



President  
of the Treasury Board

Président  
du Conseil du Trésor

# Official Languages in Federal Institutions

Annual Report 1993-1994

Canada



# **Official Languages in Federal Institutions**

**Annual Report 1993-94**

**Also available in alternative formats.**

Published by  
Planning and Communications Directorate  
Treasury Board of Canada

© Minister of Supply and Services Canada 1994

Catalogue No BT23-1/1994  
ISBN 0-662-61464-X

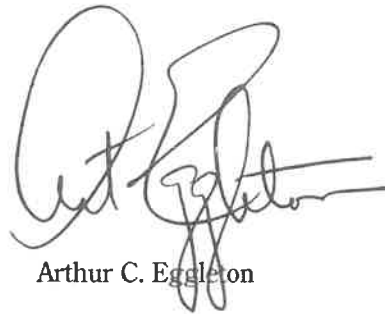


Speaker of  
the Senate

Dear Mr. Speaker:

Pursuant to section 48 of the *Official Languages Act*, I hereby submit to Parliament, through your good offices, the sixth annual report of the President of the Treasury Board covering the fiscal year 1993-94.

Yours sincerely,

A handwritten signature in black ink, appearing to read 'Arthur C. Eggleton', with a stylized flourish at the end.

Arthur C. Eggleton

President of the Treasury Board

December 1994

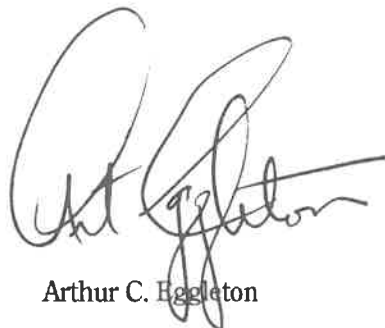


Speaker of the  
House of Commons

Dear Mr. Speaker:

Pursuant to section 48 of the *Official Languages Act*, I hereby submit to Parliament, through your good offices, the sixth annual report of the President of the Treasury Board covering the fiscal year 1993-94.

Yours sincerely,

A handwritten signature in black ink, appearing to read 'Arthur C. Eggleton', with a large, stylized initial 'A'.

Arthur C. Eggleton

President of the Treasury Board

December 1994





## Table of Contents

<b>Foreword</b>	1
<b>Introduction</b>	3
<b>Chapter 1</b>	
<b>Regulations on service to the public</b>	7
• A consistent approach	8
• Significant demand	9
• Nature of the office	9
• Services provided under contract to the travelling public	9
• Effective date of the Regulations	9
• Application	10
• Obligations of federal offices	10
<b>Chapter 2</b>	
<b>Activities of the Treasury Board</b>	11
• Regulations, policies and directives	13
– Regulations	13
– Policies	13
– Information technology	14
• Accountability framework	14
– Letters of Understanding	15
– Agreements with Crown corporations	16
• Audit and monitoring	16
• Information	17
– Keeping the public informed	17
– Keeping employees informed	18
• Support measures	18
– Language training	19
– Translation	19
– Bilingualism bonus	20
– Cost of the program	20
• Advisory committees	21
• Publications	22

---

<b>Chapter 3</b>	
<b>The situation in federal institutions</b>	23
• The Role of the Treasury Board and its Secretariat	24
– Responsibilities under the Act	24
– Evaluation instruments	24
• Trends in 1993-94	25
• Service to the public	26
• Language of work	27
• Equitable participation	28
• Conclusion	29
• <b>Statistical annex</b>	30
– Statistical tables	30
– Information sources	31
– Interpretation of the data	31
– Validity of the data	31
– Tables	32
– Technical notes and definitions	57

---

## Foreword

As President of the Treasury Board, I am pleased to submit to Parliament a report on the status of official languages programs in federal institutions, as required by the *Official Languages Act*. This report covers the period from April 1, 1993 to March 31, 1994.

This sixth annual report of the President of the Treasury Board on official languages in federal institutions shows the vitality of the program, which this year has continued to build on past achievements. Indeed, the Official Languages Program has continued to evolve and progress in the wake of changes in both the orientation and structure of governance and the changes that are reshaping our society. The program would not have adapted so easily to these changes were it not for its inherent flexibility and the vision of those who developed it.

While its structure and management have changed over the years, the Official Languages Program has always remained consistent with the fundamental principles on which the concept of linguistic duality is based:

- The principle of equality of status and equal rights and privileges of English and French as to their use in all institutions of the Parliament and Government of Canada; in other words, the equal treatment of both official languages in these institutions.
- The principle of institutional bilingualism as opposed to individual bilingualism; in other words, it is the responsibility of federal institutions, and not of each

Canadian, to be bilingual, and federal institutions are required to serve the public in the official language of its choice.

- The principle of choice for citizens, including federal employees; in other words, English-speaking and French-speaking Canadians can choose to speak one or the other language or both, and can, as set out in law, communicate with their government institutions and pursue a career in the federal public sector in the official language of their choice.

These principles reflect the language rights that our Constitution grants to Canadians and are at the very core of Canada's linguistic duality. The Canadian approach to official languages is the expression of the choices we have made about the kind of society we want to live in: guaranteeing the rights and freedoms of our citizens, and respecting the language rights and choices of Canadians.

The Canadian approach is reasonable, fair and equitable: reasonable, because it grants all Canadians the right to receive federal services in the official language of their choice, but limits the scope of these rights by stipulating that demand for these services must be significant; fair, because it gives Canadians easy, open and equal access to bilingual services and employment in federal institutions and enables virtually the entire population to receive services in the official language of their choice; equitable, because it takes into account the varying distribution and location, both of minority communities and of federal offices, and because it aims to ensure that the participation of members of both communities in federal institutions reflects their presence in the Canadian population.

Our people and our country derive their strength and their individuality by respecting our differences while at the same time building on what we have in common. Our Official Languages Program is eloquent testimony to this approach.

In the Throne Speech of January 18, 1994, the Prime Minister of Canada reiterated the government's commitment to linguistic duality, pointing out that "our cultural heritage and our official languages are at the very core of the Canadian identity and are sources of social and economic enrichment." For my part, as the Minister responsible for the general direction and co-ordination of the Official Languages Program in federal institutions, I intend to ensure that the Treasury Board contributes actively to the implementation of this program and that, in turn, federal institutions fulfil their legal obligations to all Canadians in an effective and efficient manner.

## Introduction

On September 7, 1994, we celebrated the 25th anniversary of the first *Official Languages Act*. This represents, for each of us, an opportunity not only to take stock of the program's accomplishments and of the approach Canada has taken to language management, but also to measure the scope and extent of the progress during the preceding quarter century.

In the course of these 25 years, a comprehensive legal framework has been gradually established in an orderly and consistent fashion to form the legal basis for the Canadian approach to bilingualism. Its various components complement one another and form a harmonious and coherent whole.

The basis of this framework is the 1982 *Canadian Charter of Rights and Freedoms*, which enshrines the equality of status and equal rights and privileges of English and French as to their use in federal institutions, and which guarantees the public the right to communicate with these institutions and their representatives in the language of its choice.

The present *Official Languages Act*, which Parliament adopted in 1988, incorporates and sets out in detail the linguistic rights and principles entrenched in the Charter while providing a legal basis for certain policies implemented in federal institutions since the first *Official Languages Act* passed in 1969. It clearly sets out the rights of the public and the obligations of federal institutions on the use of the two official languages.

The Official Languages Regulations, issued pursuant to the 1988 Act, define the obligations of federal institutions with respect to

the right of the public to be served in the official language of its choice by setting out the specific circumstances under which these institutions must meet their obligations and assume the responsibilities the legislation prescribes. Adopted in December 1991, the Regulations stipulate that their various provisions are to be phased in over a three-year period. On December 16, 1993, the second series of regulatory provisions came into effect. Some of these provisions concern "significant demand," which does not automatically confer the right to receive services in both official languages, but requires an assessment of the demand for services in both official languages. Other provisions concern federal offices in the Yukon Territory and the Northwest Territories.

These three pieces of legislation constitute the backbone of Canadian bilingualism, which is fleshed out and given substance by the federal Official Languages Program through its policies and guidelines flowing from legal provisions and through its support measures. In June 1993, the Treasury Board published, as part of the *Treasury Board Manual*, a volume on official languages that consolidates and updates most official languages policies and guidelines and thus is an indispensable reference tool for federal institutions.

The year 1993-94 on which I am reporting was a year of consolidation given the accomplishments that characterized it. In addition to the publication of the *Treasury Board Manual* volume on official languages and the coming into effect of a new series of regulatory provisions, noteworthy achievements include the coordination of activities for the designation of offices and services that the Regulations cover, the signing of a number of agreements on official languages with federal institutions, and the preparation of an assessment tool on employee satisfaction with language of work.

In 1994-95, the Treasury Board intends to focus on the quality of the services to the public in both official languages and use government-wide service standards that will be developed to ensure that services are of comparable quality in both official languages. The integration of official languages into the day-to-day management of federal institutions, i.e., ensuring that official languages are an integral part of current operations and that they are systematically taken into account in the daily management of programs and activities, will be another important component of the Treasury Board's activities during the next fiscal year. Among major initiatives in 1994-95 will be the publication of a list of federal offices and service points required to serve the public in both official languages and the coming into force of the final regulatory provisions on December 16, 1994, which will complete the implementation of the Official Languages Regulations. Finally, since a comprehensive legislative infrastructure will then be in force for official languages, the Treasury Board will strengthen its monitoring and control activities for implementation of the Official Languages Program in federal institutions that come under its mandate while, at the same time, providing them with advice and assistance.

The Canadian approach to official languages is characterized by: its respect for individual choices and the rights of both official language communities; its respect for individual choices by virtue of not requiring any Canadian citizen to speak or learn the other official language, but rather allowing every Canadian to be served in the official language of his or her choice by government institutions where they are required to do so; and its respect for the rights of the two official language communities by requiring federal institutions to actively offer and provide their services in both official languages wherever legislation

grants to members of Canada's two official language communities rights to be served in the language of their choice.

The commitment of the Canadian government toward linguistic duality during the past 25 years attests to the values and principles to which our country has subscribed. It has made it possible to strengthen the historic ties that bind the two official language communities together through the growing number of bridges it has created between them. The official languages legislation and program implemented to support this commitment have given English-speaking and French-speaking Canadians across Canada the right to receive the federal services they need in the official language of their choice.

to  
he  
se  
will  
of  
in-  
in-  
of  
ffi-  
ir-  
iti-  
in-  
be  
ne  
xt  
4-  
al  
ve  
ne  
ry  
ch  
ne  
y,  
'a-  
al  
ill  
vi-  
al  
as  
ne  
id  
  
n-  
or  
th  
ct  
ot  
or  
er  
ne  
v-  
e  
ie  
o  
in  
n





**Chapter 1**

**Regulations  
on service to  
the public**

The 1993-94 fiscal year can be seen as the halfway point in the process of implementing the *Official Languages (Communications with and Services to the Public) Regulations*. It marks the second and next-to-last phase before the coming into force of all of the regulatory provisions.

The Regulations are an instrument for the rigorous and concrete application of certain provisions of Part IV of the *Official Languages Act* regarding service to the public outside the National Capital Region (NCR). They specify the terms and conditions under which these provisions are to be implemented. The Regulations set out in detail the obligations of federal institutions in this regard and the specific circumstances under which they are required to actively offer bilingual services to the public. As such, the Regulations are a key component of the official languages legal framework.

### **A consistent approach**

Through their provisions, the Regulations ensure that virtually all Canadians can receive services from federal institutions in the official language of their choice. While these rules are complex, they are a result of taking into account the varying distribution not only of minority official language communities, but also of the networks of federal offices.

The Regulations provide a logical and consistent definition of significant demand that also makes it possible to take into consideration the diverse nature of minority official language communities across Canada.

The Canadian approach, as reflected in the Regulations, is fair and moderate in that it does not set out a single, universal defini-

tion of significant demand for services. Members of minority official language communities are thus able to obtain federal services in the language of their choice whether they live in large cities, small towns or rural areas.

The Canadian approach also strives to be realistic and practical, and takes into consideration the number of offices of a given institution and the kinds of services offered in regions where a minority official language community is concentrated. That is why only some of these offices are required to provide bilingual services.

This approach is also a comprehensive one. Indeed, it recognizes that demand for services may depend on factors other than demographics alone, as in airports or train stations where the travelling public must be able to be served in the official language of its choice if demand in that language warrants it. It also acknowledges that the nature of certain services, involving the health, safety and security of the public in certain sectors, dictates that they be provided in both official languages without having to take into account the particular level of demand.

In short, because it takes into account the reality and distinctiveness of the Canadian situation and because it is not based on a single, universal rule, this approach guarantees English-speaking and French-speaking Canadians fair and easy access to bilingual services from their federal institutions.

Requirements for federal offices to serve the public in both official languages under the *Official Languages (Communications with and Services to the Public) Regulations* are organized around three components:

- federal offices where there is “significant demand” for services in both official languages;
- federal offices whose “nature” makes it reasonable that services be provided in both official languages; and
- services that a third party provides under contract to the travelling public where “significant demand” exists.

### Significant demand

The provisions of the Regulations take into account Canada’s linguistic and geographic diversity and regional realities and characteristics. There are two basic types of rules for assessing significant demand for services from any federal office or facility concerned. The first, which are general in application, are based primarily on population census data and the number and proportion of the linguistic minority in a given geographic area. The second, which are more specific in application, deal with certain federal services such as at airports or border crossings, and are based on the volume of demand in cases where demographic statistics are not really relevant.

### Nature of the office

The rules regarding the nature of the office apply to certain specific services and communications that must be provided in both official languages, regardless of the actual level of demand. The relevant provisions of the Regulations cover, among other things, standardized public announcements and signage regarding the health, safety and security of the public, national parks, Canadian diplomatic missions abroad; the principal offices of federal institutions serving the public located in the Yukon Territory and the Northwest Territories, and popular events of national and international scope.

### Services provided under contract to the travelling public

The *Official Languages Act* imposes on federal institutions obligations with respect to certain commercial services that a third party provides under contract to the travelling public in federal airports, railway stations, and ferry terminals where a significant demand exists for those services. The Regulations set out the particular services that must be provided in both official languages. These services include restaurants, car rental services, foreign exchange, automated banking machines, duty-free shops and carrier services. The Regulations also stipulate how such services must be delivered.

### Effective date of the Regulations

To enable federal institutions to apply the provisions within a reasonable time and to ensure that they are able to take the necessary measures to that effect, the Regulations are being phased in over a three-year period from the date of registration:

- December 16, 1992 for the provisions relating to the “nature of the office” and “significant demand” that automatically provide for delivering services in both official languages;
- December 16, 1993 for provisions on “significant demand” that require an assessment of the demand in each official language, and those relating to the principal federal offices in the Yukon Territory and the Northwest Territories; and
- December 16, 1994 for provisions relating to maritime communications, search and rescue services and services provided under contract to the travelling public in federal facilities.

## Application

The Regulations apply to all federal institutions subject to the *Official Languages Act*, and to all other organizations, such as Air Canada<sup>1</sup> and local airport authorities<sup>2</sup>, which have official languages obligations under other federal legislation.

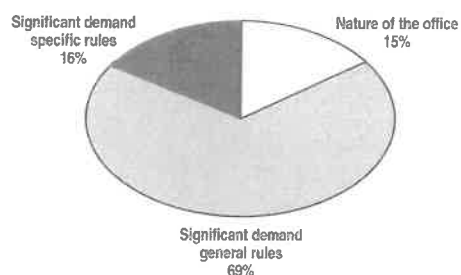
## Obligations of federal offices

On December 16, 1993, most of the provisions of the Regulations relating to significant demand and all of those dealing with the "nature of the office" were in effect. As a result, federal offices coming under these provisions are subject to these obligations. In cooperation with federal institutions, the Treasury Board Secretariat prepared a list of these offices and points of service for the information of the public. As of March 31, 1994 there were 3,926<sup>3</sup> such offices and service points.

The Graph opposite illustrates the percentage breakdown of federal offices required to provide bilingual services by type of rule

applicable. The graph shows that 69 per cent of these offices are subject to the general rules relating to significant demand and that 16 per cent are subject to the specific rules for significant demand, while 15 per cent are subject to the provisions concerning "the nature of the office." The graph also shows that the vast majority of these offices are covered by the general rules and did not need to conduct an assessment of demand for services.

**Breakdown<sup>1</sup> of bilingual federal offices and points of service in Canada by type of regulatory provisions applicable<sup>2</sup> as of March 31, 1994**



1. As a proportion of all bilingual offices in Canada.
2. Reflects the provisions of the Regulations that came into effect on December 16, 1992 and December 16, 1993.

<sup>1</sup> Under the *Air Canada Public Participation Act*

<sup>2</sup> Under the *Airport Transfer (Miscellaneous Matters) Act*.

<sup>3</sup> For the purposes of applying the Regulations, an office is not necessarily a physical location. It may be, for example, a 1-800 telephone line.

## Chapter 2

# Activities of the Treasury Board

This chapter reviews the activities that the Treasury Board and its Secretariat carried out under the Board's official languages mandate during the fiscal year beginning April 1, 1993 and ending March 31, 1994.

The Treasury Board is responsible for the general direction and coordination of federal policies and programs relating to the implementation of the provisions of the *Official Languages Act* on language of service, language of work and the equitable participation of English-speaking and French-speaking Canadians in all federal institutions, with the exception of the Senate, the House of Commons and the Library of Parliament.

To carry out the responsibilities conferred upon it by the official languages legislation, the committee of ministers that constitutes the Treasury Board relies on the Treasury Board Secretariat (TBS), and, more particularly, a TBS branch, the Official Languages and Employment Equity Branch (OLEEB). In 1993-94, this Branch, which is headed by a Deputy Secretary, had 44 full-time equivalents<sup>1</sup> to carry out its official languages activities. The Treasury Board allotted \$4.2 million to fulfilling its official languages mandate.

With respect to the official languages component, the OLEEB is responsible for developing, coordinating and disseminating federal policies and programs on service to the public, language of work and participation of Anglophones and Francophones in the federal institutions. In June 1993, following its October 1992 restructuring, the Branch focused its efforts on policy and program

development and coordination activities and transferred its audit and evaluation and system development functions to other TBS branches.<sup>2</sup> Three of the OLEEB's divisions thus shared responsibility for managing the Official Languages Program in 1993-94. A director of harmonization is responsible for establishing the program's strategic orientation, objectives and plans as well as for harmonizing the activities of the three divisions.

The **Policy Division** conceives, develops and interprets official languages regulations and policies, and develops and issues regulations, directives and guidelines that flow from these, all of which are consistent with the *Official Languages Act*. It also examines and analyses the major official languages issues, coordinates work relating to parliamentary activities and provides functional direction on audit and evaluation activities.

The **Program Division** ensures that federal institutions implement the Official Languages Program and, to this end, maintains constant contact with these institutions. In addition to negotiating agreements with federal institutions on official languages, it provides them with operational advice and support. It also analyses submissions to the Treasury Board and ensures the application of the accountability criteria and mechanisms in the context of the implementation of the Act and Regulations.

The **Consultation and Client Services Division** is responsible for ensuring ongoing communications and dialogue with the official language minority communities, with federal managers in the regions and with the other levels of government and the private sector in all provinces and territories. It carries on regional consultation and informs the public and employees

<sup>1</sup> The expression "full-time equivalent" is a unit to measure human resources use. It indicates the number of hours worked by employees during a year divided by the number of regular work hours (as defined by the relevant collective agreement) in the same year. Thus one full-time employee represents one complete full-time equivalent unit whereas a part-time equivalent used does not necessarily equal the total number of employees.

<sup>2</sup> Audit and evaluation functions were centralized in the Administrative Policy Branch and systems development functions in the Office of Information Management, Systems and Technology.

about the Official Languages Program. It also provides functional guidance on information management systems related to official languages and manages the analysis, interpretation, transmission and exchange of data.

## Regulations, policies and directives

### Regulations

As part of phasing in the *Official Languages (Communications with and Services to the Public) Regulations* over a three-year period, the Treasury Board Secretariat has continued to support federal institutions in implementing the provisions of the Regulations by publishing directives and providing advice.

The preparatory work continued in 1993-94 for the coming into force of the provisions that required an assessment of demand for services. In April 1993, the TBS asked federal institutions to assess the impact of the 1991 Census data on those offices subject to the Regulations and, if necessary, to take appropriate measures to meet their obligations.

A second directive was issued in December 1993 to remind federal institutions that, with the coming into effect of the second set of regulatory provisions on December 16, 1993, virtually all the provisions of the Regulations were now in effect. Another purpose of that directive was to make federal institutions aware of their obligations with respect to service to the public in the official language of its choice, wherever the Act or Regulations so require, particularly with regard to informing the public of the location of designated bilingual offices and points of service. Lastly, it indicated that the federal offices concerned must offer their services actively in English and in French and suggested various measures they could use to that effect.

A number of other activities were carried out during the fiscal year to assist federal institutions to implement the Regulations, notably the continuing designation of offices and points of service and the compilation of a list of these offices and service points based on data that federal institutions provided. The TBS also finalized a computerized inventory of federal offices and service points that have an obligation to serve the public in both official languages. This inventory should be used as an audit and control tool in the next fiscal year. In addition, after the second set of regulatory provisions came into effect, the TBS last January contacted all the institutions covered by the Regulations to remind them of the requirements of the Act respecting the active offer of service and the provision of services of comparable quality in both official languages.

The TBS also began informing the public of locations where services are provided in English and in French and, for that purpose, prepared inserts to be published in official language minority community newspapers in the next fiscal year. Lastly, it responded throughout the year to various requests from federal institutions for interpretation of the Regulations.

### Policies

The activity of greatest note in this area was the publication in June 1993 of a separate volume on official languages policies in the *Treasury Board Manual*. This volume, the result of extensive consultation with the various stakeholders, contains all the revised official languages policies and guidelines that came into effect on June 1, 1993.

The policies state and specify the requirements that federal institutions must meet whereas the guidelines suggest concrete measures that will assist institutions to fulfil their obligations under the legislation. At the time they were revised, the official lan-

guages policies were considerably simplified, reflecting the Public Service's new management principles, which give managers greater flexibility in exchange for greater accountability in attaining the results required.

The volume on official languages brings together in a single reference document most of the tools for managing the Official Languages Program and is thus an essential work instrument for persons responsible for official languages and personnel in federal institutions and for managers in general.

### Information technology

The Official Languages Information Network (OLIN) that the TBS introduced in September 1992 is an electronic bulletin board to which all federal institutions subject to the *Official Languages Act* are gradually being connected. The OLIN contains all the relevant official languages references, including the Act, Regulations, policies, directives and circulars, and reports and statistics.

The OLIN has been a part of an information network called ReSourceNet since the latter was introduced. It thus gives users the additional benefit of access to seven other networks and a host of information in fields such as human resources and audit.

Treasury Board Information Technology Standard Number 5, the Government of Canada keyboard standard for computer hardware, which came into effect on January 1, 1993, has helped institutions to meet the *Official Languages Act* requirement that regularly and widely used automated systems available to employees be usable in both official languages. For purposes of rationalization and economy, institutions have agreed to install bilingual keyboards and use coded characters in accordance with Standard Number 5 as they

renew their computer inventories. The TBS advised federal institutions on this aspect and monitored their computerization projects in 1993-94.

### Accountability framework

Under the *Official Languages Act* the Treasury Board is responsible for evaluating the efficiency and effectiveness of official languages policies and programs and for ensuring that federal institutions comply with the policies and directives that are in effect and fulfil their obligations under the Act and Regulations. In other words, each institution is responsible for implementing the Official Languages Program in its own organization and for reporting to the Treasury Board on its performance.

To help the Treasury Board carry out this mission, its Secretariat coordinates the introduction of program evaluation mechanisms, in particular by evaluating and auditing specific official languages aspects and reviewing internal audits and evaluations that institutions have carried out.

In 1993, the TBS undertook to streamline the official languages planning and control framework with a view to placing greater emphasis on accountability and results. The result was a revised accountability framework in which certain fundamental elements were redefined on the basis of these criteria. This accountability framework focuses on the three program components – service to the public, language of work and equitable participation – and includes the results to be achieved in each area, the indicators used to measure these results and the sources of information for these indicators. It differs from the old system in that results, rather than the means to achieve them and the infrastructure to be put in place, form its central core.



The accountability framework includes a number of accountability instruments such as Official Languages Letters of Understanding for departments and agencies, and Agreements for Crown corporations, Annual Management Reports and the Shared Management Agenda.

The **Official Languages Letter of Understanding** (LOU) is an agreement reached between a federal institution and the Treasury Board that provides an up-to-date picture of the Official Languages Program in the institution signing the letter and establishes priorities and anticipated results for a given period of one to three years. It provides for the filing of an **Annual Management Report** (AMR) in which the deputy head reports to the TBS on the status of commitments made under the LOU.

While the AMR specifically concerns official languages, the **Shared Management Agenda** (SMA) addresses various aspects of a federal institution's performance and many strategic objectives. This is also an agreement reached between the federal institution's deputy head and the Secretary of the Treasury Board that may also include elements related to official languages. In this case, the SMA is based on the information contained in the LOU and AMR, in internal audits and their follow-ups, and in evaluations as well as issues of particular concern.

Finally, the Treasury Board also relies on the support of various committees of deputy ministers and assistant deputy ministers who discuss official languages issues of common and general interest at formal and informal meetings.

The structure of this accountability framework makes it possible to concentrate on the results of the program's implementation and to define respective responsibilities clearly, while ensuring that discussion and communications between the Treasury Board and federal institutions are ongoing.

## Letters of Understanding

The Official Languages Letter of Understanding (LOU) is an essential part of official languages management and its accountability framework. The LOU describes the official languages situation in the institution concerned and identifies the points on which it has agreed to take action during the term of the Letter of Understanding. It also defines the priorities, anticipated results, performance indicators, timetables and manner in which results will be measured for each of the three major components of the Official Languages Program.

Each year, the institution's deputy head reports on progress made on the Letter of Understanding in the Annual Management Report that he or she submits to the Treasury Board Secretariat. This report makes it possible for the Secretariat to monitor commitments made as well as pinpoint problem areas and propose measures for resolving them satisfactorily. It focuses more specifically on the achievement of the results agreed upon for the fiscal year considered. As a result of this report and the ongoing communications between the institution and the TBS, it is possible to update the Letter of Understanding and evaluate the institution's official languages situation while solving potential problems.

Upon expiry of the initial Letter of Understanding and after a comprehensive evaluation of the official languages situation, the institution negotiates a new Letter of Understanding, LOU II, with the TBS. This agreement focuses on maintaining past improvements and on making future improvements. An exemption from establishing a second agreement may be granted in exceptional cases where the institution is able to demonstrate particularly satisfactory performance and prove it is meeting all program objectives. However, this exemption does not release the institution

from the obligation to submit an annual report establishing that the continuation of the exemption is justified.

To lessen the administrative burden on small institutions, the OLEEB recently introduced the concept of a simplified Agreement. This initiative, which the deputy heads of the institutions concerned received favourably, is intended solely for those agencies with fewer than 100 employees that have achieved good official languages performance.

Since the inception of the Letter of Understanding negotiation process and the signing of the first LOU in 1989, 85 Letters of Understanding and simplified Agreements have been signed. Furthermore, three institutions whose initial Letter of Understanding expired have signed an LOU II: the Office of the Secretary to the Governor General, the Correctional Service of Canada and the Treasury Board Secretariat. To date, only one institution, the Public Service Commission, has been exempted from signing a Letter of Understanding because of the quality of its performance. For various reasons related notably to the government restructuring, some 10 departments and agencies have not yet signed an initial Letter of Understanding.

### **Agreements with Crown corporations**

For Crown corporations the Agreements are the counterpart of the Official Languages Letters of Understanding. As such, they are a key part of the program management in these corporations.

In 1993-94, the Treasury Board approved two new Agreements with Crown corporations: the Port of Vancouver Corporation and Port of Montreal Corporation. In addition, simplified Agreements were signed with nine other Crown corporations: Canada Lands Company (Le Vieux-Port

de Montréal) Limited, Canada Deposit Insurance Corporation, Atlantic Pilotage Authority, Great Lakes Pilotage Authority Limited, Halifax Port Corporation, St. John's Port Corporation (Newfoundland), Saint John Port Corporation (New Brunswick), Quebec Port Corporation and the Standards Council of Canada.

As of March 31, 1994, some 15 regular and simplified Agreements had been signed with Crown corporations required to implement the Official Languages Program. Negotiations for signing other Agreements are continuing in 1994-95.

### **Audit and monitoring**

Under the *Official Languages Act*, the Treasury Board is responsible for ensuring that the federal institutions comply with official languages policies, directives and regulations and for evaluating the effectiveness of official languages policies and programs. To do so, the Treasury Board may conduct the audits, evaluations and monitoring that it deems necessary, provide guidelines and advice for audits of institutions or rely on audits that the institutions conduct themselves. In this respect, audits are one component of the official languages accountability framework.

As a result of the restructuring of the Official Languages and Employment Equity Branch, the audit and evaluation functions that the Branch previously performed were centralized and transferred to the Administrative Policy Branch in June 1993.

The Treasury Board Secretariat continues to strengthen its collaboration with the internal audit community in departments and agencies. One of its ongoing activities is the inclusion of official languages audit proposals in the government's annual internal audit plans so that the government's priorities and issues of interest in official languages are better known.

Federal institutions conducted a certain number of internal audits in 1993-94. Some focused exclusively on official languages while others focused on official languages as part of comprehensive audits. These audits concentrated almost exclusively on points for improvement and contained recommendations to which managers in the institution concerned subscribed. In recent years, areas where specific problems have been identified in the audits conducted by the departments and agencies have included, for example, active offer, automated systems and communications. These problems have also been identified through the standard follow-up and monitoring activities that the OLEEB regularly carries out in federal institutions. In general, audits are not conducted annually and the same areas of interest are subject to follow-up only when problems have been identified and require corrective measures. Federal institutions concentrate their program and operational audits on a priority basis in key or high-risk areas. It should be noted that the government restructuring that took place in 1993-94 somewhat altered the audit plans of the institutions affected, which in some instances had to defer planned audits.

On the whole, the audits and regular monitoring activities tend to show that problems are minor and not widespread. During the next fiscal year, the TBS intends to continue its detailed analysis of institutions' audit reports respecting official languages.

The TBS, more particularly the OLEEB, supplements these activities by monitoring and analysing audit findings with the institutions concerned, by maintaining close communications with those responsible for official languages and by making regular visits to the regions. Throughout the year, Branch officers provided federal institutions with advice, orientation and recommendations, and suggested solutions to problems. The Letters of Understanding and Annual

Management Reports prepared as part of monitoring of the Letters of Understanding and Agreements are one of the TBS's major monitoring mechanisms in official languages. In the coming year, the TBS proposes to take an even more proactive and systematic approach to monitoring the various aspects of official languages in departments, agencies and Crown corporations.

## Information

As part of its mandate under the *Official Languages Act*, the Treasury Board is responsible for providing information to the public and to the officers and employees of federal institutions relating to the policies and programs respecting service to the public, language of work and equitable participation. As this activity is essential to the success of the Official Languages Program, the Treasury Board Secretariat devotes a great deal of effort to it. In 1993-94, the TBS thus continued to maintain effective and ongoing communication networks with the official language minority communities and the officers and employees of federal institutions.

## Keeping the public informed

The Treasury Board Secretariat regularly meets with and consults the official language minority communities and attends the annual general meetings of their provincial, territorial and national associations. This part of the TBS's activities enables it to help provide better service to the public and to ensure that the various components of the Official Languages Program respond to the needs and concerns of Canadians of both language groups. In 1993-94, the TBS held a number of meetings that included Nova Scotia, Manitoba, Alberta, Saskatchewan, British Columbia, the Yukon Territory and the Northwest Territories to facilitate and

strengthen communications between official language minority associations and federal institutions.

As part of its day-to-day activities, the TBS answered requests for information from primary and secondary schools and individuals in order to provide a clear and precise explanation of the scope and impact of the *Official Languages Act* and Regulations.

### **Keeping employees informed**

Informing employees about their obligations and the public's rights is another important component of the Treasury Board Secretariat's communications activities. The employees of the Official Languages and Employment Equity Branch continued to collaborate closely with the federal institutions that provide services to the public in the regions. Various meetings were organized in Halifax, Moncton, Sudbury, Winnipeg, Regina, Saskatoon, Calgary, Edmonton, Vancouver, Victoria, Yellowknife and Whitehorse with managers and persons responsible for official languages.

The TBS introduced a new process for consulting employees and managers on language of work in the bilingual regions, notably in Sudbury, Ontario. This exercise is intended to gather comments and opinions with a view to developing innovative and effective approaches that would enhance the creation of work environments conducive to the use of both official languages.

The "Orientation to Official Languages" course continued to be very successful and to meet the information needs of participants. The four-day course, which was offered with the collaboration of Training and Development Canada, is now part of the Public Service Commission's regular training program. Its goal is to describe the

purpose of the *Official Languages Act*, to define the underlying principles of linguistic equality and the approach Canada has adopted and to provide a picture of the Official Languages Program's organization, while making participants aware of the rights of the public and of employees and of the obligations of institutions and their managers. The course was given on five occasions in 1993-94: twice in French in the National Capital Region (NCR) and three times in English (twice in the NCR and once in Jasper).

Given the success of this effort last year, the official languages network held two new theme days in 1993-94. These sessions, which were intended for the persons responsible for official languages in federal institutions, enabled them to discuss topics of common interest. The first theme day, which some 200 persons attended, was held in May 1993 and gave participants the opportunity to explore the issue of consultation and official languages. The second, which was held in February 1994 on the theme of change within the Public Service, received an excellent reception. Some 200 persons attended and discussed the impact of this topical issue on official languages.

### **Support measures**

Federal institutions have various support measures and mechanisms to help them ensure that the Official Languages Program is implemented effectively and efficiently. Two of these mechanisms, language training and translation, which are in part centrally managed by common service agencies, directly help federal institutions meet their obligations. The third, the bilingualism bonus, is managed by the institutions themselves in accordance with the terms and conditions that the Treasury Board has set out.

## Language training

Second-language training remains an important support measure for achieving the objectives of the Official Languages Program in federal institutions. Its purpose is to provide employees of federal institutions with access to language training that enables them to meet the language requirements of designated bilingual positions and thus to provide service to the public and to employees or to manage employees in both official languages, where the legislation so requires.

Federal institutions may obtain the language training services that they need from Language Training Canada or from accredited suppliers listed in an inventory kept by Public Works and Government Services Canada.<sup>3</sup> The Public Service Commission has special funds to provide, free of charge, the language training federal institutions need to meet their statutory requirements and the government's general official languages needs. However, federal institutions must pay the cost of all other language training they may require. In 1993-94, some 1.8 million language training hours were given to meet the needs of federal institutions subject to the *Official Languages Act* and their employees (Table 22).

In August 1993, the Treasury Board Secretariat wrote to federal institutions informing them that, pursuant to the amendments made under the *Public Service Reform Act* on deployments, deputy heads are responsible for making all operational decisions regarding official languages in accordance with Treasury Board parameters, thus ensuring bilingual service to the public and fostering the development of work environments conducive to the use of both official languages.

<sup>3</sup> The new name of the former Department of Supply and Services following the government restructuring of June 1993.

## Translation

Translation is one way to provide the public with the information it needs in the official language of its choice and to supply employees with the documents they require to perform their duties. It is important to note that institutions must choose the most effective and efficient method of production, given the purpose of, and the audience for, the document in the other official language.

Federal institutions deal with the Translation Bureau<sup>4</sup> to obtain the translation services they need. The Bureau provides these services at no cost out of the resources allocated to it for this purpose. In 1993-94, the Bureau translated some 256 million words compared to 258 million in the previous year.

This year, the Treasury Board Secretariat continued to collaborate with the Translation Bureau and federal institutions to ensure that the services provided enabled institutions to meet their obligations under the *Official Languages Act* and Regulations.

Following the translation program evaluation conducted for the Department of the Secretary of State in 1992-93, the Treasury Board approved in April 1993 a proposal designed to make the Translation Bureau's services optional by April 1, 1995 and to transfer, by that date, the funds needed by federal institutions served by the Bureau to meet their translation needs. In the first part of this initiative, the Translation Bureau is to become a special operating agency or SOA<sup>5</sup> operating on a cost recov-

<sup>4</sup> In the wake of the government restructuring of June 1993, the Translation Bureau is now part of the Department of Public Works and Government Services.

<sup>5</sup> The concept of special operating agencies (SOA) is intended to promote efficiency in delivering services and is based on service to the client. Special operating agencies enjoy greater administrative independence and, in return, undertake to achieve clearly established performance levels.

ery basis, which will give federal institutions the choice of calling upon either the Bureau or private sector suppliers to meet their translation needs. The purpose of the second part of the initiative is to give federal institutions the financial flexibility they require to manage their translation needs.

### **Bilingualism bonus**

The bilingualism bonus is designed to encourage federal employees to learn and use the other official language. However, it is paid only to employees who occupy designated bilingual positions and who continue to meet the language requirements of their positions. Members of the Executive Group and certain other groups, such as translators, are not entitled to the bonus.

As of March 31, 1994, 62,168 federal employees were receiving the \$800 a year bilingualism bonus. The total cost of the bonus paid to the employees of departments and agencies for which Treasury Board is the employer was \$50.9 million in 1993-94. In April 1993, the Treasury Board Secretariat clarified the impact that the changes the Public Service Commission introduced as of April 1, 1993 to the validity period for results of the Second Language Evaluation (SLE) tests will have on the process of confirming the bonus. The bonus confirmation process has, for all intents and purposes, been eliminated given that the validity period for results on SLE tests was increased from five years to an indeterminate period of time for employees staying in their positions, thus reducing the burden of administering the bonus. As a result of these changes, the bonus will continue to be paid as long as employees remain in the same positions and the language requirements of these positions are not raised. It is important to note that managers are required to ensure that employees receiving the bonus maintain their second language skills.

In August 1993, the TBS notified all deputy heads, agency heads and chief executive officers of federal institutions concerned that they were responsible for ensuring that the bilingualism bonus is now paid to persons who are employed on a term basis for three months or more and who meet the language requirements of their bilingual positions. This measure was pursuant to amendments to the definition of "employee" in the *Public Service Reform Act*, according to which, since June 1993, the term "employee" also applies to persons employed for a term of three months or more.

On March 10, 1994, the Federal Court of Appeal rendered its decision in the Gingras case affirming the right of members of the Royal Canadian Mounted Police to receive the bilingualism bonus.

### **Cost of the program**

In 1993-94, the cost of the Official Languages Program in departments, agencies, Crown corporations, institutions of Parliament and the Canadian Armed Forces was \$282.0 million, compared to \$296.5 million in the previous year, a decrease of \$14.5 million or about five per cent (Tables 24 and 25). In terms of constant 1981-82 dollars, the reduction was actually greater, exceeding six per cent.

As shown in Table 24, the cost of the program in current dollars increased regularly until 1990-91, but then began a downward trend. In constant 1981-82 dollars, program costs remained relatively stable until 1990-91 and have since tended downward. The decrease since the start of this decade is likely due to the program reaching a level of maturity and being streamlined.

Table 25 shows the breakdown of direct program costs in 1993-94, which include administration, translation, language training and the bilingualism bonus. These

are the clearly identifiable and significant costs directly attributable to program implementation.

The reduction in the cost of the program in 1993-94 is mainly attributable to: the termination in March 1993 of the financial assistance to the Crown corporations program as part of the implementation of the provisions of the *Official Languages Act* with respect to language of work; and to a decline in the cost of translation, language training and administration.

As to translation, the cost reduction resulted in large part from a three per cent cut in the Translation Bureau's budget in 1993-94. In the case of language training, as Table 22 shows, the number of training hours was reduced, thereby cutting expenses under this program support measure. This reduction likely stems directly from downsizing in institutions and a decline in staffing actions.

The cost increase of the bilingualism bonus is attributable partly to changes in institutional status and partly to an increase in the number of offices that were designated bilingual for service to the public in some institutions, and consequently to an increase in the number of bilingual positions. Changes to the definition of employee resulting in the bonus being paid to persons employed for a term of three months or more also contributed to the increases in the cost of the bonus in 1993-94.

Program administration and implementation cost \$7.3 million less, which is in part due to budget cuts and restructuring in institutions. The change in administration and implementation costs in departments and agencies, and in Crown corporations, parliamentary institutions, Canadian Forces and other departments and agencies compared with last year is mainly the result of changes in the method of accounting and reporting on personnel.

## Advisory committees

To help it carry out its official languages mandate, the Treasury Board Secretariat relies on the support and advice of various advisory committees, including the Departments and Agencies Advisory Committee on Official Languages and the Crown Corporations Advisory Committee.

The **Departments and Agencies Advisory Committee on Official Languages** is composed of representatives of some 12 departments and agencies and meets on average once every two months to discuss issues pertaining to the implementation of the Official Languages Program. The main points that the Committee considered during the past year included the coming into force of the second set of regulatory provisions, the proposed official languages component of the policy on contracting, the impact of government restructuring on the program, the simplification of information systems and language training of members of the Executive Group. Various special subcommittees were responsible for exploring certain questions, including departmental information systems and the requirements of departments.

The **Crown Corporations Advisory Committee** includes all Crown corporations. In particular, its mandate is to promote consultation on policy development and the implementation of the Official Languages Program. In this respect, it is an important forum for discussion for the corporations. In 1993-94, the major themes that the Committee addressed included implementation of the Official Languages Regulations, monitoring the Crown corporations' financial assistance program and a project to develop a language of work questionnaire.

## Publications

In March 1994, the Treasury Board Secretariat reissued two of its publications in response to demand by employees and the public. The first, entitled *Service to the public – Getting on Board/Le service au public, moi je m'embarque!*, is a folder on the active offer of service in both official languages. The second publication is a synoptic table of the main provisions of the Official Languages Regulations.

Towards the end of the year, the OLEEB distributed a *Quick Reference Card* for the users of its Official Languages Information Network on the various functions of ResSourceNet, the system that combines the Treasury Board Secretariat's eight information networks, including OLIN. This reference card, which is intended to help users navigate through the system and networks, describes the system's main functions, including text searches, document searches and electronic mail.



**Chapter 3**

**The situation  
in federal  
institutions**

The *Official Languages Act* requires the President of the Treasury Board to report on the status of official languages programs in federal institutions. This chapter provides an overview for 1993-94 of the official languages situation in federal institutions with regard to service to the public, language of work and equitable participation. The tables in the Appendix provide more details on each of these program components.

## The role of the Treasury Board and its Secretariat

The *Official Languages Act* assigns a specific mandate to the Treasury Board in the area of official languages, namely, responsibility for the general direction and coordination of federal policies and programs relating to service to the public, language of work and equitable participation in federal institutions.<sup>1</sup>

### Responsibilities under the Act

In accordance with this mandate, the Treasury Board must, among other things, ensure that federal institutions are meeting their official languages obligations, must evaluate the effectiveness of programs and policies, and must report to Parliament on the status of official languages in federal institutions. The Treasury Board therefore plays a key role in managing the Official Languages Program. Assisting it to carry out this mandate are the Treasury Board Secretariat (TBS), and, more specifically, the TBS's Official Languages and Employment Equity Branch.

<sup>1</sup> The Treasury Board's responsibilities encompass all federal institutions, as well as other organizations such as Air Canada and local airport authorities, that have official languages obligations under the terms of other federal legislation. Although they have obligations under the Act, the parliamentary institutions, namely the Senate, the House of Commons and the Library of Parliament, do not come under the Board's jurisdiction.

### Evaluation instruments

While the President of the Treasury Board is required to report on the application of the parts of the *Official Languages Act* that relate to service to the public, language of work and equitable participation, federal institutions are responsible for implementing these three program components within their own organizations and for reporting to the TBS annually on the status of implementation.

The TBS evaluates the effectiveness of the program in the federal institutions concerned, specifically in terms of service to the public, language of work and equitable participation, to provide an actual picture of the official languages situation and institutional bilingualism. For this purpose, the TBS uses a variety of evaluation instruments, the most important of which are described below.

- **The Official Languages Information System (OLIS):** As its name suggests, OLIS compiles essentially quantitative data on various aspects of official languages. It develops a relatively accurate picture of the official languages situation in a given institution or in federal institutions as a whole from the information that federal institutions supply, for example, on bilingual positions, language requirements and the language proficiency of incumbents. Most of the data in the tables in the Appendix come from OLIS.
- **The Annual Management Reports produced pursuant to Letters of Understanding between federal departments and agencies and the Treasury Board and pursuant to Agreements between Crown corporations and the Treasury Board:** As mentioned in the preceding chapter, these reports describe the progress made during the year, any necessary

corrective action taken and the activities carried out under the terms of the Letters of Understanding or Agreements. On the basis of these reports, the findings of internal audit reports and special studies carried out from time to time, and reports of the Public Service Commission and the Office of the Commissioner of Official Languages, the Treasury Board can determine the extent to which each institution is complying with the provisions of the Act and Regulations and is fulfilling its commitments.

- **Consultations with senior officials and with the persons responsible for official languages in federal institutions:** Such consultations make it possible not only to monitor the application of the Regulations and policies, but also to improve program management and to take into account the concerns and suggestions of managers. Bolstering these consultations is the Official Languages Information Network (OLIN), a key mechanism that facilitates the exchange of information and dialogue within the federal official languages community.

### Trends in 1993-94

The official languages situation in federal institutions in 1993-94 is satisfactory, with progress continuing to be made on several fronts. The coming into force of the regulatory provisions has strengthened and consolidated the program infrastructure, and federal institutions have generally put into place the measures and mechanisms required to meet their obligations.

In the Public Service, the number of bilingual positions remained virtually unchanged from the previous year, both in absolute terms and as a proportion of all positions (Table 1). The main variations were in the regional distribution of bilingual positions,

notably in Northern and Western Canada, the National Capital Region (NCR), and Quebec. The pool of bilingual employees, one indicator of the bilingual capacity of federal institutions as a whole, continues to be large; as of March 31, 1994 it was 15 per cent higher than the number of positions requiring the use of both official languages (Table 2). In this regard, we should point out that the vast majority (nearly 90 per cent) of those comprising this pool of bilingual employees had a second-language proficiency level ranging from intermediate to superior.

There were some minor changes from the previous year in the regional distribution of bilingual positions in certain areas (Table 3). The main change was in Quebec (excluding the NCR), where the proportion of bilingual positions fell from 54 per cent in 1992-93 to 52 per cent in 1993-94, while the total number of positions increased by nearly four per cent during the same period. In Northern and Western Canada, the number of bilingual positions increased in both absolute and relative terms, from 1,733 or three per cent of the total number of positions to 1,828 or four per cent of the total number of positions in this region. The other changes occurred in the NCR and outside Canada where increases of one per cent and three per cent respectively were reported. It should be pointed out, however, that in positions outside Canada the change is based on the linguistic proficiency of the incumbents rather than the positions because the language requirements of these positions are determined on the basis of the incumbents' second-language proficiency level.

The linguistic status of the incumbents of bilingual positions in the Public Service continued to improve, with 90 per cent of the incumbents meeting the language requirements of their bilingual positions compared to 88 per cent the previous year

(Table 4). Also noteworthy is that the number and percentage of incumbents of bilingual positions exempted from meeting the language requirements of their positions continued to decline, mainly as a result of the decrease in the number of employees granted an exemption for reasons of age and length of service. In addition, the number of employees who have not yet met the language requirements of their bilingual positions continued its downward trend, falling nearly 20 per cent in two years.

In terms of the three components of the Official Languages Program, namely service to the public, language of work and equitable participation, Public Service-wide improvements occurred in the first two. In fact, the number of incumbents of bilingual positions involving service to the public, internal services and supervision who met the language requirements of their bilingual positions continued to increase in both absolute and relative terms. Equitable participation in the Public Service as a whole remained stable.

In Crown corporations, the Canadian Forces, the Royal Canadian Mounted Police and in agencies for which the Treasury Board is not the employer, participation rates also remained stable at levels that are satisfactory and comparable to those indicated for the Public Service. The RCMP had an overall participation rate of 19 per cent for Francophones. This is mainly because more than half of its members are stationed in Northern and Western Canada (Table 18).

### **Service to the public**

As of March 31, 1994, most of the provisions of the Official Languages Regulations relating to significant demand and all those dealing with the nature of the office were in effect and the offices of federal institutions

subject to official languages legislation had generally taken the measures necessary to comply with these provisions.

In the Public Service, 90 per cent of the incumbents of bilingual positions involving service to the public (i.e., 38,646 of the 42,814 employees performing such duties) met the language requirements of their positions. This represents an improvement in both percentage and absolute terms over 1992-93.

This progress is particularly significant since more than 95 per cent of these positions required a second-language proficiency level ranging from intermediate to superior (Table 7). More specifically, the number of bilingual positions requiring superior linguistic proficiency increased by nearly 18 per cent in two years, while the number of bilingual positions requiring intermediate or minimum proficiency continued to decline in both absolute and relative terms during the same period.

Departments, agencies and Crown corporations have all undertaken a number of initiatives to ensure that they are able to offer Canadians services in the official language of their choice. Among the noteworthy examples are the setting up of language training courses – for example, for telephone reception – and the publication by some institutions of a list of offices required to serve the public in both official languages. One federal-provincial initiative that is likely to be repeated in other parts of the country was the creation of a Canada-British Columbia Business Service Centre in Vancouver. What makes this initiative particularly noteworthy is that it involves a joint effort by both levels of government and takes the official languages dimension into account.

Another project worth mentioning is the one launched by a federal institution in the eastern part of the country, which allowed

some of its employees to take full-time second language courses during the season of maritime inactivity. The pilot project, which required the cooperation of the unions, Canada Employment Centres and official language minority associations in the region, has permitted the institution to better serve the public in the official language of its choice.

### Language of work

The *Official Languages Act* stipulates that, in the National Capital Region and in regions designated bilingual for the purposes of language of work, work environments must be conducive to the effective use of both official languages and enable employees to use the language of their choice. This means that in these regions: regularly and widely used work instruments, personal and central services, must be available in both official languages; employees must be supervised in both official languages where it is necessary to do so; senior management must have the capacity to function in both official languages; and employees can use regularly and widely used automated systems for processing and communicating data in both official languages.

The Act also stipulates that elsewhere in Canada the treatment of official languages should be comparable from one unilingual region to another, i.e., that a federal institution with offices in various regions must ensure that it treats its Anglophone employees in a region where French is predominant in the same way as its Francophone employees in a region where English is predominant.

Although the situation is not ideal everywhere, on the whole definite progress continues to be made. For instance, the number of incumbents of bilingual positions responsible for providing internal services

(i.e., personal services such as pay and central services such as libraries) who meet the language requirements of their positions has increased in real and relative terms (Table 8). At the same time, the number of employees exempted from meeting the requirements of their bilingual positions and the number of employees who have not yet met them have continued to decrease. These now represent only 11.5 per cent of all incumbents of bilingual positions providing internal services compared with 14.5 per cent in 1991-92, a decrease of more than 20 per cent in two years.

With respect to supervision, substantial improvements were made in 1993-94, reflecting the importance which the Act and federal institutions accord to this factor in creating and maintaining work environments conducive to the use of both official languages. As a proportion of all incumbents of bilingual supervisory positions, the number of supervisors who meet the language requirements of their positions increased by two percentage points over the previous year and stood at 86 per cent in 1993-94 (Table 10). This increase is partly attributable to the decrease in the number and percentage of incumbents who had not yet met the language requirements of their bilingual positions or who were exempted, and must be considered in light of the 3.6 per cent decrease in the total number of bilingual supervisory positions. On the other hand, the language proficiency levels of these positions continued on the whole to be higher, since the proportion of positions requiring a superior level of proficiency rose from 22 to 24 per cent, which means that nearly a quarter of these positions required a superior knowledge of the second language (Table 11). Finally, it should be pointed out that, as of March 31, 1994, nearly 98 per cent of bilingual supervisory positions required a level of language proficiency ranging from intermediate to superior.

The Treasury Board is aware of the leadership role played by senior management in language of work. That is why in 1987 it decided to assign federal institutions the objective of taking the appropriate measures to ensure that, in bilingual regions, the incumbents of bilingual positions in the Management Category (Executive Group) attain level C for reading, level B for writing and level C for oral interaction, by March 31, 1998.<sup>2</sup> Furthermore, the current official languages policy concerning the Executive Group reflects this decision.

Moreover, this policy stipulates that positions in the Executive Group in bilingual regions must normally be designated bilingual with at least a level B proficiency. As of March 31, 1994, 85 per cent of the incumbents of these positions met the language requirements of their bilingual positions. Of the 2,264 incumbents of bilingual positions in the Executive Group in bilingual regions, 1,179 or 52 per cent had attained the CBC level as of March 31, 1994, compared to 49 per cent a year earlier. This percentage rises to more than 56.2 per cent when exempted persons are excluded. The 1998 objective therefore remains attainable, particularly when we consider that the number of Executive Group members enrolled in language training almost doubled between 1992 and 1993. This progress is particularly significant since the size of the Executive Group increased by more than 70 per cent in 1991 (i.e. after the 1998 objective was set) when the Senior Management (SM) and Executive Groups were combined.

In 1993-94, Crown corporations completed the development of a questionnaire that will assist them to determine whether they are providing their employees in bilingual regions with work environments conducive to the effective use of both official lan-

guages. They have also improved the system for correcting the second-language oral interaction tests of their employees who have taken language training. One institution organized a course on holding meetings in French for its Anglophone employees. The course enables participants not only to improve their mastery of meeting techniques, but also to practice the other official language. Another institution developed a program aimed at promoting the use of French as a language of work in communications technology.

### Equitable participation

On the whole, the participation of English-speaking and French-speaking Canadians in federal institutions tends to reflect the presence in Canada of the two official language communities.

In the Public Service, the participation figures are 72 per cent for Anglophones and 28 per cent for Francophones, a situation which reflects overall their presence in the Canadian population (Table 12). By region, participation in the Public Service also is equitable and generally reflects the size of the minority official language communities (Table 13). In Quebec, the participation of Anglophones remains low, at five per cent of the work force.

Participation by occupational category in the Public Service has remained stable (Table 14). The only notable changes have occurred in the Management Category, where Francophone participation has risen slightly to 23 per cent, and in the Operational Category, where Anglophone participation has reached 78 per cent after having stabilized at about 75 per cent in recent years.

In Crown corporations and other organizations subject to the *Official Languages Act*, the participation rates of English-speaking and French-speaking Canadians were

<sup>2</sup> See the section entitled "Technical notes and definitions", which follows the tables, for the definitions of proficiency levels.

72 per cent and 25 per cent respectively in 1993. These figures show a stable and satisfactory level of participation of Anglophones and Francophones for the past several years. Participation also continues to be equitable both by region and by occupational category (Tables 15 and 16). The same is true in the other organizations for which the Treasury Board is not the employer (Table 17), in the Royal Canadian Mounted Police (Tables 18 and 19) and in the Canadian Forces (Table 20).

As Table 21 indicates, the participation rates of English-speaking and French-speaking Canadians in all the organizations subject to the *Official Languages Act* remain stable and equitable with rates of 73 per cent and 26 per cent respectively.

## Conclusion

On the whole, the Official Languages Program and its three components are in good shape in federal institutions, attesting to fairly sound management. As with any program of this size and scope, the situation is not perfect. Adjustments are necessary and will have to be made. However, the legislative and administrative infrastructures of the program are in place and the program is reaching maturity.

Federal institutions are actively implementing the program, as shown by initiatives taken at various levels: the establishment of a number of flexible in-house language training arrangements in order to enable employees to maintain their knowledge of the second official language; the electronic linking of translation services with the internal communication networks of certain institutions; the holding of awareness sessions for employees and managers on various aspects of the program; the creation of a linguistic resources centre in one department; and the provision of advice and assistance to ensure the quality of documents in both official languages.

For its part, the Treasury Board plans to continue to pay greater attention to results and to monitor the implementation of the program while providing institutions with the general guidance and coordination they need. In this way, it will ensure that the required improvements take place and that progress continues to be made, not only in terms of program objectives, but also in terms of the effectiveness and efficiency of its implementation. In so doing, the government will ensure that, wherever legislation prescribes it, English-speaking and French-speaking Canadians receive high-quality services in the official language of their choice from their federal institutions. It will thus ensure that the employees of institutions subject to the *Official Languages Act* are able to work in the official language of their choice and that Canadians, whether they be English-speaking or French-speaking, enjoy equal opportunities for employment and advancement in federal institutions.

## Statistical annex

The following pages contain a series of tables that provide a quantitative overview of the situation in federal institutions as well as a description of the data and their sources.

Some notes and definitions appear at the end of this section to make it easier to understand the tables.

---

### Statistical 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

13. Participation by region
14. Participation by occupational category

#### **Crown corporations and other organizations subject to the *Official Languages Act***

15. Participation by region of Anglophones and Francophones
16. Participation of Anglophones and Francophones by occupational category

#### **Separate Employers**

17. Participation of Anglophones and Francophones by occupational category

#### **Royal Canadian Mounted Police**

18. Participation by region of Anglophone and Francophone members
19. Participation by occupational category

#### **National Defence**

20. Participation by region of Anglophone and Francophone Canadian Forces personnel

#### **Employees of all organizations subject to the *Official Languages Act***

21. Participation of Anglophones and Francophones

#### **Training and Translation**

22. Language training (all suppliers)
23. Official languages translation

#### **All Federal Institutions**

24. Official Languages Program costs
25. Official Languages Program costs by subject



## Information Sources

Most of the data in the following tables have been drawn from the Official Languages Information System (OLIS). Federal institutions supply the data in OLIS. The system has two components. The first contains data on federal institutions for which the Treasury Board is the employer — that is, the departments and agencies listed in Schedule 1, Part 1 of the *Public Service Staff Relations Act* (PSSRA). The Canadian Forces (military personnel) and members of the Royal Canadian Mounted Police are not covered by the PSSRA. The second component of the system includes data from Crown corporations, military staff of the Canadian Forces and other federal institutions for which the Treasury Board is not the employer. OLIS does not contain information on persons hired for periods of less than three months.

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 provide clarification on sources, dates, and the like.

## Interpretation of the data

The interpretation of data presented in the tables is subject to some qualifications. While the data give an overview of all federal institutions, they should not be considered in isolation. The impact on the data of a number of variables, such as the diversity of the mandates of each institution, the clientele served and the location of various offices, must all be taken into account. For example, although the participation of Francophones in Western and Northern Canada represent only two per cent of employees in this region, it does not mean that Francophones are underrepresented. Their participation depends, among other things, on the location of the offices and the

public they are serving. Moreover, because of the diversity of federal government activities, it is difficult to isolate each variable and to weigh it to make it valid for all institutions.

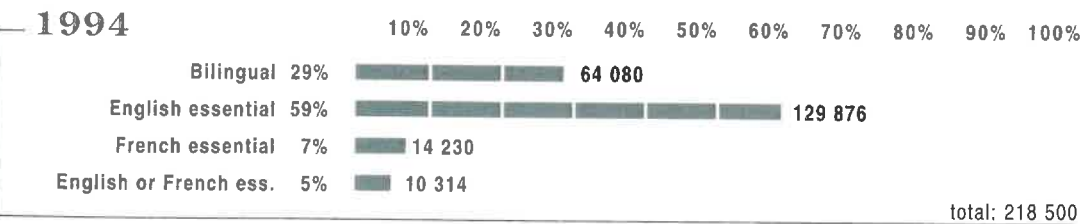
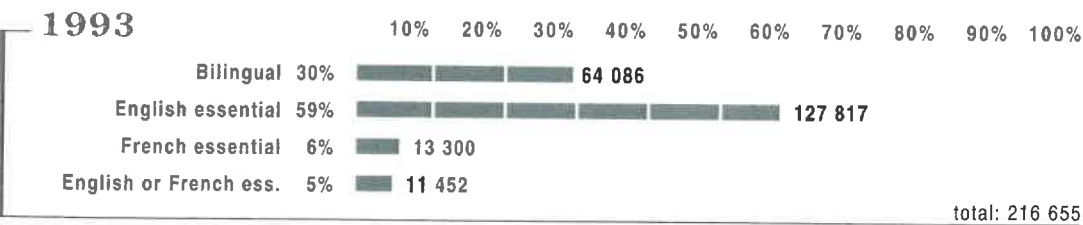
## Validity of the data

The departments and agencies that supply the OLIS data are also responsible for updating it. These data have been modified over the years for the following reasons:

- the creation or elimination of departments and agencies;
- the transformation of some departments into Crown corporations (such as the Canada Post Corporation);
- the change of data sources; since 1987, data on employees have been drawn from the Pay/Incumbents systems;
- changes made to the population included in the OLIS data; and
- changes made by the Public Service Commission to the language proficiency evaluation tests.

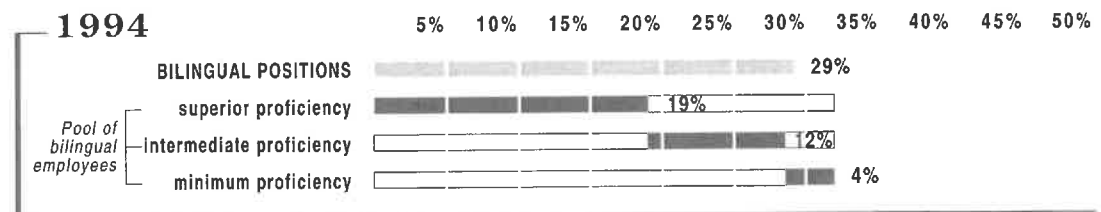
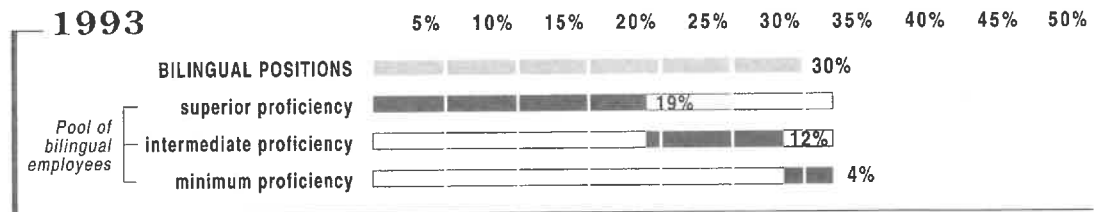
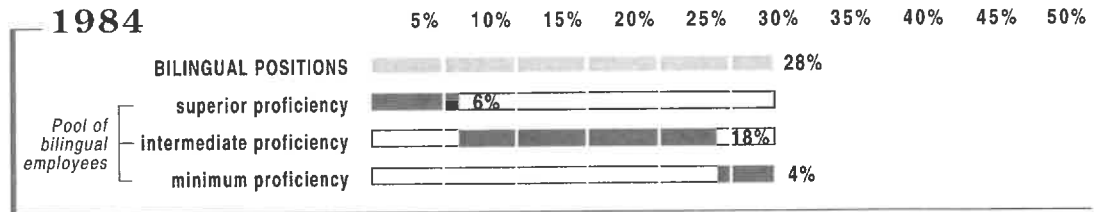
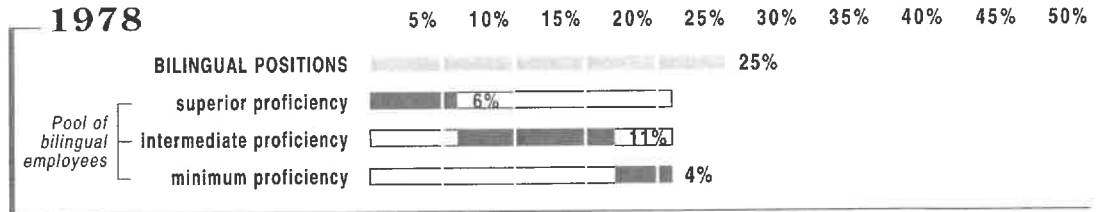
**Table 1**

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



OLIS data

**Table 2**  
**Bilingual positions**  
**and pool of bilingual employees**  
**in the Public Service**

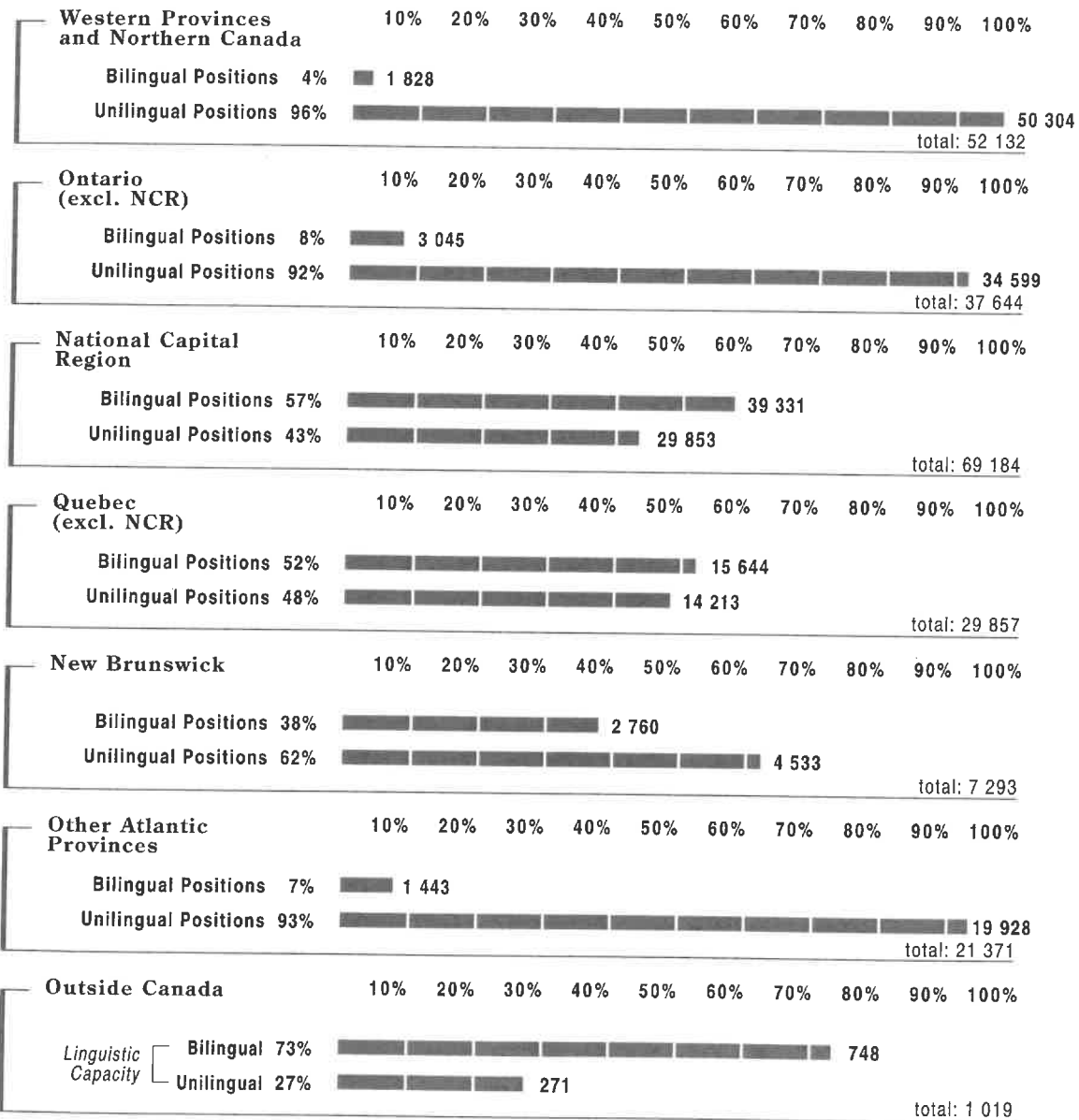


OLIS data

**Table 3**

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

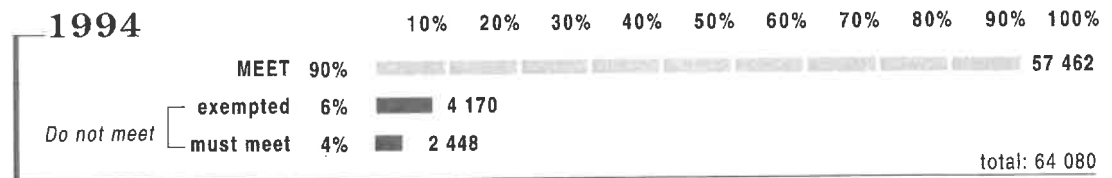
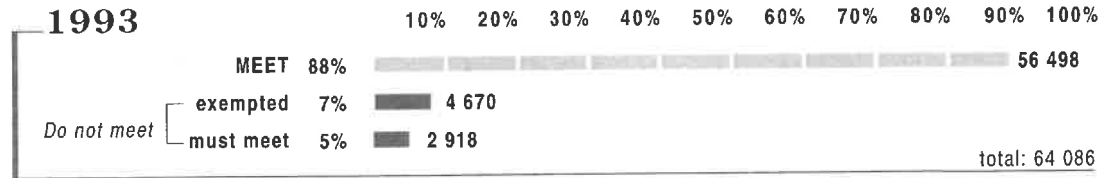
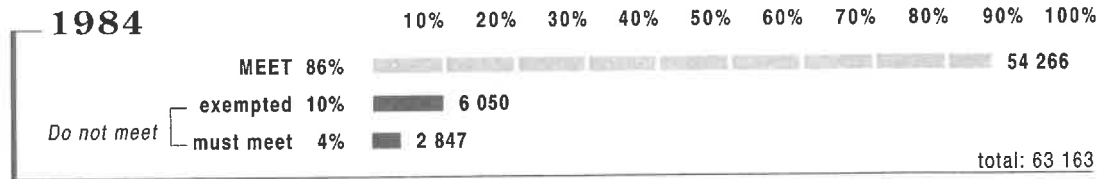
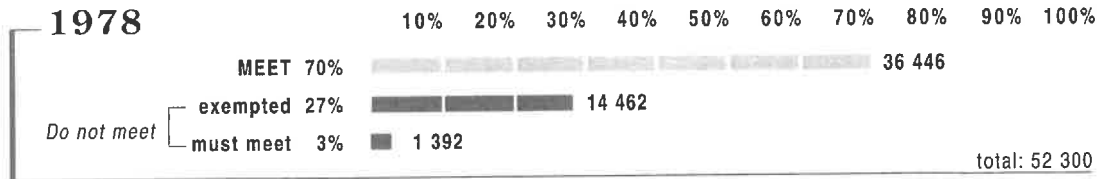
by Region  
March 31, 1994



OLIS data

**Table 4**  
**Bilingual positions in**  
**the Public Service**

Linguistic status of incumbents

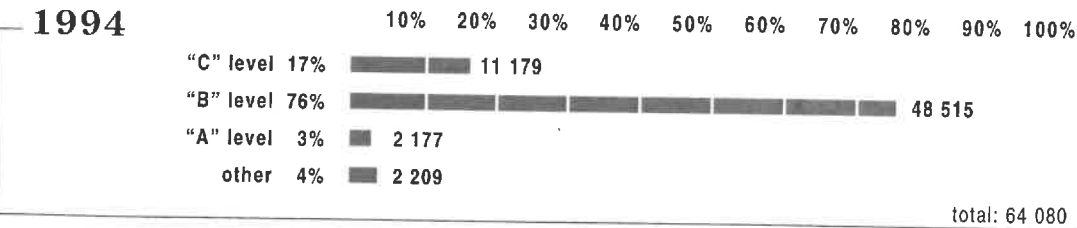
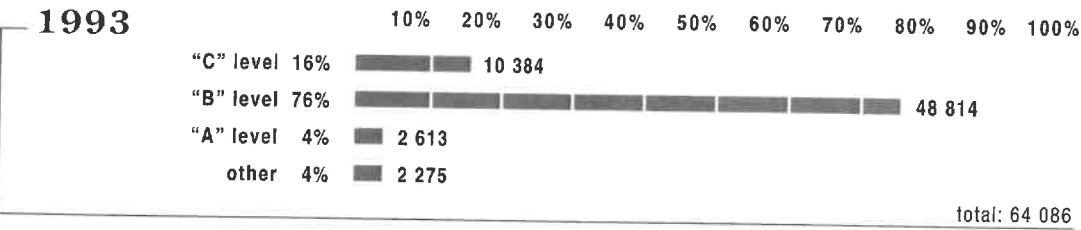
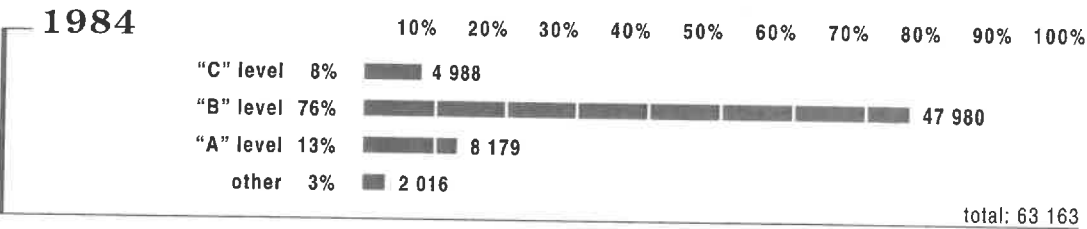
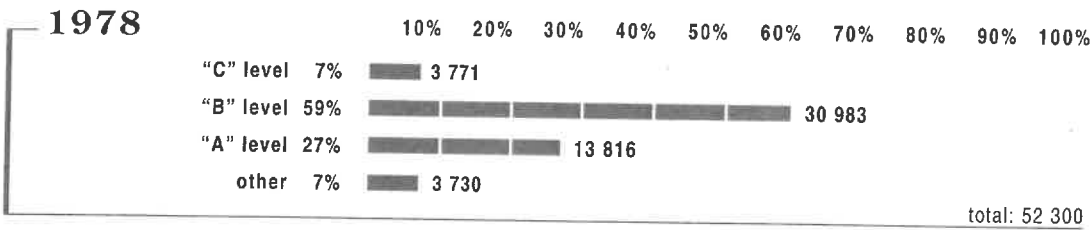


OLIS data

**Table 5**

**Bilingual positions in  
the Public Service**

Second-Language level requirements

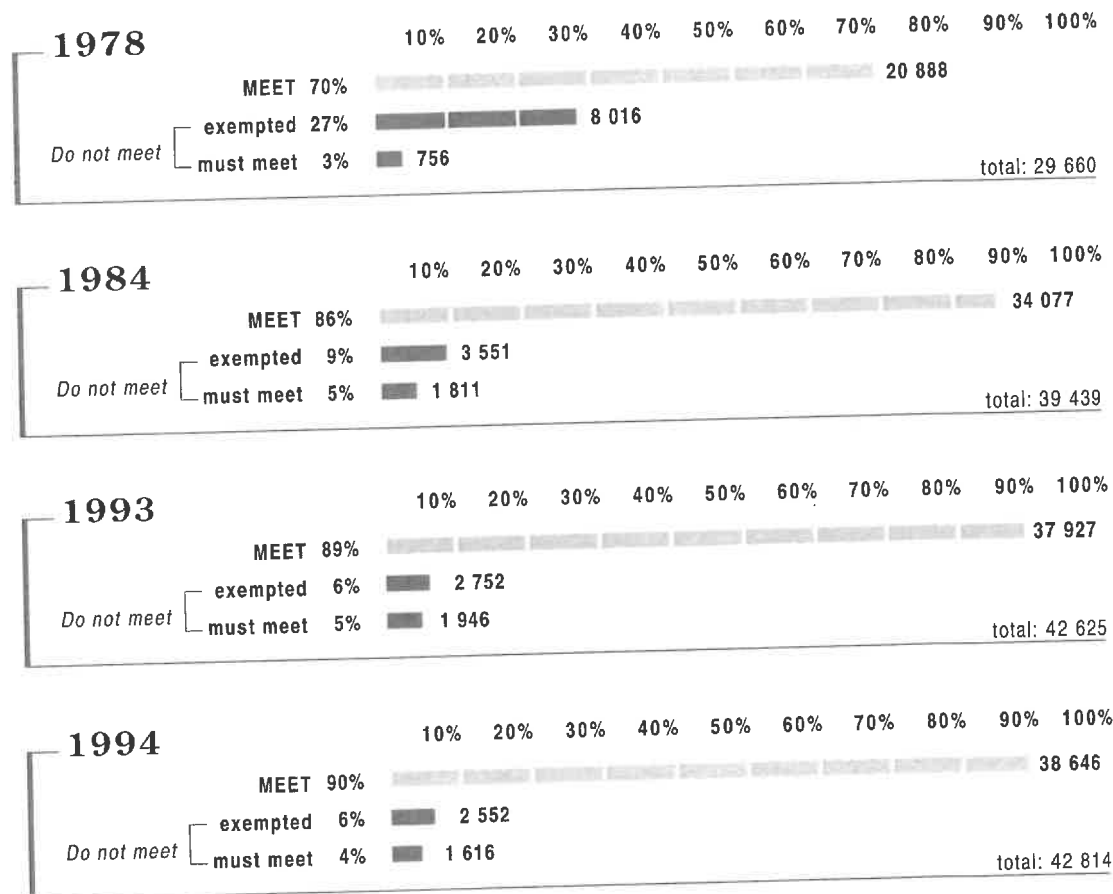


OLIS data

**Table 6**

**Service to the public — Public Service**

Bilingual positions  
Linguistic status of incumbents



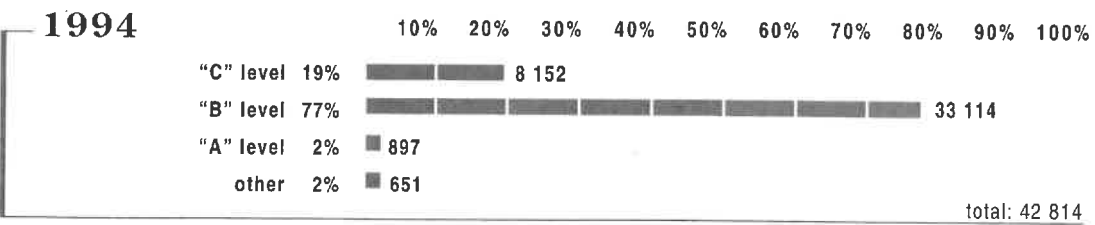
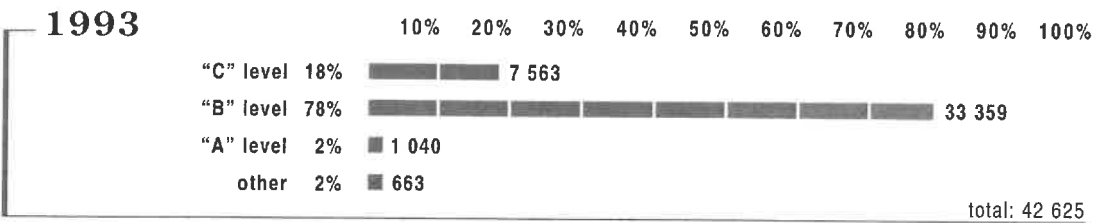
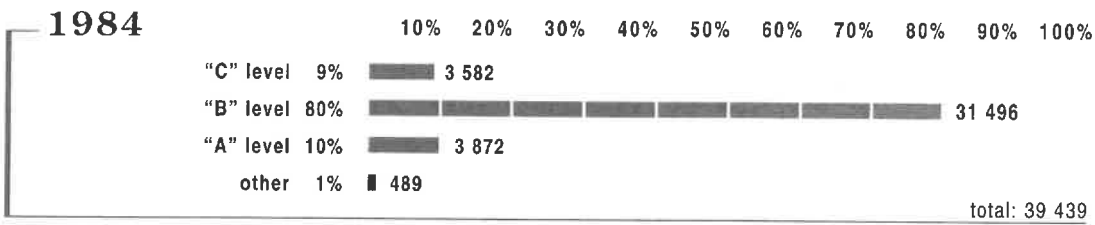
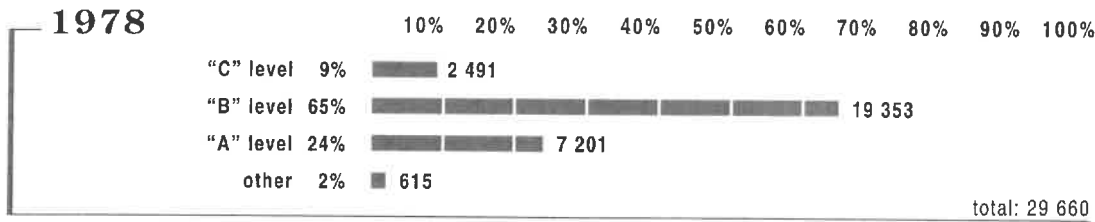
OLIS data

**Table 7**

**Service to the public — Public Service**

Bilingual positions

Second-Language level requirements



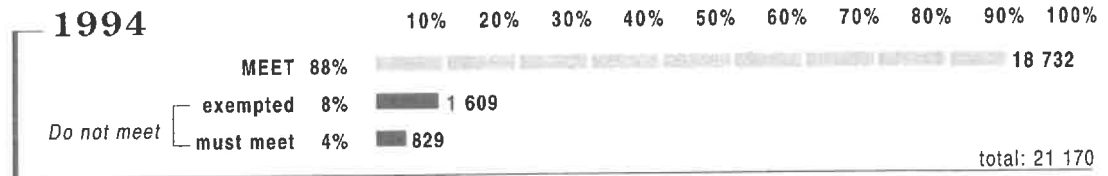
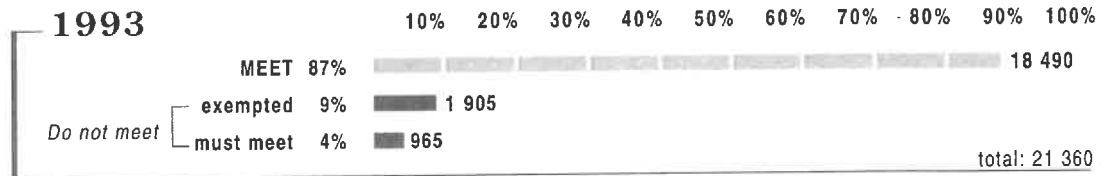
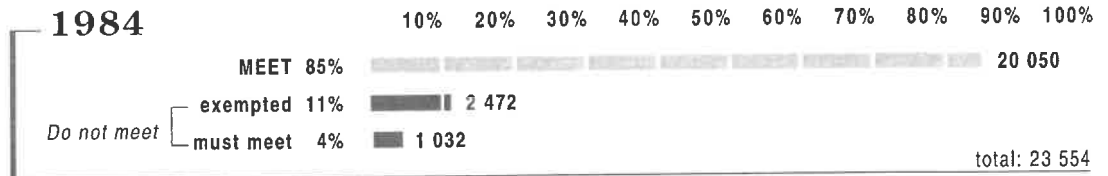
OLIS data



**Table 8**

**Internal services — Public Service**

Bilingual positions  
Linguistic status of incumbents



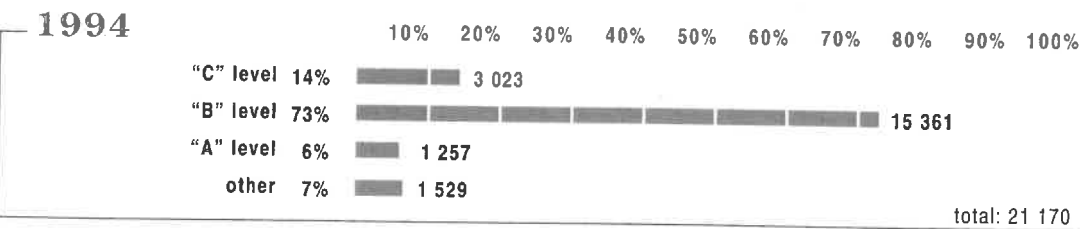
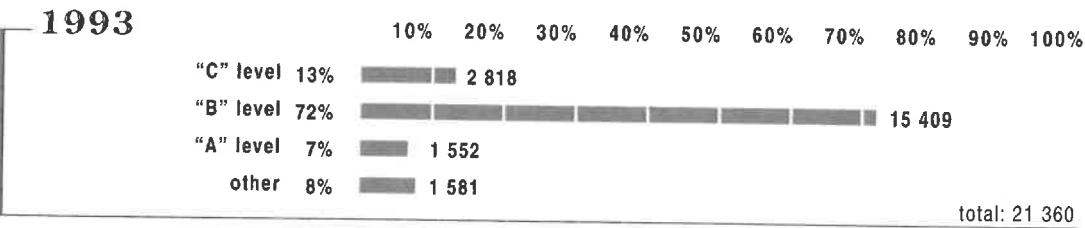
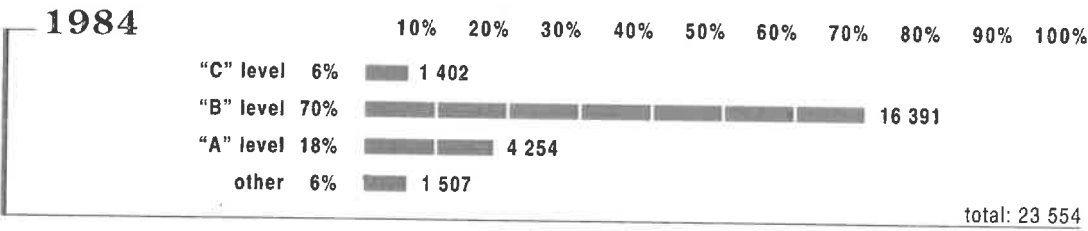
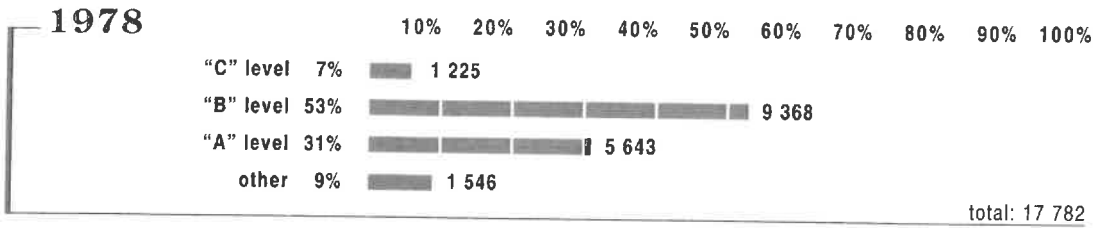
OLIS data

**Table 9**

**Internal services — Public Service**

Bilingual positions

Second-Language level requirements

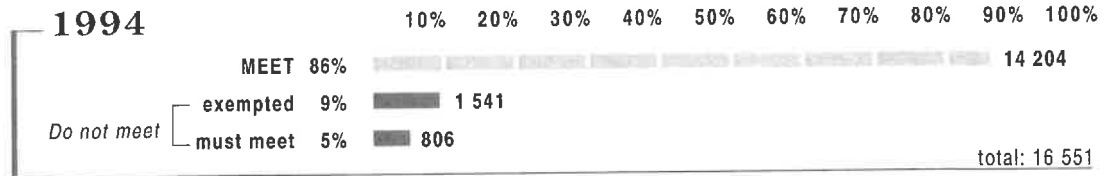
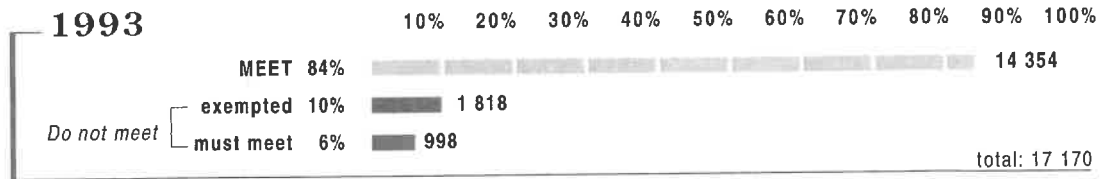
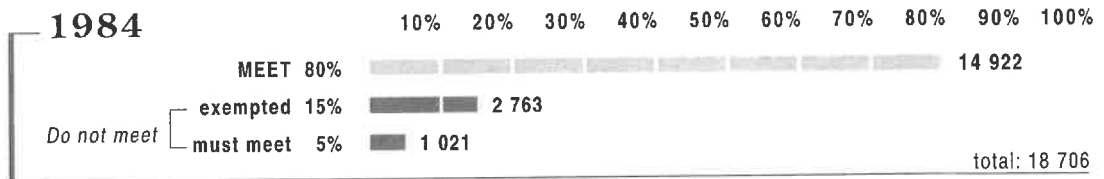
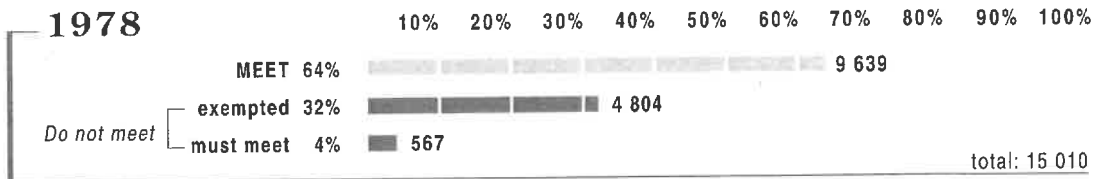


OLIS data

**Table 10**

**Supervision — Public Service**

Bilingual positions  
Linguistic status of incumbents



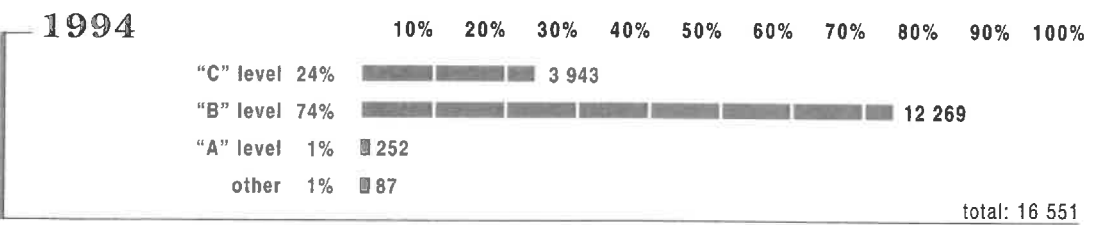
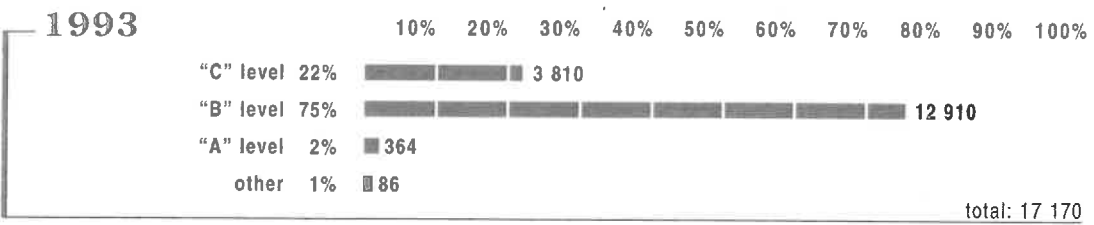
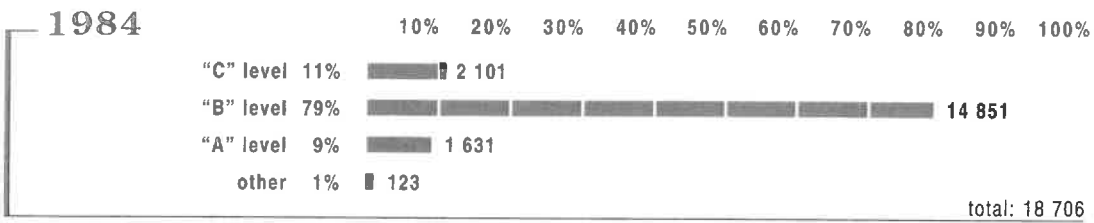
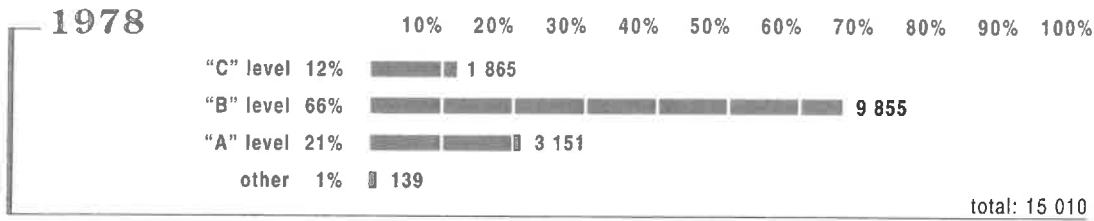
OLIS data

**Table 11**

**Supervision — Public Service**

Bilingual positions

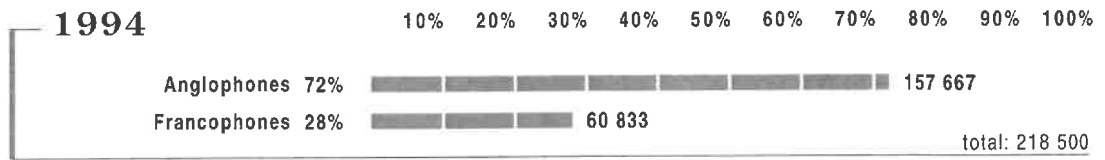
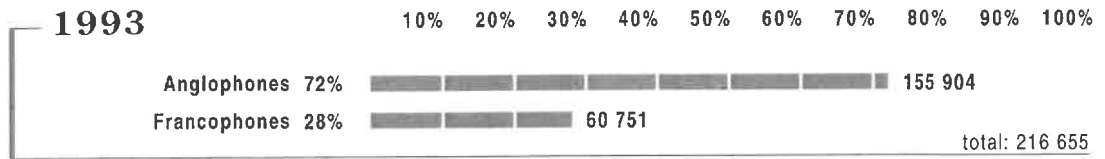
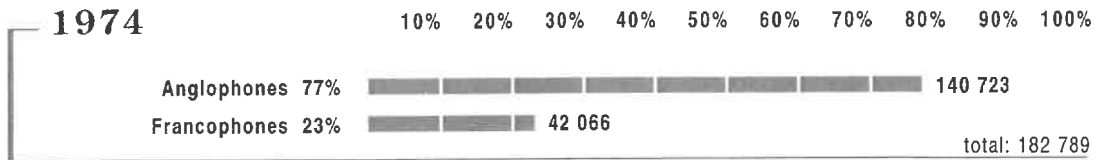
Second-Language level requirements



OLIS data

**Table 12**

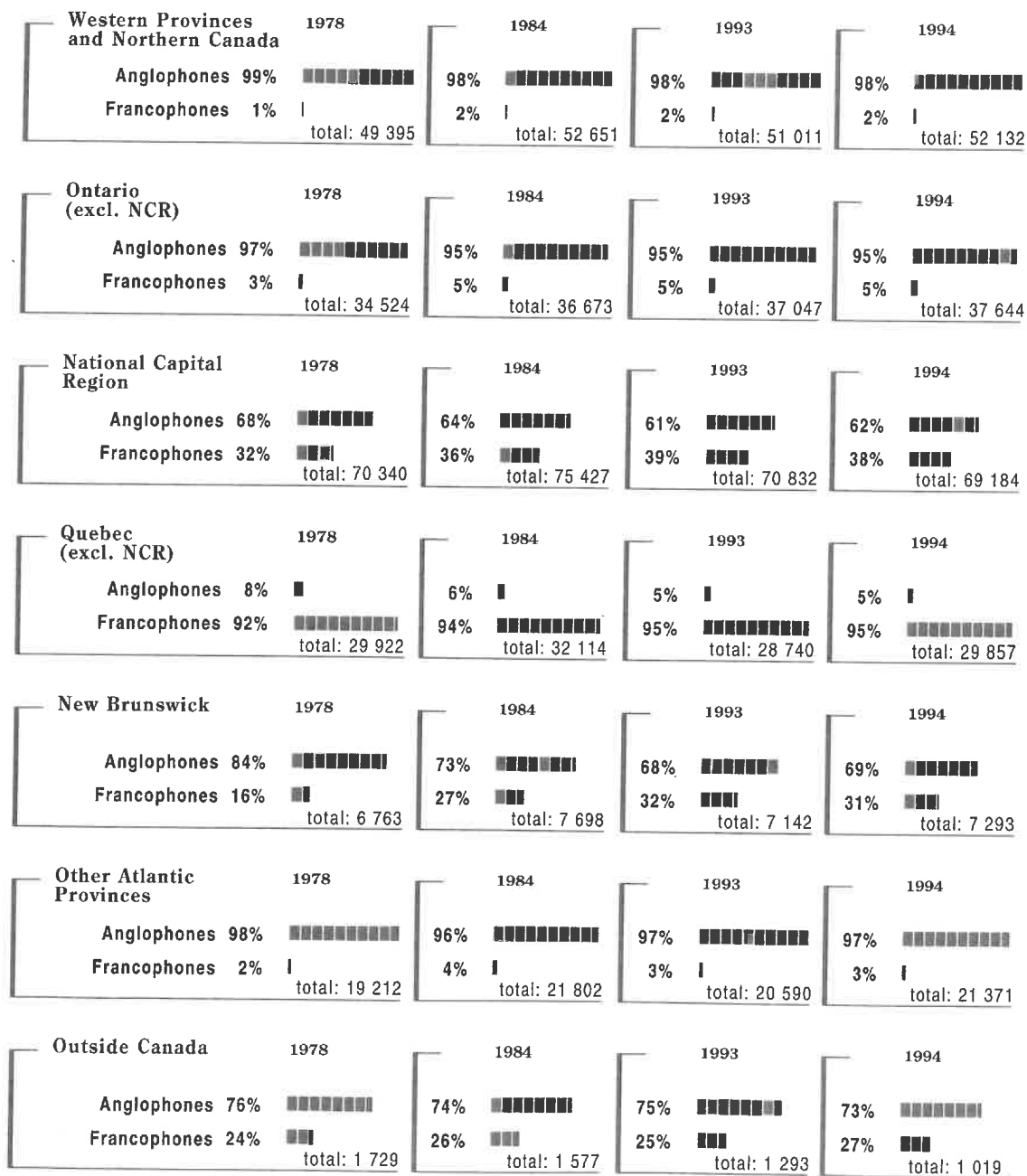
**Participation of Anglophones and Francophones in the Public Service**



OLIS data

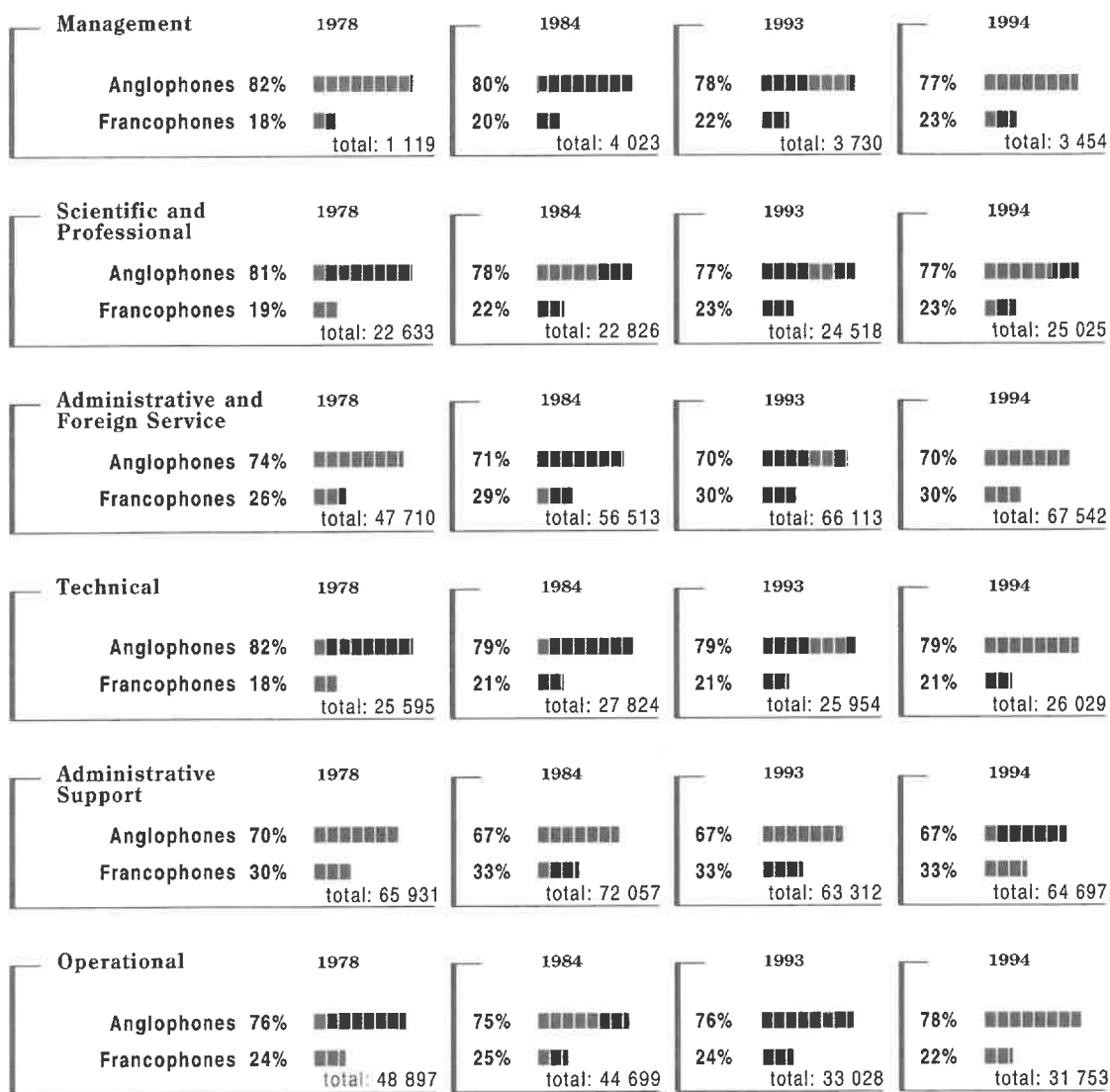
**Table 13**

**Participation by region  
in the Public Service**



OLIS data

**Table 14**  
**Participation by occupational category in the Public Service**

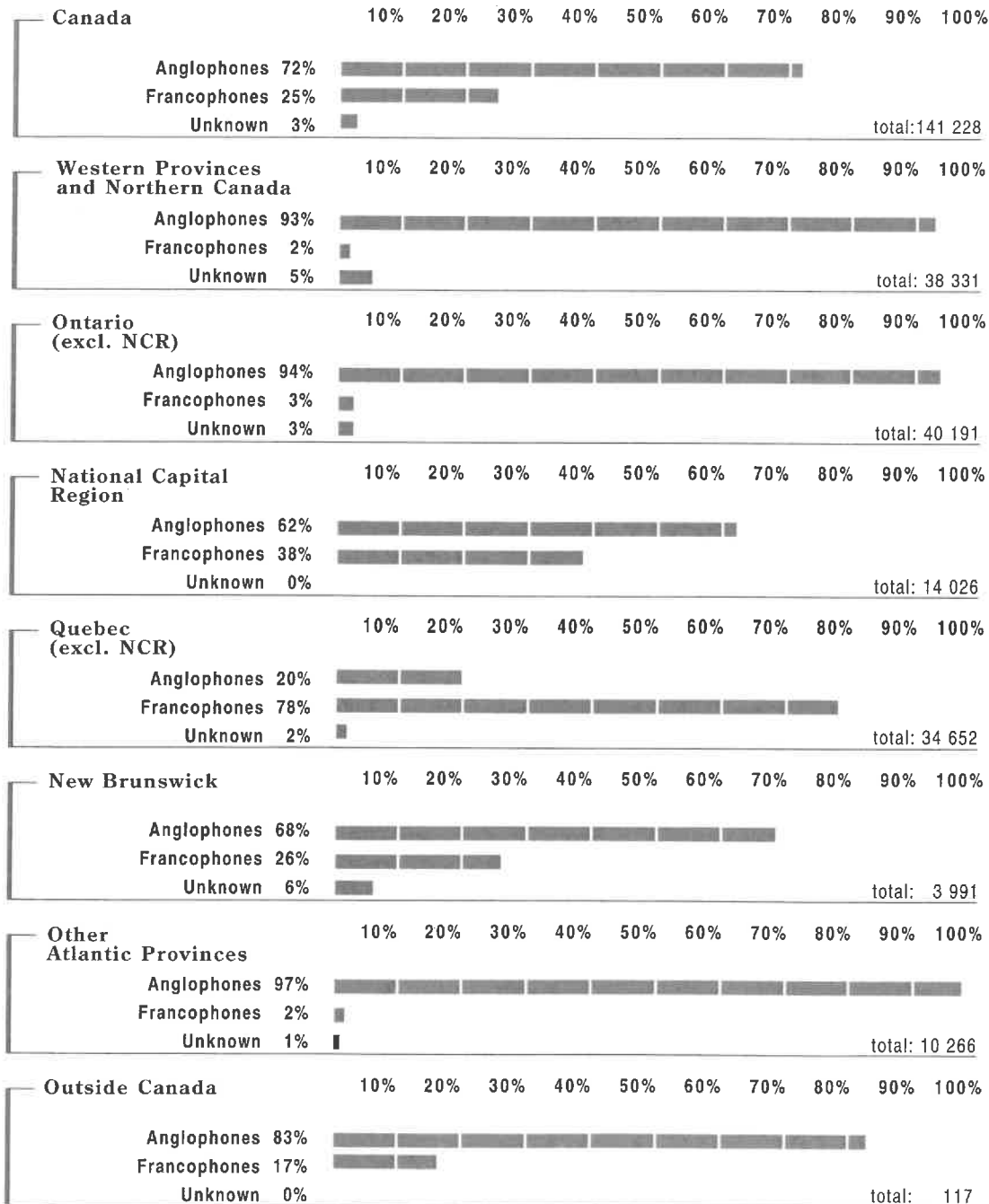


OLIS data

**Table 15**

**Participation by region of  
Anglophones and Francophones  
in Crown corporations and other organizations  
subject to the *Official Languages Act***

**1993**



OLIS II data

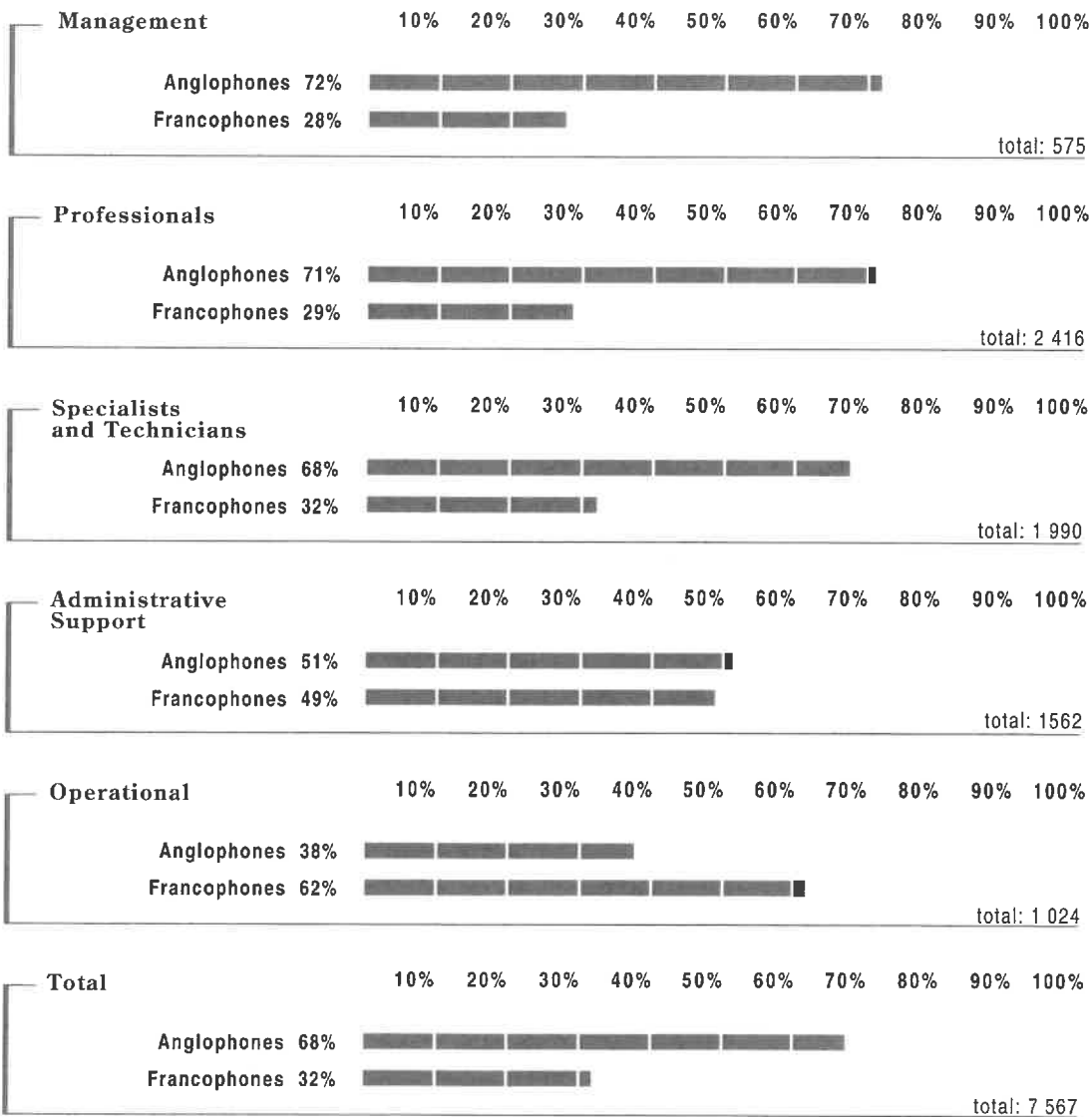




**Table 17**

**Participation of Anglophones and Francophones employed by separate employers by occupational category**

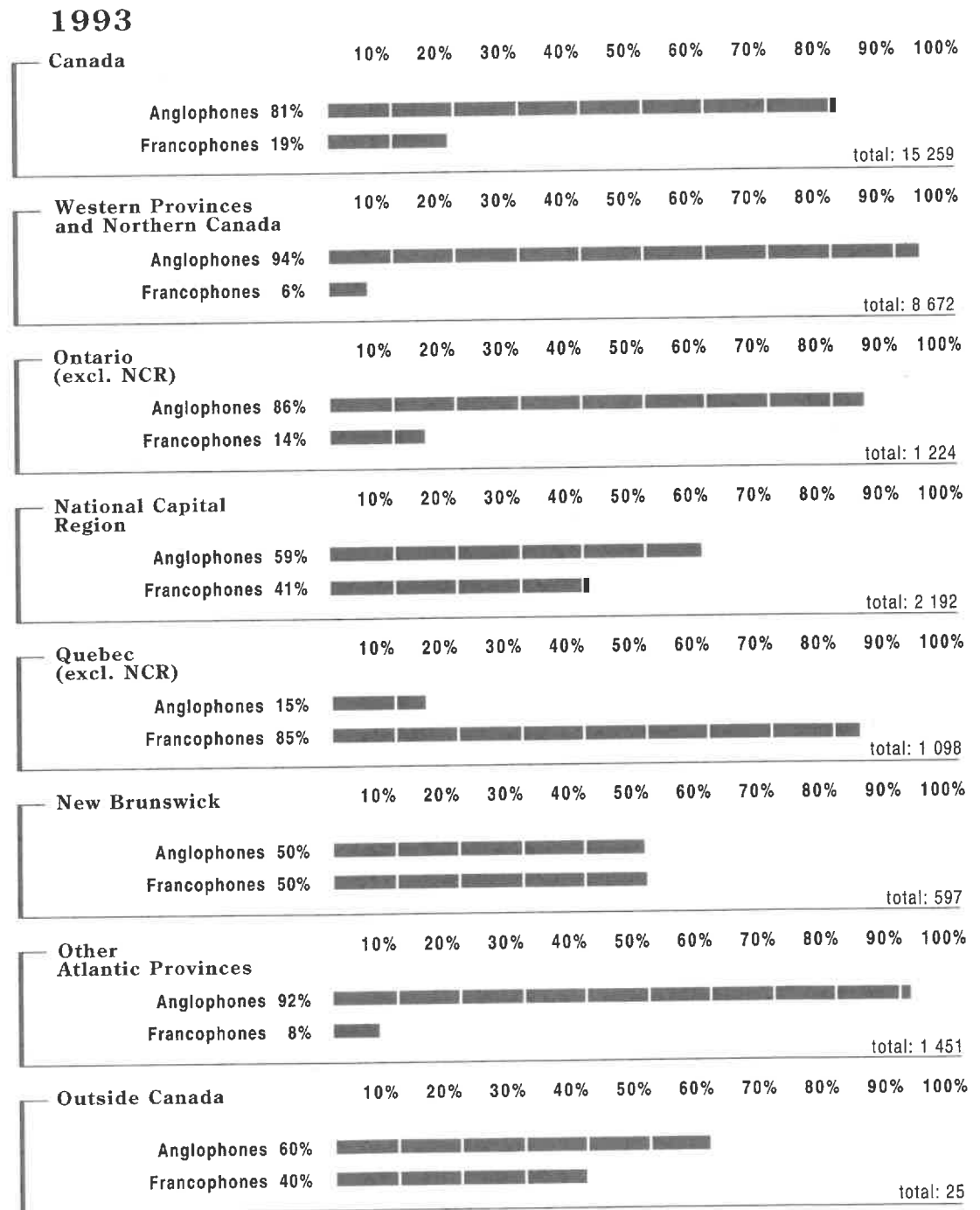
**1993**



OLIS II data

**Table 18**

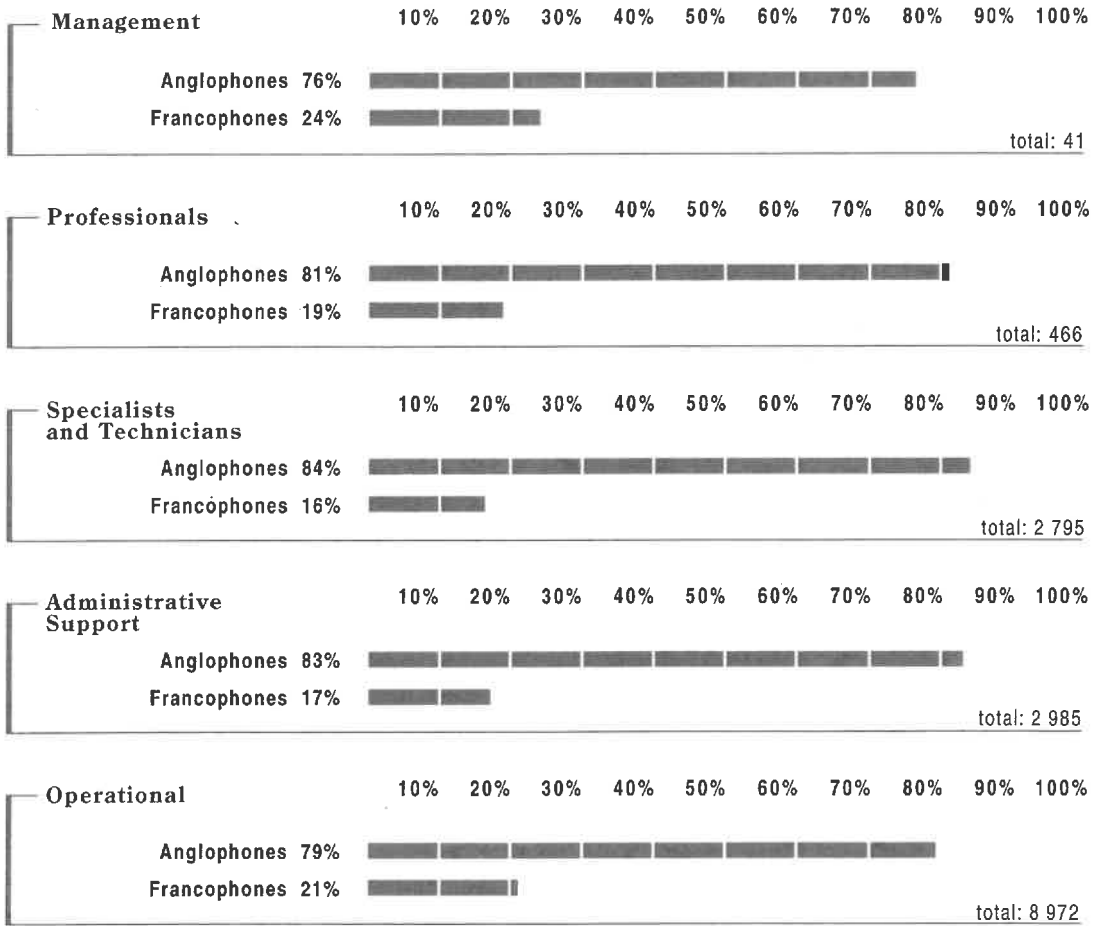
**Participation by region of Anglophone and Francophone members of the Royal Canadian Mounted Police**



**Table 19**

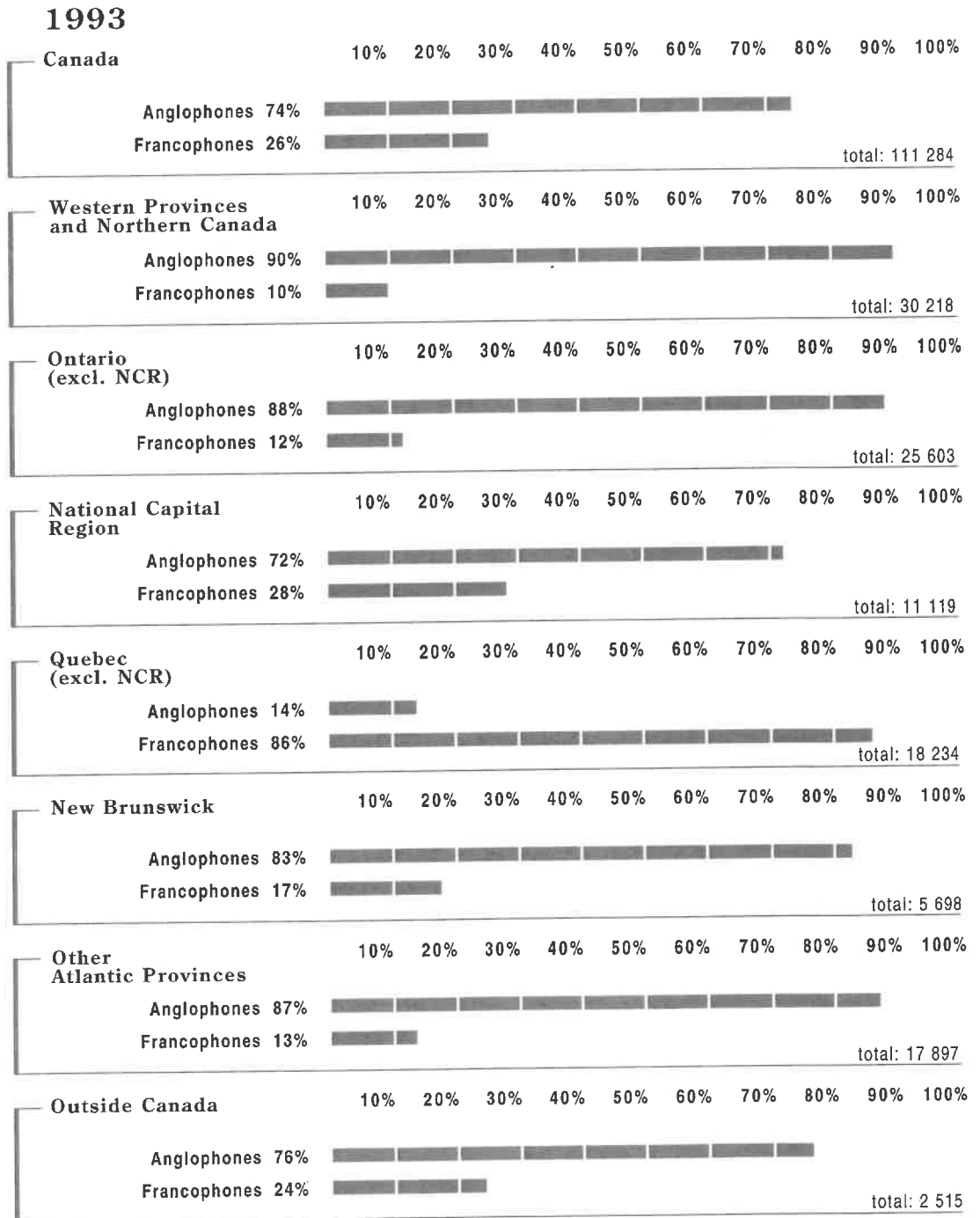
**Participation of members of the  
Royal Canadian Mounted Police  
by occupational category**

**1993**



OLIS II data

**Table 20**  
**Participation by region of**  
**Anglophone and Francophone**  
**Canadian Forces Personnel**



**Table 21**

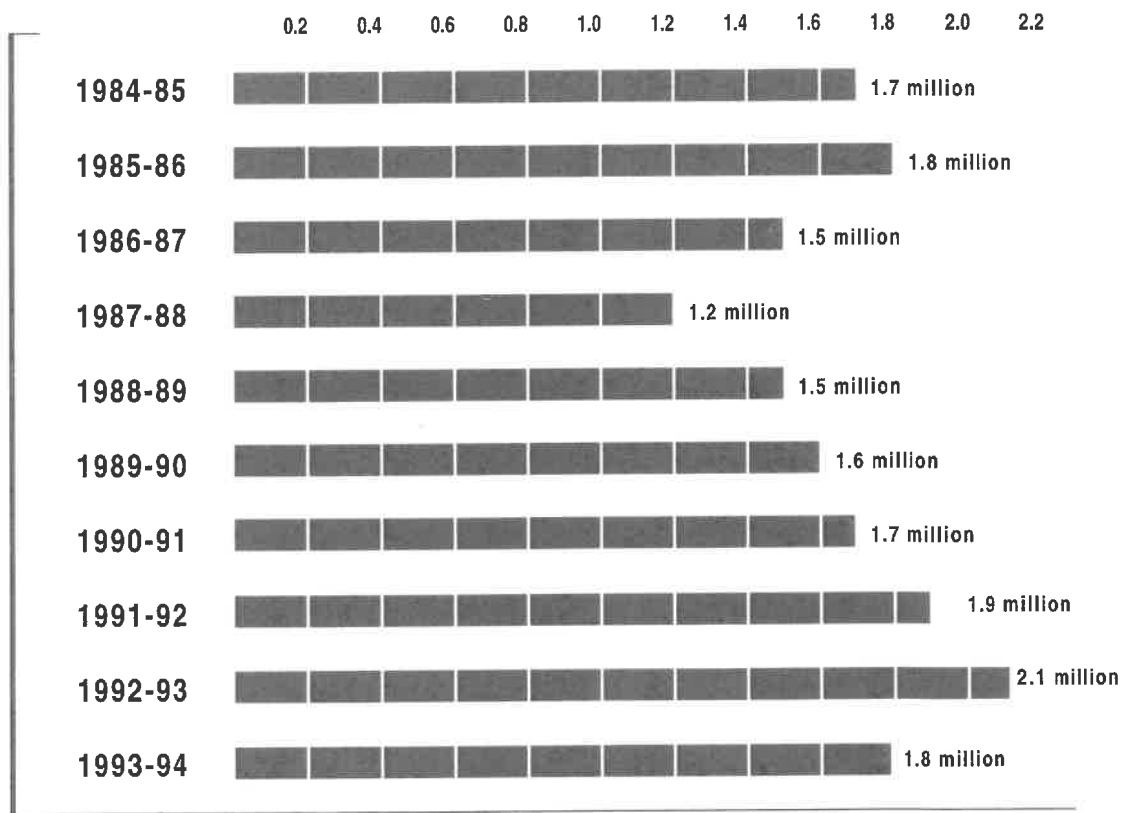
**Participation of Anglophones and Francophones employed in all organizations subject to the *Official Languages Act***



OLIS and OLIS II data

**Table 22**  
**Language training (in hours)**

All suppliers

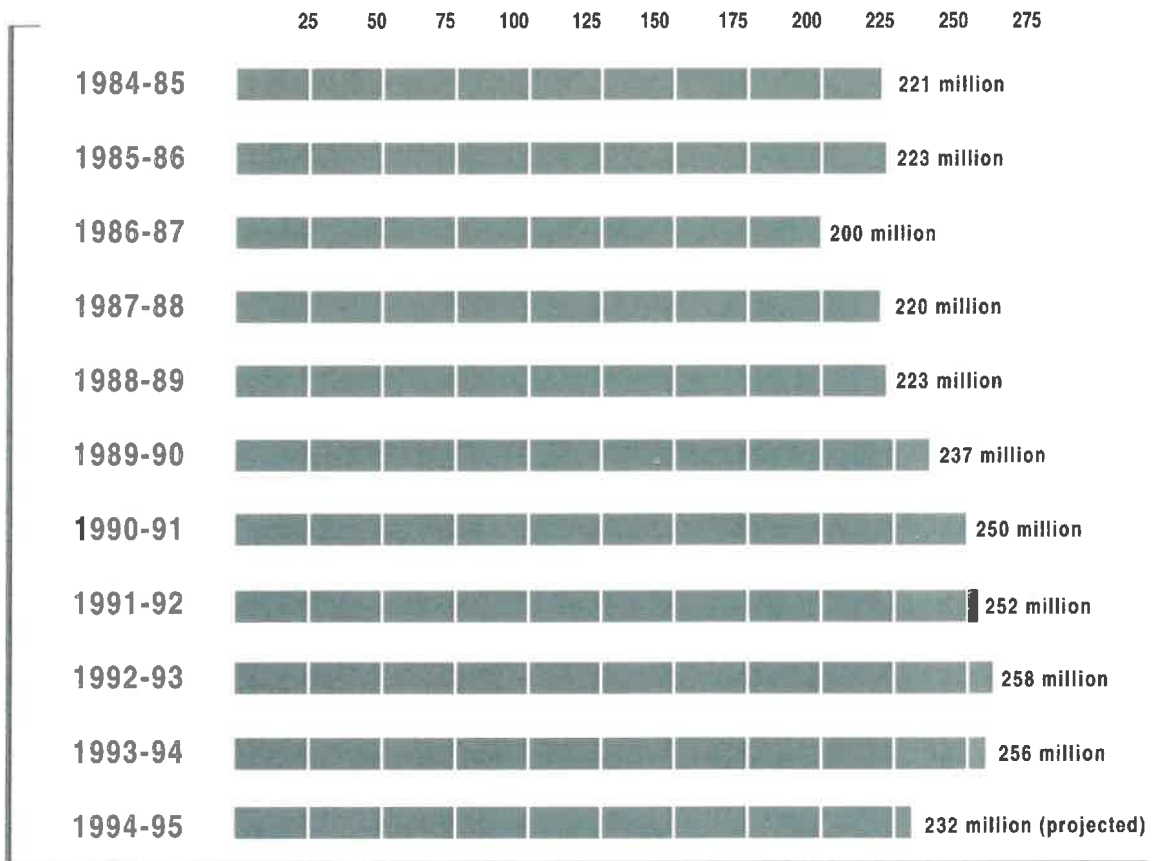


Language Training Module/Language Training System data

**Table 23**

**Official languages translation (in words)**

Departments and agencies



Public Works and Government Services Canada



**Table 24**

**Official Languages Program costs within federal institutions**

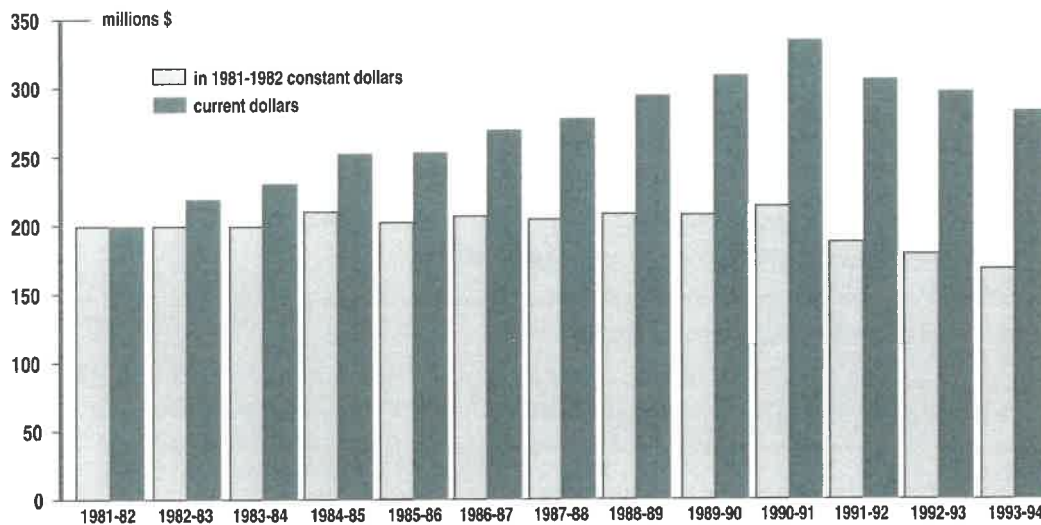


Table 25

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

Subjects	1993-1994 Actual Expenditures
	(millions \$)
<b>Translation</b>	
Translation Bureau (1)	88.0
Departments and agencies	10.2
Crown corporations, parliamentary institutions (2), Canadian Forces and other departments and agencies (3)	13.1
<b>Total</b>	<b>111.3</b>
<b>Language training</b>	
Public Service Commission	27.3
Departments and agencies (4)	14.5
Crown corporations, parliamentary institutions, Canadian Forces and other departments and agencies (3),(4)	26.8
<b>Total</b>	<b>68.6</b>
<b>Bilingualism bonus</b>	
Departments and agencies	50.9
Other departments and agencies (3)	2.0
<b>Total</b>	<b>52.9</b>
<b>Administration and implementation (5)</b>	
Treasury Board	4.2
Public Service Commission (6)	2.1
Departments and agencies	19.3
Crown corporations, parliamentary institutions, Canadian Forces and other departments and agencies (3)	23.6
<b>Total</b>	<b>49.2</b>
<b>GRAND TOTAL</b>	<b>282.0</b>

## NOTES

1. The Translation Bureau's costs include the translation and interpretation of official languages for departments and agencies, parliamentary institutions and the Canadian Forces, but not for multilingual and sign-language. Receipts and amounts recovered have been deducted. Costs incurred by departments and agencies, parliamentary institutions, the Canadian Forces and Crown corporations are not included in the Translation Bureau's costs.
2. Includes the House of Commons, Senate and Library of Parliament.
3. Includes departments and agencies listed in Schedule 1, Part 2 of the *Public Service Staff Relations Act* (PSSRA).
4. Includes the costs of language training given or paid for by federal institutions and purchased from the Public Service Commission and private and parapublic suppliers. Included as well are travel expenses related to training and the reimbursement of tuition fees.
5. Includes the salaries of employees who work 50 per cent or more of their time on the administration of the program and other expenses such as information services, rent, and professional and special services.
6. Includes Public Service Commission costs for the application of the Official Languages Exclusion Order of the *Public Service Employment Act* (PSEA) and the administration of second language evaluation.

## Technical notes and definitions

**Table 1**

### Language requirements of positions in the Public Service

All positions in the Public Service are designated as bilingual or unilingual, depending on the specific requirements of each position 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 and for a determinate period of three months or more as of March 31, 1994.

**Table 2**

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

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

- Level A: minimum proficiency;
- Level B: intermediate proficiency;
- Level C: superior proficiency.

Proficiency is based on an assessment of three skills: reading, writing and oral interaction. The results shown in this table, as

well as in Tables 5, 7, 9 and 11, are based on test results for oral interaction skills (understanding and speaking). Before 1990, the number of employees having a superior second-language proficiency level was underestimated because the tests only determined if an employee met the language requirements of the position being staffed. The current test assesses the actual level an employee attains.

**Table 3**

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

This table gives the breakdown of bilingual and unilingual positions by region. Figures for unilingual positions were obtained by adding the *English-Essential*, *French - Essential* and the *Either English - or French - Essential* categories.

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

**Table 4**

### Bilingual positions in the Public Service

Table 4, along with 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, i.e., without having to meet the language require-

ments of the 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, transfer or lay-off;

- remain in a bilingual position without having to meet the new language requirements of the position. This includes incumbents of unilingual positions reclassified as bilingual, or incumbents of bilingual positions where the language requirements have been raised;

3. *must* meet the language requirements of their positions, 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.

The number of exemptions has declined steadily, falling from 27 per cent in 1978 to 10 per cent in 1984 and 6 per cent in 1994. The number of employees who meet the requirements of their positions has risen from 70 per cent in 1974 to 90 per cent in 1994.

#### **Table 5**

##### **Bilingual positions in the Public Service**

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

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

#### **Table 6**

##### **Service to the public — Public Service**

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

#### **Table 7**

##### **Service to the public — Public Service**

Table 7 indicates the level of proficiency required in the second language for bilingual service to the public positions.

#### **Table 8**

##### **Internal services — Public Service**

Table 8 shows the linguistic status of incumbents of bilingual positions providing internal services, i.e., positions where there is a requirement to provide personal (e.g. pay) or central services (e.g. libraries) in both official languages in the designated bilingual regions 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 — Public Service**

This table looks at the second-language level requirements for bilingual positions in the internal services sector. See the note to Table 8. The definition of levels of language proficiency are shown in the notes to Table 2.

#### **Table 10**

##### **Supervision — Public Service**

This table shows the linguistic status of the incumbents of bilingual positions with bilingual supervisory responsibilities in those

regions designated as bilingual for the purpose of language of work in the *Official Languages Act*.

#### **Table 11**

##### **Supervision — Public Service**

Table 11 shows the second-language level requirements for positions described in the note to Table 10. It is further to Tables 5, 7 and 9. However, since a position may be identified bilingual for more than one requirement (e.g., service to the public and supervision), the total of positions in Tables 7, 9 and 11 does not necessarily match the number of bilingual positions in Table 5.

#### **Tables 12, 13, 14, 15, 16 and 17**

##### **Participation of Anglophones and Francophones**

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

#### **Tables 18 and 19**

##### **Participation by region and occupational category of Anglophone and Francophone members of the Royal Canadian Mounted Police**

Data on civilian employees of the Royal Canadian Mounted Police are contained in the statistics on the Public Service.

#### **Table 20**

##### **Participation by region of Anglophone and Francophone Canadian Forces personnel**

Data on civilian Canadian Forces personnel is included in the statistics on the Public Service.

#### **Table 21**

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

While Tables 12, 13, 14, 15, 16 and 17 cover the Public Service and Crown corporations specifically, this table shows the participation of Anglophones and Francophones in all organizations subject to the *Official Languages Act*, that is, federal institutions and all other organizations that are subject to the Act or parts of it when an Act or another legal instrument stipulates it.

#### **Table 22**

##### **Language training**

The data in this table comes from the Language Training Module of the Treasury Board and indicates the number of hours of language training given.

#### **Table 23**

##### **Official languages translation**

The data in this table comes from Public Works and Government Services Canada and indicates the number of words which departments and agencies have had translated.

#### **Tables 24 and 25**

##### **Official Languages Program costs within federal institutions, overall costs and by subject**

These costs include simultaneous translation and the translation of parliamentary and government documents, language training (Public Service employees and military personnel), bilingualism bonus and administration of policies and programs by central agencies, departments, Crown corporations and Canadian Forces personnel.

