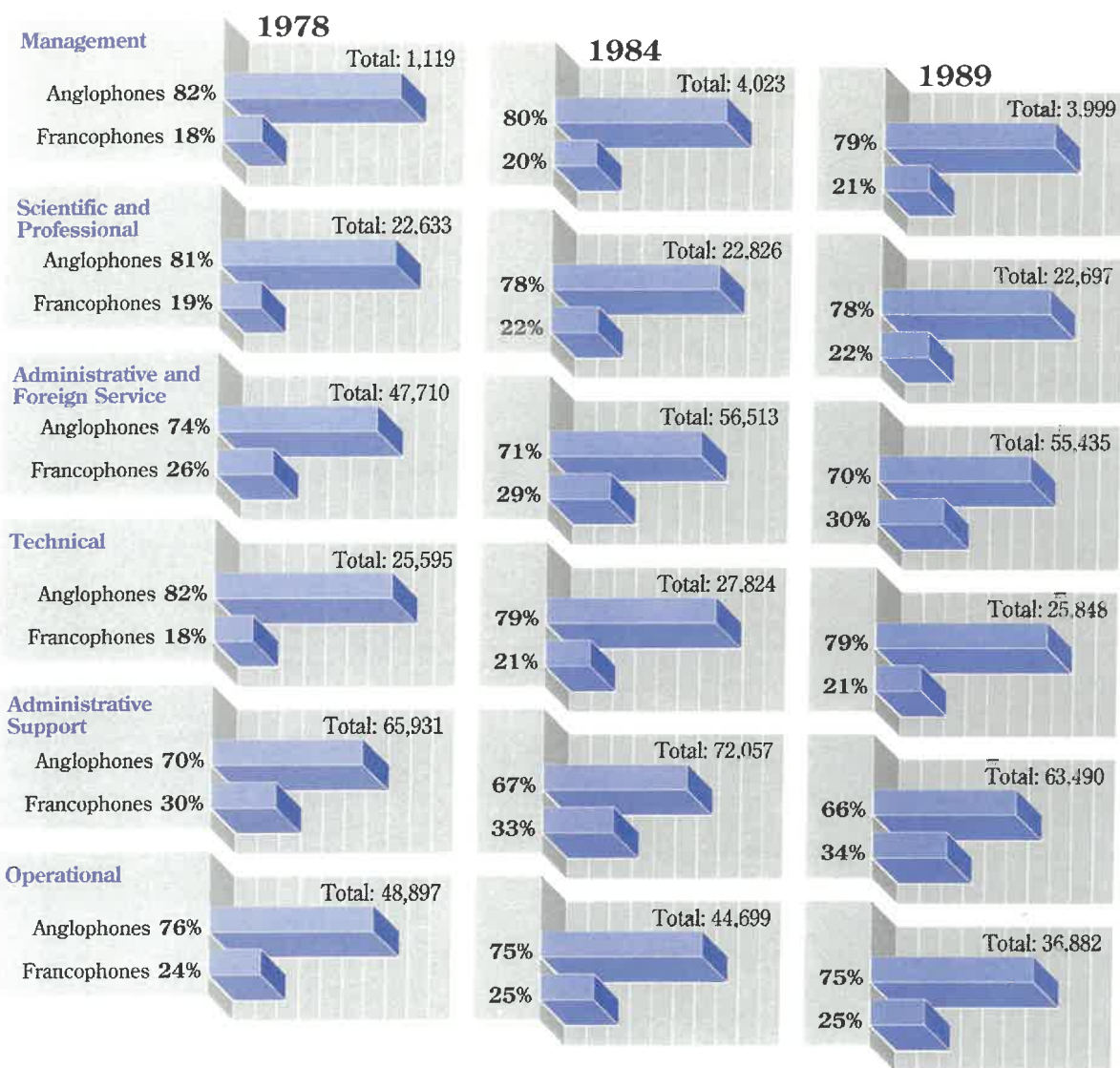


OLIS data



Table 14.

Participation by Occupational Category

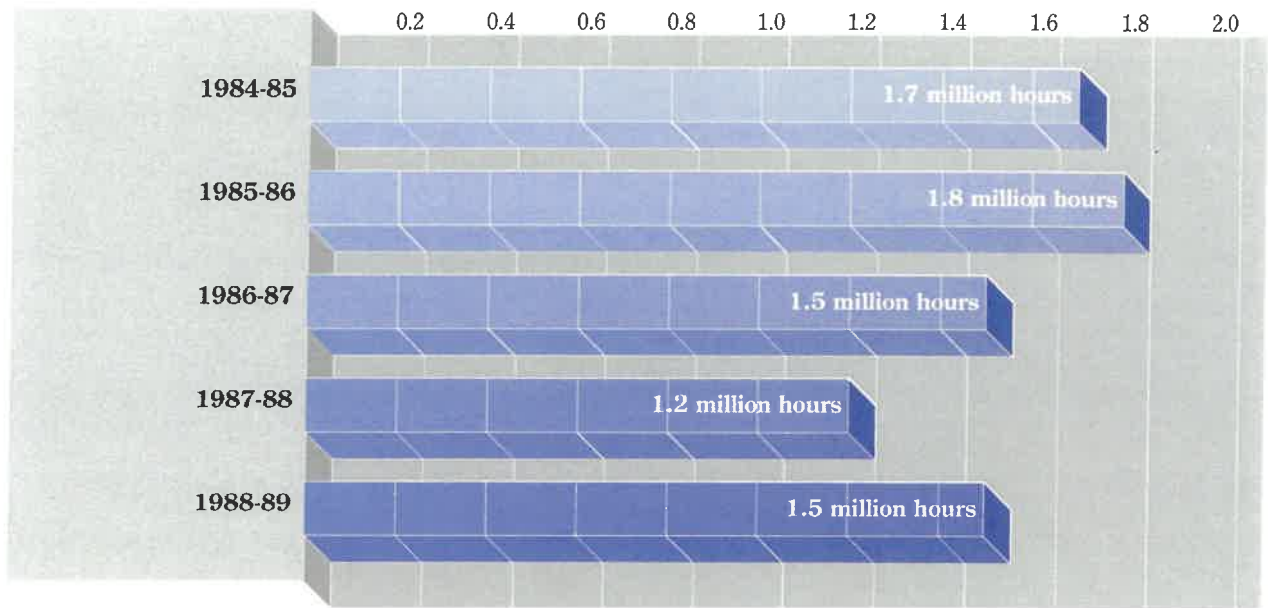


OLIS data



Table 15.

Language Training (all suppliers)

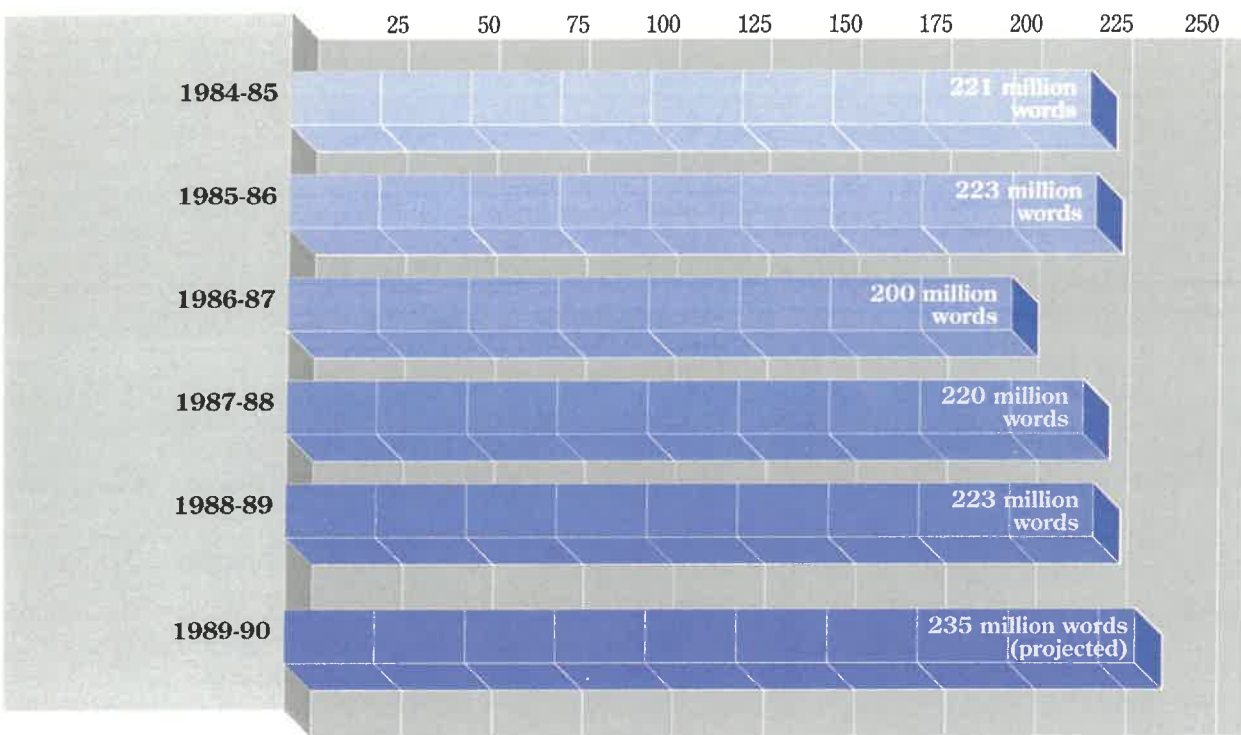


Language Training Module/Language Training System data



Table 16.

Official Languages Translation (departments and agencies)

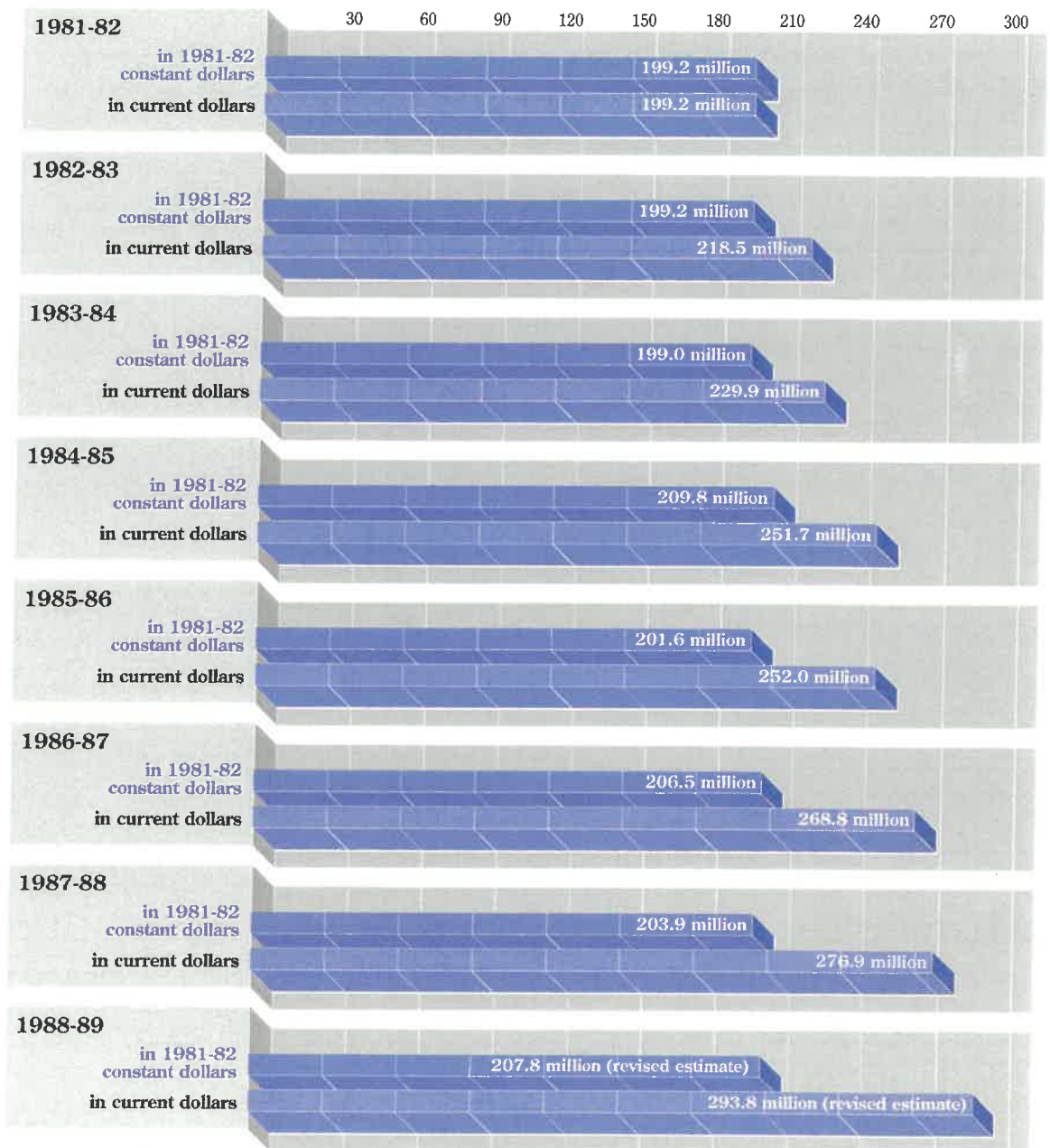


Secretary of State data



Table 17.

Official Languages Program Costs within Federal Institutions



Treasury Board Secretariat data



