



President  
of the Treasury Board

Président  
du Conseil du Trésor

# **Official Languages in Federal Institutions**

**Annual Report 1994-1995**

**Canada**



# **Official Languages in Federal Institutions**

**Annual Report 1994-95**

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Speaker of  
the Senate

Dear Mr. Speaker:

Pursuant to section 48 of the *Official Languages Act*, I hereby submit to Parliament, through your good offices, the seventh annual report of the President of the Treasury Board covering the fiscal year 1994-95.

Yours sincerely,

A handwritten signature in black ink, appearing to read 'Arthur C. Eggleton', written in a cursive style.

Arthur C. Eggleton

President of the Treasury Board

January 1996



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## Foreword

As President of the Treasury Board, I am pleased to submit to Parliament a report on the implementation of the Official Languages Program in federal institutions as required by section 48 of the *Official Languages Act*. This seventh Annual Report which I am submitting today to both houses of Parliament covers the period from April 1, 1994 to March 31, 1995.

I am particularly pleased to submit this report because, of the three which I have tabled since my appointment, it is the first to cover a period of 12 consecutive months during which I have been President of the Treasury Board. The report gives an account of our achievements in the area of official languages and demonstrates the positive results of the Program as well as the government's interest in ensuring its efficient and effective implementation in federal institutions.

During the fiscal year covered in this report, the final set of provisions of the *Official Languages (Communications with and Services to the Public) Regulations* came into effect. The government was more concerned than ever that federal institutions should continue to serve Canadians in the official language of their choice, wherever the law requires it.

The goal of the *Quality Services* initiative, for which I am responsible, is to improve the delivery of quality services to Canadians. Under this initiative, service standards will be drafted and public satisfaction measured to assure Canadians that their government is attentive to their needs and is using every dollar spent on their behalf as effectively as possible. To be of real quality, services must also be provided to clients in the official language of their choice

without their having to request it and must be of comparable quality in both official languages.

That is why I have personally asked my fellow ministers to report on the action they have taken to inform the public about the location of offices required to provide services in both official languages. I also made a commitment to the Standing Joint Committee on Official Languages that I would submit a report on all federal offices with an obligation to serve the public in both official languages and to put forward an action plan compendium for those offices whose performance is found to be inadequate.

In the same spirit, the Treasury Board Secretariat has set about strengthening its collaboration with federal institutions to make it possible for the various components of the Official Languages Program to be audited as an integral part of the audit cycle of federal institutions, taking into account the particular circumstances under which each institution operates. Given that the audit cycle is dictated by the institution's responsibilities, frequency of audits would vary, depending among other things, on the problems and complaints identified. I intend to be kept informed about the results of these audits, which should bring about necessary improvements in areas such as the language of work.

At this time of budgetary restraint and downsizing of the public service, I am pleased to note that the participation rates of Anglophones and Francophones in federal institutions have been maintained. In addition, program costs have remained reasonable even with an increase in the total cost of the bilingualism bonus following the payment of the bonus to eligible members of the Royal Canadian Mounted Police.

Over the past fiscal year, which marked the 25th anniversary of the first *Official Languages Act*, it has seemed to me more important than ever to be watchful that federal institutions fulfil their language obligations and demonstrate the government's commitment to official languages. This is the mandate that Parliament has entrusted to the Treasury Board. It is also the personal challenge which I accepted on my appointment.

The country that we have built over the decades draws its strength and individuality from the respect it has always shown for the distinctive characteristics of the two official language communities. It is up to our federal institutions to reflect through their daily activities the will and vitality to maintain the tightly woven fabric of our society by serving Canadians in the official language of their choice, wherever required by law.

English and French are the official languages of Canada, and the 1982 *Canadian Charter of Rights and Freedoms* enshrines in the Constitution their equality of status and equal rights and privileges in Canadian parliamentary and governmental institutions. The government has an obligation to ensure that this equality is maintained in the interest and on behalf of all citizens of this country. Throughout the past fiscal year, its commitment to do precisely that has never wavered, as witnessed by the achievements set out in the seventh Annual Report on the status of official languages in federal institutions, which I have the pleasure to table today.

## Introduction

The Canadian approach to official languages is based on the principle of institutional bilingualism. This means that the obligations of the Act apply first and foremost to federal institutions. It is not individual Canadians that have to be bilingual, the responsibility is on federal institutions.

The purpose of the *Official Languages Act* is to make the equality of status and equal rights and privileges of English and French a reality within federal institutions. To this end, it defines the three basic components of Canadian institutional bilingualism:

- service to the public, namely the obligation of federal institutions to provide services to the public in both official languages and the corresponding right of the public to communicate with federal institutions and to receive services in the official language of their choice where provided for by the law;
- language of work, namely the obligation of federal institutions to create work environments conducive to the effective use of both official languages in bilingual regions designated for this purpose and the corresponding right of their employees to be able to work in the official language of their choice in these regions; and
- equitable participation, or the commitment to see that English- and French-speaking Canadians have equal employment and advancement opportunities within federal institutions.

The year 1994-95 has been a productive one in all these areas.

First of all, the Treasury Board Secretariat (TBS) launched a series of regional consultations to help the managers of some 700 federal offices across Canada apply the provisions of the Regulations on service to the public.

In accordance with the intention expressed last year to strengthen its monitoring activities, the Secretariat has begun planning the audit of various components of the Official Languages Program and has launched the first phase with audits of service to the public and the use of translation services. It is also developing an *Audit Guide on Official Languages*, preparing a grid intended to make the language requirements of positions easier to identify and designing questionnaires on language of work and satisfaction of the public.

Following the decision to make the use of the services of the Translation Bureau by departments and agencies for translations in official, foreign and Aboriginal languages optional, the Secretariat published a *User's Guide for Translation Services* to assist federal institutions concerned in adapting to the new system.

As part of its information to the public mandate, the TBS has published, in official language minority community newspapers, a list of federal offices and service points required by law to provide their services in both official languages.

The President of the Treasury Board has appeared twice before the Standing Joint Committee on Official Languages in fiscal year 1994-95 to respond to questions from members of Parliament on his last two annual reports as well as on various aspects of the Program. On these occasions, he has reaffirmed his intention to cooperate with the Committee and to work more closely with the Commissioner of Official Languages. He has also committed himself to ensure that federal institutions comply with their language obligations to Canadians.

As a result of deficiencies identified in audits and special studies carried out by the Secretariat and the Office of the Commissioner of Official Languages, the President has promised to report on all offices that have an obligation to serve the public in both official languages and to table a compendium of action plans for those offices whose performance is less than satisfactory.

During the next fiscal year, the Treasury Board plans to step up its initiatives for monitoring and coordinating the three Program components. The fiscal year 1995-96 has been designated "language-of-work year," and federal institutions will be asked throughout the year to increase their vigilance and efforts to create work environments truly conducive to the use of both official languages by their employees.

For its part, the TBS will strengthen its role as the implementation facilitator of the Program by making the required tools available to federal institutions to enable them to meet the government's official languages objectives.

The Board will continue to see to the effective implementation of the Official Languages Program by providing advice and assistance to institutions and by facilitating the sharing of sound Official Languages Program management practices in federal institutions. These management practices take on special importance in the context of the financial restraint that the public service will continue to undergo in the coming years, which will require federal institutions to demonstrate initiative to ensure that Canadians can continue to receive affordable services in both official languages and further ensure the equality of status and rights and privileges of Canada's two official languages.

**Chapter 1**

**Regulations  
on service to  
the public**

The *Official Languages (Communications with and Services to the Public) Regulations* are the instrument by which some key provisions of Part IV of the *Official Languages Act* regarding service to the public are applied. While the Act sets out the service-to-the-public obligations of federal institutions and of their offices, in the National Capital Region (NCR), the Regulations define in detail the specific circumstances under which federal institutions are required to provide services in both official languages to the Canadian public in all other regions.

The Regulations provide that implementation would be phased in over a period of three years to enable federal institutions to take the necessary steps to apply the provisions within a reasonable timeframe. The 1994-95 fiscal year is thus the one in which the last series of regulatory provisions came into effect on December 16, 1994.

### **Approach**

The approach adopted in the Regulations allows virtually all Canadians to receive services from their federal institutions in the official language of their choice outside the NCR. The rules are a result of giving due consideration not only to the diverse distribution of official language minority communities and networks of federal offices throughout Canada but also of the kinds of federal services provided to the public.

The Regulations cover three types of provisions: those based on significant demand, those related to the nature of the office, and those dealing with services provided to the travelling public by contract.

The Regulations do not give only one definition of "significant demand." Indeed the determining factors of significant demand are the

relative and absolute size of official language minority communities and their distribution. This enables both official language communities to receive the federal services they need in the official language of their choice, whether they live in large cities, small towns or rural areas.

The Regulations also take account of the number of offices of a given institution and the nature of their services in areas where an official language minority community is concentrated, so that not all of these offices are required to provide bilingual services.

The approach envisioned in the Regulations also recognizes that for certain kinds of federal services, the significance of the demand may depend on factors other than demographics alone. The approach also guarantees that the travelling public can obtain services provided by contractors in places like airports and railway stations in the official language of their choice.

The rules regarding the nature of the office recognize that some services must be provided in both official languages, whatever the level of demand. This is the case, for example, for health and safety and security of the public in certain situations, for services provided in locations like national parks or embassies and consulates or for events of national or international scope.

This approach guarantees English- and French-speaking Canadians fair and ready access to services from federal institutions. It is realistic, comprehensive and balanced, and it takes into account the particular characteristics of the Canadian context. Because it is not applied as a single and universal rule, which would inevitably be reductionist, this approach is a fair and measured one.



### Application

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

### Provisions in effect on December 16, 1994

On December 16, 1994, the provisions relating to maritime communication services, to search and rescue services, and to services provided under contract to the travelling public came into effect. All the provisions of the Regulations now apply, and all federal offices that have an obligation under the Regulations are responsible for complying with them.

Chart 1 below shows the percentage breakdown of federal offices required to provide services in both official languages by type of applicable rule, as of December 31, 1994. The majority of these offices (66 per cent) are

subject to the general rules relating to significant demand, while 18 per cent of them are subject to particular rules and 16 per cent to those rules concerning the nature of the office. As the chart shows, the majority of these offices are covered either by the general rules or those related to the nature of the office.

The Regulations apply only to offices located outside the NCR because offices in the NCR are subject to the *Official Languages Act*. Chart 2 below illustrates the breakdown of federal offices in Canada (including the NCR) which have a mandate to serve the public, according to whether or not they have official language obligations.

Chart 1

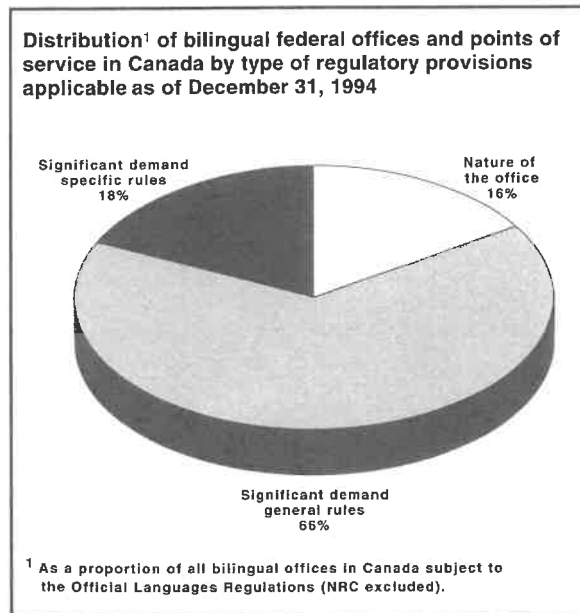
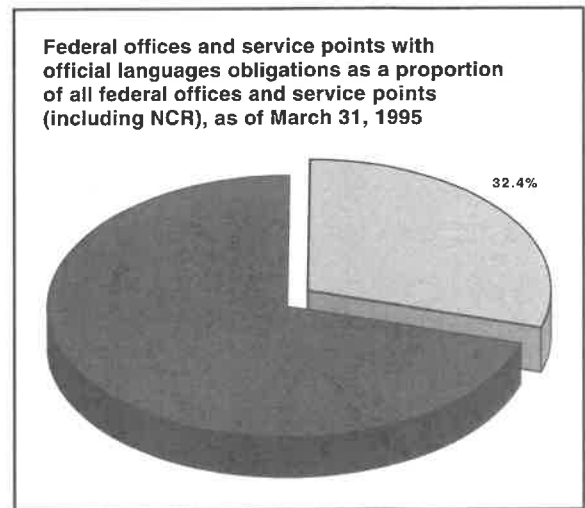


Chart 2



<sup>1</sup> Under the *Air Canada Public Participation Act*.  
<sup>2</sup> Under the *Act to amend the Airport Transfer (Miscellaneous Matters) Act*.



## Chapter 2

### **General direction and coordination of the Program**

This chapter reviews the activities undertaken by the Treasury Board under its mandate for the general direction and coordination of the Official Languages Program in federal institutions during the 1994-95 fiscal year.

### **Roles and responsibilities**

The Treasury Board, a Cabinet Committee, 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- and French-speaking Canadians in all federal institutions, with the exception of the Senate, the House of Commons and the Library of Parliament.

Under this mandate, the Treasury Board must ensure that federal institutions fulfil their official languages obligations, assess the effectiveness of programs and policies, and provide federal institutions with policies and guidelines for the implementation and monitoring of official languages programs.

The Treasury Board meets its official languages responsibilities with the support of the Treasury Board Secretariat, and more particularly, the Official Languages and Employment Equity Branch (OLEEB).

Although it is the President of the Treasury Board who is responsible for the implementation of those parts of the Act concerning service to the public, language of work and equitable participation, each federal institution must ensure that each of these three Program components is implemented within its own realm of responsibilities.

Federal institutions are thus required to account to the Treasury Board for their performance with regard to their official languages program, to ensure that policies and guidelines issued by the Treasury Board are observed and to establish internal accountability

mechanisms that will produce the desired results. They must also plan and conduct audits covering various aspects of the program.

### **Accountability framework**

The efficient and effective attainment of the objectives of the Official Languages Program in federal institutions requires the establishment of a frame of reference against which the institutions subject to the *Official Languages Act* can measure their performance. This framework is defined by the Act and Official Languages Regulations as well as by the official languages policies approved by the Treasury Board in order to set out and specify the requirements which federal institutions must meet. The framework is supplemented by guidelines which suggest concrete measures to help federal institutions meet their official languages obligations.

During the fiscal year under report, the TBS undertook to streamline its policies, including those relating to official languages, in order to make federal institutions more accountable and to reduce administrative costs. As a consequence, the official languages policy framework, which had already been consolidated in 1993 with all policies compiled in a single volume of the *Treasury Board Manual*,<sup>1</sup> will give more flexibility to federal institutions and will clarify responsibilities while emphasizing results and cutting down on paperwork.

While it is important to articulate and define in concrete terms the obligations set out by Parliament, it is no less necessary to ensure that federal institutions meet them. It is for this reason that the TBS has set up an official languages accountability framework corresponding to the three program components, which sets out the results to be achieved in each area, the indicators used to measure these results, and the sources of information for the indicators.

<sup>1</sup> *Treasury Board Manual*, volume on "Official Languages," June 1993.

The accountability framework was revised and reoriented in 1993 to emphasize the results to be achieved rather than the means to achieve them or the infrastructure to be put in place. Federal institutions thus have the freedom to choose and implement the means and mechanisms that they deem appropriate, with due regard to their specific circumstances, and to essentially report the results to the Treasury Board.

The official languages accountability framework consists of two components: the accountability instruments through which federal institutions, together with the TBS, agree on the results they expect to achieve; and the audits with which institutions can assess the official languages situation and identify areas where there are shortcomings or weaknesses.

The main accountability instruments are Official Languages Letters of Understanding (LOU), for departments and agencies, and Official Languages Agreements (Agreement) for Crown corporations. A LOU or an Agreement is required for all federal institutions.

The LOU is an agreement between a department or agency and the Treasury Board on the way in which the institution intends to meet its official languages obligations. On the one hand, it allows the institution to take stock of its performance with respect to each obligation, particularly its strengths and weaknesses, and on the other hand, to decide, within the framework of an action plan, on priorities and objectives for the duration of the agreement. The department or agency submits an Annual Management Report to the TBS which gives an account of the progress made and which can be used to make possible amendments to the agreement.

For Crown corporations, Agreements are the counterpart of LOUs. Agreements and LOUs normally cover a period of three years. Both must be approved by Treasury Board ministers.

Federal institutions with 100 or fewer employees which are able to demonstrate a good official languages performance may choose to sign a simplified agreement consisting of a letter in which the deputy head promises to maintain the institution's level of performance and to submit a brief annual progress report on their program.

Upon their expiry, the TBS may decide to extend the LOUs or the Agreements which focus on maintaining past achievements and on areas of improvement, and which are also the subject of an Annual Management Report. The Secretariat may also suggest a simplified agreement if the size and performance of the institution justify it or may decide to grant an exemption if the institution can demonstrate an excellent performance which it is committed to maintain and on which it will report annually. These options very much depend on the official languages situation within the institution and can be reconsidered if performance declines.

Agreements are reached through a process of consultation and negotiation in which the parties, namely federal institutions and the TBS, work together to try to reconcile obligations, priorities, and constraints.

The purpose of the "audit" component of the accountability framework is to encourage federal institutions to audit the implementation of their official languages program. This component is also intended to help the TBS monitor the overall progress and results of program implementation, to ensure institutions comply with their obligations and to identify areas where improvements are needed.

The TBS facilitates the carrying out of audits by providing federal institutions with a number of helpful tools and instruments, by coordinating audits, and by analysing the conclusions and findings of audit reports.

The Secretariat also conducts its own program implementation audits which, along with the internal audits of departments and agencies, allows it not only to report to Parliament on the status of official languages in federal institutions, but also to set priorities, identify gaps and recommend measures or action plans to address them.

Including audits and accountability instruments within the same accountability framework allows federal institutions as well as the Treasury Board to track and monitor the implementation and progress of the Official Languages Program on an ongoing basis. LOUs and Agreements are negotiated, and Annual Management reports prepared, partly on the basis of these audit findings and conclusions. Audits also can serve as the basis for taking specific actions, where necessary.

The structure of this accountability framework thus focuses on the results of the implementation of the Official Languages Program, identifies the areas where improvements are needed and clearly defines the responsibilities of the parties while ensuring ongoing communications and discussion between the Treasury Board, federal institutions and Parliament.

### **Activities carried out by the Treasury Board in support of its role**

One of the events of note for the year under report was certainly the decision taken by the President of the Treasury Board to ask all federal institutions to submit detailed action plans for any offices responsible for providing service to the public in both official languages whose performance was unsatisfactory.

Every federal institution is required to evaluate the performance of every one of its offices that has an obligation to provide service to the public in either official language and must

present a report to the Secretary of the Treasury Board outlining the results of these evaluations as well as a detailed plan on measures to be taken for offices whose performance is unsatisfactory. Moreover, institutions must report on the implementation of these action plans before the end of the next fiscal year. As a follow-up to his commitment to the Standing Joint Committee on Official Languages, the President of the Treasury Board will submit a report on the status of all concerned offices of each of the institutions.

The implementation of these action plans should improve the official languages situation in offices and service points whose performance is weak or inadequate and ensure that Canadians can count on their federal institutions for quality services in the official language of their choice.

In 1994-95, the OLEEB continued to rely on three divisions to support the Treasury Board's official languages responsibilities within federal institutions:

- the **Policy Division**, for the interpretation of the Act and pursuant regulations, for the development and communication of policies as well as for review and analysis functions, and for work related to parliamentary activities;
- the **Program Division**, for daily activities related to the implementation of the Program, the negotiation of LOUs and Agreements and the monitoring of the accountability framework; and
- the **Consultation and Client Services Division**, for liaison with official language minority communities, federal managers and employees and other levels of government, as well as for information activities and regional consultations.

In 1994-95, the Branch had 39 full-time equivalents<sup>2</sup> to carry out its official languages activities. The Treasury Board allotted \$3.7 million to the carrying out of its official languages mandate. A description of the Treasury Board's major activities in support of its role during the year under report follows.

### **Audit and monitoring**

In 1994, just before the final provisions of the *Official Languages (Communications with and Services to the Public) Regulations* came into effect, the OLEEB held a number of regional consultations across Canada to find out about the situations in offices required to serve the public in both official languages. While it could not be compared to an audit because of its objectives and approach, this series of visits nonetheless fits into the Treasury Board monitoring mandate. Visits were made to 725 offices of all sizes in urban and rural areas outside the NCR to make office managers more aware of their obligations and of ways of meeting them, to identify the strengths and weaknesses of their implementation of the Regulations and to help managers find the most appropriate solutions to the problems identified.

The visits not only provided information and support to managers in the implementation of the Regulations, but also gathered useful information. The Secretariat thus found that telephone services are available in both official languages in 83 per cent of the offices visited, and in-person services in 82 per cent of these offices. A study carried out by the Office of the Commissioner of Official Languages<sup>3</sup> during the same period came to similar conclusions.

The Branch is currently finalizing the compilation of the results of its findings. It will release an analysis of its findings during the next fiscal year along with a number of recommendations applicable to the offices visited as well as to all other offices required to serve the public in both official languages.

During the year under report and following a reorganization of its auditing and evaluation activities, the Secretariat launched two official languages audit projects. The first, undertaken between January and March 1995, concerned in an initial phase, key services provided to the public in the Census Metropolitan Areas<sup>4</sup> of Toronto and Halifax. In addition to a sampling of offices required to serve the public in both official languages, the audit examined commercial services provided to the travelling public by contractors in airports in these two cities. It was also designed to determine to what extent and how offices and contractors audited meet their obligations and to measure public satisfaction with the availability of services in their official language of choice. The next phases will be spread over the following two fiscal years and will cover all the major urban centres in Canada.

The second audit, on the use of translation services, was carried out between February and March 1995 and covered a sample of federal institutions in the NCR, in Halifax, and in Winnipeg. Its objective was to confirm whether internal policies concerning the production of documents in both official languages and existing management control measures made it possible to avoid the unnecessary translation of documents by federal institutions for which the Treasury Board is the employer.

<sup>2</sup> The expression "full-time equivalent" is a unit to measure human resources use. It indicates the number of hours worked by employees during the year divided by the number of regular work hours (as defined by the relevant collective agreement) in the same year. One full-time employee thus represents one full-time equivalent unit whereas a part-time employee represents a fraction of the full-time equivalent. It should be noted that the number of full-time equivalents used does not necessarily correspond to the total number of employees.

<sup>3</sup> The Commissioner's study, which covered some 1 200 offices, found that in 79 per cent of the time, service was obtained in the requested language.

<sup>4</sup> As defined by Statistics Canada for Census purposes.

Audit reports on these two projects should be completed in 1995-96 and their results will be made available to the public.

The TBS also undertook during this period to develop a set of tools for federal institutions to help them implement the Official Languages Program and evaluate its results. In March 1995, the OLEEB distributed for comments a questionnaire on the use of official languages at work for departments and agencies based on a similar questionnaire developed by a group of Crown corporations. The questionnaire is intended to be used by employees. Once adapted to the particular situation and needs of departments and agencies, it should help them determine whether they are meeting their language of work obligations.

Following the decision to make the services of the Translation Bureau for translation in official, foreign and aboriginal languages optional as of April 1, 1995, the OLEEB published, in March 1995, a *User's Guide for Translation Services* to help departments and agencies adapt to the new system. The objective of the Guide, which is intended for those responsible for official languages and all managers who must make translation decisions, is to provide information on the translation market and profession and advice on the various aspects of translation management in the federal government.

During the fiscal year under review, the OLEEB launched a project to develop a questionnaire on satisfaction of the public with regard to the offer and delivery of services in both official languages. The questionnaire, to be published in 1995-96, will be accompanied by a user's guide. It has been designed for use by offices that provide services on-site to the public, and is aimed at helping federal institutions evaluate client satisfaction. The guide sets out four methods for administering the questionnaire, along with detailed notes on the advantages and disadvantages of each method and its procedure.

The Secretariat initiated the development of two other guides during the year under report, one on auditing the entire Official Languages Program and the other on the identification of the language requirements of positions. The first is intended for the audit community and is designed to measure concrete progress and results of the implementation of the Program, as well as to ensure compliance with existing policies and to evaluate the effectiveness of measures taken by federal institutions to meet their legal obligations. The second guide consists of two components, one intended for auditors and the other for managers who must identify the language requirements of positions for which they are responsible. Both guides will be available before the end of the next fiscal year.

These audit support activities have moved in the direction set out by the OLEEB and the Secretariat in the last few years to strengthen collaboration with the audit community in order to ensure a better follow-up of Program implementation and to make institutions more accountable.

At the same time, as part of regular program monitoring activities and the negotiation of Official Languages Letters of Understanding and Agreements, the OLEEB has analysed audits conducted by federal institutions. Overall, these tend to reflect a satisfactory situation with no widespread problems of major proportions. The Branch ensures, however, that recommendations are followed up and steps taken to provide lasting solutions to any difficulties encountered. It provides ongoing help and advice to institutions to find and implement the most effective solutions.

During the year under report, the Secretariat received several audit reports focused entirely or in part on official languages, which were forwarded to the Standing Joint Committee on Official Languages and to the Office of the Commissioner of Official Languages, as promised by the President of the Treasury Board when he appeared before the Committee on April 27, 1994. A number of specific



problems were mentioned in these internal audits, in particular, with regard to the active offer of service, communications, and various aspects of language of work.

For example, in some offices, clients were not informed that they could be served in their preferred official language, by telephone or in person. With regard to communications, the locally produced notices were sometimes posted in the language of the majority of the population or were of poor linguistic quality. In some locations, there were no posters informing the public that services were available in both official languages. As for language of work, at some offices, employees did not receive all the information required on their rights, and ongoing communications with supervisors at all levels were too frequently carried out in the majority language. Recommendations were made on the gaps and weaknesses identified in these reports, and the Secretariat is closely monitoring their follow-up.

The OLEEB has also started meeting with those responsible for internal audits in a number of institutions in order to request that they conduct audits on relevant aspects of the program and report to the Secretariat thereafter on action taken.

This part of the OLEEB's activities relating to auditing and monitoring the implementation of the Official Languages Program are within the mandate of the Treasury Board. They also follow-up on the commitments made by the President and the Secretary to the Standing Joint Committee on Official Languages and to the Commissioner of Official Languages in order to improve service to the public in both official languages in federal institutions, to strengthen cooperation efforts with the Commissioner of Official Languages and to take the necessary steps to make federal institutions more accountable.

As previously noted, Official Languages Letters of Understanding and Agreements are one of the accountability instruments preferred

by the TBS for official languages. Since the introduction of the process of negotiating Letters of Understanding and the signing of the first such letter in 1989, approximately 100 Official Languages Letters of Understanding and Agreements have been signed with federal institutions subject to the *Official Languages Act*.

The Annual Management reports<sup>5</sup> submitted by federal institutions as a follow-up to their letter or agreement are a useful complement to audit reports since they make it possible to chart the progress made by each institution, to analyse follow-up action taken on commitments made by senior management and, if necessary, to amend Letters and Agreements.

### Information

As set out in paragraph 46(1)(f) of the *Official Languages Act*, the Treasury Board is mandated to provide information to the public and to officers and employees of federal institutions relating to official languages policies and programs. This essential activity requires the Secretariat to maintain efficient and ongoing communication networks with official language minority communities and employees of federal institutions.

The Treasury Board is very much aware of the significance of this role. After the second series of regulatory provisions came into effect, the President wrote, in May 1994, to his colleagues in federal institutions to remind them how important it was to inform the public about the location of offices required to provide services in both official languages and to ask them to report on the steps they had taken in this regard.

In June 1994, the Secretariat published a list of federal offices and service points which must provide services in both official languages. During the summer of 1994, it also arranged for the publication of some 445 000 inserts in most

<sup>5</sup> In 1994-95, some 50 reports were submitted by federal institutions.

official languages minority community newspapers with details on the location of these offices and service points.

At the same time, the TBS has continued to meet and consult with official language minority communities on a regular basis by attending annual general meetings of their associations to ensure that the delivery of various elements of the Program respond to their needs and to keep informed of their concerns. Moreover, in 1994-95, the Branch held several information meetings with official language minority communities in British Columbia, the Yukon, Alberta, Saskatchewan, Manitoba, and Prince Edward Island. It also replied to a number of requests for information from university researchers, secondary schools and individuals wishing to obtain details and clarification on official languages in federal institutions.

In November 1994, the TBS published a brochure for the public and for federal employees entitled *Official Languages in Federal Institutions/Les langues officielles dans les institutions fédérales*, which describes the main features of the Program.

The Treasury Board President's appearances before the Standing Joint Committee on Official Languages on April 27, 1994 and March 1, 1995 were also occasions to examine several aspects of the management of the Program, particularly with regard to costs and the accountability framework. On these occasions, the President reiterated his commitment to transparency, agreeing to submit audit reports of federal institutions.

The Secretariat has also kept up its information activities for federal employees. Besides the 1994 regional meetings with managers of some 725 offices required to provide services in both official languages, the OLEEB staff met groups of federal employees in Victoria, Edmonton, Vancouver and the NCR. In March 1995, the Branch organized a theme day on language of work for those responsible for official languages in federal institutions. The day's

discussion centred on legal aspects of language of work, the information highway, language training, work instruments, computer-assisted translation, audits, and the new operating mode of the Translation Bureau.

Finally, the Branch continued to offer, with the collaboration of Training and Development Canada, the "Orientation to Official Languages" course which describes the Official Languages Program, with an emphasis on the rights of the public and employees and the obligations of federal institutions. The course has been given five times, in Moncton, the NCR, Regina and Charlottetown.

### **Support, consultation and cooperation**

The Treasury Board's support, consultation and cooperation activities and those of its Secretariat and the OLEEB are indispensable to the effective implementation of the Program.

During the past fiscal year, the President and the Secretary of the Treasury Board met the Commissioner of Official Languages and agreed to strengthen cooperation efforts between the two organizations. A joint brochure on language of work entitled *English and French in the workplace – What federal employees need to know/Le français et l'anglais au travail – Ce que les employés fédéraux doivent savoir* was thus published in March 1995 to better inform employees about their rights and responsibilities, particularly those in regions designated bilingual for language-of-work purposes. Collaboration on audits and enquiries in order to avoid having to submit similar requests to the same institutions and offices was also discussed.

Under its mandate to provide overall coordination of the implementation of the Official Languages Program, the Treasury Board relies on two advisory committees. These committees also serve as forums for discussions on major official languages questions and for the exchange of information.

The first of these committees, the **Departments and Agencies Advisory Committee on Official Languages**, consists of representatives of a dozen departments and agencies and meets regularly to discuss issues related to Program implementation. Issues discussed by the Committee during the year under report include service to the public, translation, language training, audits and evaluations, the bilingualism bonus, data bases, and the use of the Internet. Various subcommittees have been given the task of exploring certain subjects in greater depth, notably those concerning computerized translation.

The second committee, the **Crown Corporations Advisory Committee**, represents all Crown corporations and has a mandate to encourage consultation and exchanges of information on the Program's implementation. Among the major issues explored during the year were service to the public, audits, implementation statistics, and training on the active offer of service.

Throughout the year, the OLEEB replied to requests from federal institutions on official language policy interpretations and maintained ongoing liaison with those responsible for official languages in federal institutions. It also advised federal institutions on how to resolve specific implementation difficulties and find satisfactory solutions to specific problems. The Branch also met regularly with its contacts in federal institutions to take stock of progress in Program implementation and to discuss common concerns. Through these ongoing activities, the Secretariat has continued to maintain effective and timely communications with federal institutions and to respond to their needs.

Finally, the Official Languages Information Network (OLIN) has continued to fulfil its role as a communication and consultation mechanism with departments and agencies. All publications, drafts and reference texts were posted on the network, and ideas were exchanged and initiatives shared through electronic mail.



## Chapter 3

### The situation in federal institutions

As set out in the *Official Languages Act*, the President of the Treasury Board must report to Parliament on the implementation of official language programs in federal institutions with the exception of the Senate, the House of Commons and the Library of Parliament. This third and final chapter of the Annual Report describes the official languages situation in federal institutions regarding service to the public, language of work, equitable participation and support measures, as well as an overview of Program management.

## Overview

The various audit reports, studies and consultations reports prepared or produced in the year under review by the TBS, federal institutions and the Office of the Commissioner of Official Languages, as well as the Annual Management reports submitted by federal institutions as part of the follow-up to their Official Languages Letters of Understanding and Agreements, tend to show that the overall situation is satisfactory. Some specific problems exist in certain places as the regional visits of the OLEEB and the studies of the Commissioner of Official Languages have pointed out. Some of the problems are due to the kind of transition engendered by any large-scale initiative like the recent government restructuring or program review. For example, this may be the case when a specific department is restructured or a particular program is transferred or eliminated. This could result in a reduction of the number of offices serving the public, the transfer of employees or the modification of their responsibilities. A review of the language obligations of specific offices may also be required in some instances. The affected institution may then have some difficulties in meeting its official languages obligations during the transition period. The fact remains, however, that it is the responsibility of federal institutions to find ways of meeting their obligations in the area of official languages.

In the Public Service, the breakdown of positions according to language requirements has remained stable, the number of bilingual positions remaining at 29 per cent (Table 1), in spite of minor differences between regions compared to the previous fiscal year (Table 3). As a proportion of the total number of bilingual positions, the number of bilingual positions requiring superior second-language proficiency (level "C") increased by one per cent to 18 per cent in 1994-95 (Table 5).

As one indicator of the bilingual capacity of the Public Service, the pool of bilingual employees also remained unchanged and exceeds by more than 19 per cent the number of bilingual positions (Table 2). In all likelihood, the overall reduction in the number of positions in the Public Service has not had a negative impact on this pool. It should also be noted that the majority of bilingual employees (54.6 per cent) demonstrated superior proficiency in their second language, which shows the quality of this pool in terms of second-language proficiency.

As Table 4 shows, 91 per cent of the incumbents of bilingual positions in the Public Service met the language requirements of their positions. This is an increase of one per cent over the previous year. The number of employees who have yet to meet the language requirements of their positions continued to decrease in both absolute and relative terms. They represented only 3 per cent of all incumbents of bilingual positions as of March 31, 1995, while the proportion of incumbents of bilingual positions exempted from meeting the language requirements of their positions remained at 6 per cent.

For the three components of the Program, steady improvements were noted in the Public Service in terms of service to the public and internal services, while achievements were consolidated in the areas of supervision and equitable participation. Thus, the number of incumbents of bilingual positions in service to the public and internal services positions who meet the language requirements of their positions

continued to increase as a proportion of the overall number of bilingual positions having these functions.

The participation rates of Anglophones and Francophones for all organizations subject to the *Official Languages Act* remained at more or less the same level as the preceding year, despite a significant decrease in numbers on staff as of March 31, 1995 (Table 19).

All in all, the status of the Program continued to improve in a number of areas throughout the past fiscal year in spite of the difficult context faced by government organizations.

### Service to the public

All of the provisions of the Official Languages Regulations were in effect as of December 16, 1994 and federal institutions had to comply with them. As indicated in the following paragraphs, this seems to generally be the case within the Public Service.

For example, 36 313 of the 39 865 incumbents of bilingual positions for service to the public (91 per cent) met the language requirements of their positions as of March 31, 1995 (Table 6). Moreover, the number of exempted incumbents of bilingual positions continued to decrease in real and absolute terms.

The breakdown by required language proficiency level for bilingual positions allocated to service to the public has remained the same, with the vast majority of positions requiring second-language proficiency in the intermediate to superior range (Table 7). However, the total number of these positions has decreased by close to 7 per cent as a result of downsizing. It is worth noting that the decline has been more pronounced (10 per cent) for positions requiring minimum second-language proficiency (level "A"), while it has only been 5 per cent and 7 per cent respectively for positions requiring superior proficiency (level "C") and intermediate proficiency (level "B").

These results support the findings of the Office of the Commissioner of Official Languages in its study on federal offices designated to respond to the public in English and French, published in February 1995, according to which... "the administrative structures necessary to provide two-language service exist nearly everywhere..."<sup>1</sup>

With regard to the actual provision of services, the series of regional consultations carried out in 1994 by the TBS with 725 federal offices required to serve the public in both official languages (representing 17 per cent of all offices and service points with these obligations) allowed the drawing of similar conclusions to those in the Commissioner's study. In 83 per cent of the offices visited, telephone service in both official languages was provided and in 82 per cent of the offices, service in person was available in both official languages.

In his study, the Commissioner of Official Languages notes that service may be obtained in the minority language 79 per cent of the time – 80 per cent by telephone and 77 per cent in person. He adds that, 92 per cent of the time, where service was obtained in the preferred official language, the quality of the service was rated very good or satisfactory.

Data gathered by the TBS as well as the Office of the Commissioner of Official Languages tend to show that although the situation is generally satisfactory, it is still far from being the same everywhere. Certain locations continue to have problems, and improvements must be made. Performance evaluations of all offices required to serve the public in the official language of its choice and the action plans requested by the President of the Treasury Board for offices whose performance is judged unsatisfactory should not only provide a picture of the situation across Canada, but should also produce improvements where they are needed.

<sup>1</sup> *Service to the public – A study of federal offices designated to respond to the public in both English and French*, Office of the Commissioner of Official Languages, February 1995.

In 1994-95, Crown corporations, like departments and agencies, were hard hit by fiscal restraints. Even so, they continued to update their list of offices required to serve the public in both official languages and also launched a number of projects to better inform the public of the locations of these offices. They also undertook to follow up on the recommendations of the Commissioner of Official Languages on service to the public.

During the past fiscal year, federal institutions have, nevertheless, undertaken some initiatives in the area of service to the public in both official languages. Increased use of technology to communicate information to the public by means of, for example, Infocentres or the Internet, and holding meetings to make employees more aware of active offer of service are only two examples. Some institutions have also taken specific initiatives to inform the public about the location of their offices required to provide services in both official languages. For example, they have sent letters to clients who are members of an official language minority community or added their bilingual offices to the directories of official language minority associations.

### Language of work

Language of work is a fundamental component of the Official Languages Program in federal institutions. The *Official Languages Act* stipulates that federal institutions must provide personal and central services in both official languages to employees in the NCR and in designated bilingual regions in order to create work environments conducive to the effective use of both official languages, so that employees can work in the official language of their choice.

The Act also provides that, in these regions, employees should be supervised in the language in which they must work, where appropriate or necessary to create conducive work environments. Within these circumstances, supervisors who manage employees of both language groups should be bilingual. The Act

also stipulates that, in the NCR and bilingual regions, regularly and widely used work instruments and automated systems should be available in both official languages. Elsewhere in Canada, federal institutions must also make sure that the treatment of both official languages is comparable from one "unilingual" region to another.

With respect to the ability of the Public Service to offer internal services, for example, personal services, like payroll and benefits, as well as central services, like legal and computer services, in both official languages, the situation continues to improve. The percentage of incumbents of bilingual positions providing internal services who meet the language requirements of their positions increased by one percentage point to 89 per cent (Table 8). As in service to the public, a significant decrease of approximately 19 per cent in the number of exempted employees was noted.

The breakdown of these positions by level of required language proficiency shows an increase to 15 per cent for positions requiring superior second-language proficiency (Table 9). While the situation seems to have changed slightly at the intermediate level, with 71 per cent of positions requiring this level of proficiency compared to 73 per cent the previous year, there has also been a decrease in the total number of such positions. In real terms, the drop has been less pronounced for positions requiring intermediate proficiency (11 per cent) than positions requiring minimum proficiency (14 per cent).

The ability of the Public Service to supervise employees in both official languages (Table 10) has not varied despite the decrease in the total number of bilingual supervisory positions, with 86 per cent of incumbents continuing to meet the language requirements of their positions. In other respects, the breakdown of these positions by level of required proficiency shows an improvement of one per cent at the superior level and indicates that a quarter of bilingual supervisory positions require superior



second-language proficiency and that 98 per cent of these require a proficiency level of intermediate to superior (Table 11).

Senior management's commitment and leadership, and its ability to function in both official languages, are essential conditions for the establishment and maintenance of work environments conducive to the effective use of both official languages. It is for this reason that the Treasury Board asked federal institutions in March 1987 to take action to ensure that members of the Executive Group in bilingual positions in bilingual regions attained the second-language proficiency level of CBC, that is, level "C" for reading, level "B" for writing and level "C" for oral interaction, by March 31, 1998.<sup>2</sup>

On March 31, 1995, 57 per cent of the members of the Executive Group holding bilingual positions in bilingual regions had reached level CBC.<sup>3</sup> This is a slight increase in comparison to the preceding year. It should be noted, however, that this group is one of the most mobile and that more than 90 per cent of members of this group in bilingual regions meet the current requirements of the policy, i.e., at least level "B" in each skill.

A more detailed analysis of the way in which members of the Executive Group in bilingual positions in bilingual regions meet the CBC profile shows that in reading 94 per cent have at least level "C", in writing 95 per cent at least level "B", and in oral interaction 57 per cent at least level "C".<sup>4</sup> Among incumbents of unilingual positions, there is also a pool of bilingual employees who, on March 31, 1995, attained at least level "C" in reading and in oral interaction (79 per cent and 42 per cent respectively) and level "B" in writing (86 per cent).

These figures show that federal institutions should concentrate their language training on the oral interaction aspect<sup>5</sup> so that all members of the Executive Group having to move up to level "C" can do so. Some measures have already been taken in this regard. In 1994-95,

111 members of the Executive Group were enrolled in courses that focussed on oral interaction. The TBS will closely monitor the situation to ensure that the 1998 objective is reached.

A number of surveys on language of work were carried out by the Office of the Commissioner of Official Languages in 1993 and 1994 in the NCR involving a dozen federal institutions.<sup>6</sup> In these, the Commissioner of Official Languages pointed out a number of problems, most that can be solved through simple administrative action. Overall, the situation varies from one institution to another but the following trends can be noted: the situation seems to be better in the areas of training and development, central and personal services, and performance evaluations, than in those of supervision, internal meetings, work instruments and information on official languages. In his report, the Commissioner stresses the important role played by supervisors and senior management in establishing and maintaining work environments conducive to the effective use of both official languages.

The Secretariat has already undertaken follow-up action with the institutions concerned. It intends not only to ensure that all federal institutions, as well as the departments and agencies surveyed, follow up on the Commissioner's recommendations, but also to strengthen its collaboration with the Commissioner in order to resolve identified problems. It will also conduct audits on language of work and on the extent of bilingualization of computer systems next year.

<sup>2</sup> See *technical notes and definitions* given after the tables for the definition of second-language proficiency levels.

<sup>3</sup> This excludes members of the Executive Group who were granted an exemption.

<sup>4</sup> Excluding those who were granted an exemption.

<sup>5</sup> It should be noted that more than 92 per cent of EX incumbents of bilingual positions have at least level B in oral interaction.

<sup>6</sup> *Audit Report on Language of Work in the National Capital Region*, Office of the Commissioner of Official Languages, May 1995.

Crown corporations have continued to emphasize language training for managers and supervisors as part of the measures they have adopted to contribute to the creation of work environments conducive to the effective use of both official languages.

Other noteworthy language of work initiatives taken by federal institutions this year include the creation of informal groups where participants have the opportunity to practice their second language, the use of computer-aided translation of some documents intended for internal use, the publication of internal bulletins and other innovative approaches to maintain second-language proficiency.

### Equitable participation

The *Official Languages Act* stipulates that the federal government must ensure that English- and French-speaking Canadians have equal employment and advancement opportunities in federal institutions, and that the composition of their workforce should tend to reflect the presence in Canada of the two official language communities, while taking into account the mandates of federal institutions, the public they serve and the location of their offices.

In the Public Service, the participation rates were 72 per cent for Anglophones and 28 per cent for Francophones as of March 31, 1995, the same level as in previous years (Table 12). By region, participation has remained more or less the same, the only noteworthy changes being in New Brunswick and abroad where the participation rate of Francophones increased by one percentage point (Table 13). The 5 per cent participation rate of Anglophones in Quebec (excluding the NCR) remains unsatisfactory, however, and the Secretariat will continue to remind departments and agencies in Quebec that it is important to take action to redress the situation.

Participation by professional category in the Public Service has hardly changed, except in the administrative and foreign service

categories in which Francophone participation has declined 1 per cent to 29 per cent. This is comparable, however, to their presence in the labour force (Table 14).

In Crown corporations, the Royal Canadian Mounted Police, agencies for which the Treasury Board is not the employer and other organizations subject to the *Official Languages Act*, the participation rates of Anglophones and Francophones has remained practically unchanged at 73 per cent and 25 per cent respectively (2 per cent being unknown) as of March 31, 1995 (Table 15). Although minor variations in participation rates compared to the previous fiscal year may be noted by region as well as by professional category, these rates remain at levels which reflect the presence of official language minority communities (Tables 15 and 16).

In the Canadian Regular Forces,<sup>7</sup> Anglophone and Francophone participation remained at levels comparable to previous years with minor variations from one region to another (Table 17). A new table, Table 18, provides data for 1994-95 on the participation rates of Anglophones and Francophones by rank indicating that these generally reflect the presence in Canada of the two official language communities.

### Support measures

Departments and agencies may turn to various support mechanisms to help them meet their official languages obligations effectively. Two of these mechanisms, translation and language training, which are in part managed centrally by common service organizations, contribute directly to the implementation of the Program in departments and agencies. The third mechanism, the bilingualism bonus, is managed by institutions themselves in accordance with the parameters set out by the Treasury Board.

<sup>7</sup> This year, numbers for the Reserve were excluded from Armed Forces data.

## Language training

The goal of language training is to enable employees of federal institutions to acquire the second-language training they need to meet the language requirements of positions designated bilingual and thus provide service to the public and to employees in the official language of their choice, where the legislation so requires.

Currently, departments and agencies may obtain the language training services they need from Language Training Canada (LTC) or from suppliers listed in the Public Works and Government Services Canada directory. LTC has the necessary funds to provide required language training services to meet the statutory requirements<sup>8</sup> of departments and agencies as well as the government's general official languages needs. Departments and agencies, however, must cover the cost of all other language training.

In 1994-95, a total of 1.5 million hours of language training was given, representing a decrease of approximately 300 000 hours compared to the previous year (Table 20). This difference can be explained, on the one hand, by downsizing and a decrease in the number of enrolments and, on the other, by the existence of a relatively large pool of bilingual employees.

## Translation

Translation is one of the means used by federal institutions to communicate information to the public and their employees. It represents, however, only one of the ways by which documents are produced in both official languages. Federal institutions are responsible for choosing the most efficient means based on the purpose and the end use of each document.

In 1994-95, departments and agencies called on the Translation Bureau for the translation services they needed. The Bureau translated some 278.5 million words on their behalf during the last fiscal year compared to 256 million words in the previous year (Table 21). This increase in

translation volume is attributable to various projects that were carried out, such as work relating to NAFTA and GATT, and the "fish war."

The Translation Bureau has become a special operating agency working on a cost-recovery basis since April 1, 1995, on which date departments and agencies could choose their translation providers and thus purchase the services they needed either from the Bureau or from the private sector. As a consequence, the envelope system, used up to April 1, 1995 to manage translation demand was eliminated and the corresponding funds were transferred to departments and agencies.

As a result of this change in status, the official languages translation services that the Translation Bureau provided to departments and agencies became optional.<sup>9</sup> However, the Bureau remains the only federal agency authorized to provide translation services to federal organizations and the sole employer of translators within the Public Service.

## Bilingualism bonus

The bilingualism bonus is a fixed annual sum of \$800, spread over 12 months, paid only to eligible employees who are in a designated bilingual position and meet its language requirements. Members of the Executive Group and other clearly identified groups like translators and employees hired for terms of less than three months are not eligible for the bonus.

On March 31, 1995, 62,342 federal employees were receiving the bilingualism bonus. The total cost to departments and agencies for which the Treasury Board is the employer

<sup>8</sup> This refers to language training which enables employees to reach the second-language proficiency levels for positions designated bilingual by federal institutions to meet their obligations.

<sup>9</sup> Official languages, foreign languages and Aboriginal languages translation services became optional and provided on a cost-recovery basis, but the other services of the Bureau, for example, interpretation and terminology, remained mandatory common services.

amounted to \$86.6 million. This is an increase of \$33.7 million over the previous year and is largely the result of the ongoing bonus payment to eligible members of the Royal Canadian Mounted Police as well as retroactive payments to eligible members and former members following the Federal Court of Appeal decision in the *Gingras* case.

### Program management

The management of the Official Languages Program in federal institutions is carried out mainly through persons responsible for official languages who act as contact points between the Secretariat and the organizations to which they belong. These persons provide information to managers about their official languages responsibilities. Through them, the Secretariat staff conducts consultations and forwards requests for information and clarification. This network for ongoing information exchanges and communications makes up what is called the official languages community.

The Official Languages Information System (OLIS) collects mainly quantitative data provided by federal institutions on various aspects of official languages. Information requested by the Secretariat to describe the status of official languages in federal institutions, such as the number of bilingual positions, the language requirements of positions or participation rates of Anglophones and Francophones, may be obtained from it. Most of the data presented in the annexed tables comes from information collected through OLIS. With regard to organizations for which the Treasury Board is not the employer, the TBS finalized the development of an information system that will enable it to provide more detailed data on these organizations next year.

In 1992, in order to avoid duplication and to reduce data collection efforts, the Treasury Board Secretariat decided to combine into a

single system all its systems for collecting and reporting of data on human resources, including official languages. This led to the creation of the Positions and Classification Information System (PCIS) which, for official languages purposes, will gradually replace OLIS beginning April 1, 1995 until all departments and agencies have made the transition from OLIS to PCIS.

In 1994-95, the costs of the Official Languages Program in departments and agencies, Crown corporations, parliamentary institutions and the Canadian Regular Forces totalled \$318.7 million, compared to \$282 million in the previous year. This represents an increase of nearly 13 per cent. In constant 1981-82 dollars, the increase is 12 per cent (Table 22). Table 23 provides a breakdown of program costs in 1994-95. These are the clearly identifiable and significant costs, directly attributable to the implementation of the Program in federal institutions.

This increase in program costs, the first recorded since 1990-91, is due to a number of factors which are not expected to have any effect in future years. To begin with, the increase in translation costs was due mainly to the increase in the volume of translation and the accounting changes required by conversion of the Translation Bureau to a special operating agency. The costs of language training also increased, in the order of \$3.4 million, primarily owing to changes in the method of accounting.

Payment of the bilingualism bonus to eligible members of the RCMP following the decision by the Federal Court of Appeal in the *Gingras* case accounts for the increased cost of the bonus, up \$33.7 million over the previous fiscal year. It should be noted that this amount includes a retroactive payment which would not be made again next year. Finally, the costs of administering and implementing the Program dropped by \$16.7 million.

## Conclusion

In 1994-95, the status of official languages in federal institutions continued to improve. While progress has admittedly been modest, this is understandable for a program like Official Languages, for once the necessary infrastructure is in place, changes are less obvious and take a somewhat longer time to materialize. However, federal institutions will have to pay even greater attention to the "official languages" dimension of their activities and ensure that they continue to meet their obligations efficiently despite the often difficult circumstances in which they fulfil their public mandate.

The President of the Treasury Board took action in 1994-95 to give the Program a direction which should result in more accountable federal institutions and which should strengthen the monitoring of the implementation of the *Official Languages Act* and Regulations. The initiatives launched this year should result in new improvements and ensure that official languages are better integrated into the federal government's ongoing activities. In this way, the Official Languages Program will contribute to the embodiment of the equality of status of the two official languages in the daily operations of federal institutions which is a fundamental characteristic of the Canadian approach.

## 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.

### List of tables

#### Public Service

1. Language requirements of positions
2. Bilingual positions and the pool of bilingual employees
3. Language requirements of positions by region
4. Bilingual positions: linguistic status of incumbents
5. Bilingual positions: second-language level requirements
6. Service to the public: bilingual positions — linguistic status of incumbents
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8. Internal services: bilingual positions — linguistic status of incumbents
9. Internal services: bilingual positions — second-language level requirements
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12. Participation of Anglophones and Francophones

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15. Participation by region of Anglophones and Francophones
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17. Participation by region of Anglophone and Francophone Canadian Regular Forces personnel
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#### **Employees of all organizations subject to the *Official Languages Act***

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#### **Training and translation**

20. Language training (all suppliers)
21. Official languages translation (departments and agencies)

#### **All federal institutions**

22. Official Languages Program costs
23. 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). As of April 1, 1995, this component of OLIS will be gradually replaced by the Positions and Classification Information System (PCIS), which will gather all TBS information systems on human resources. 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 and validity 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

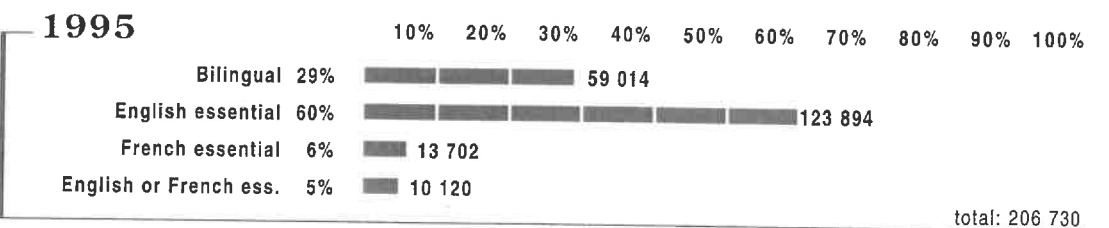
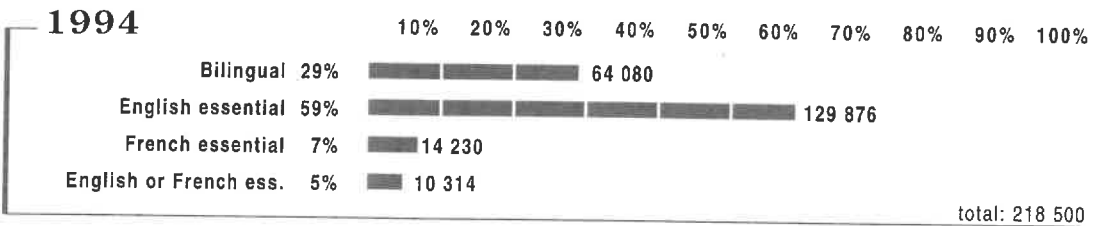
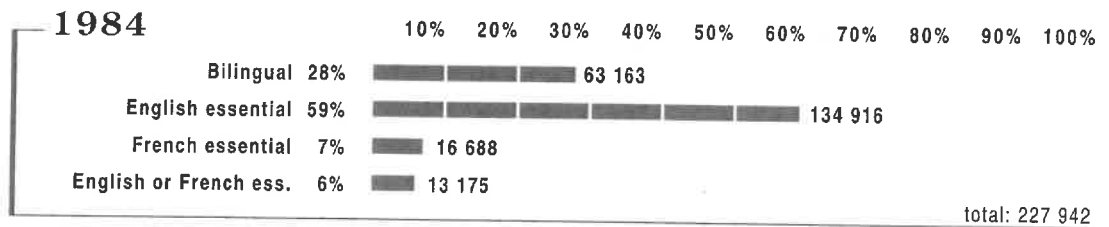
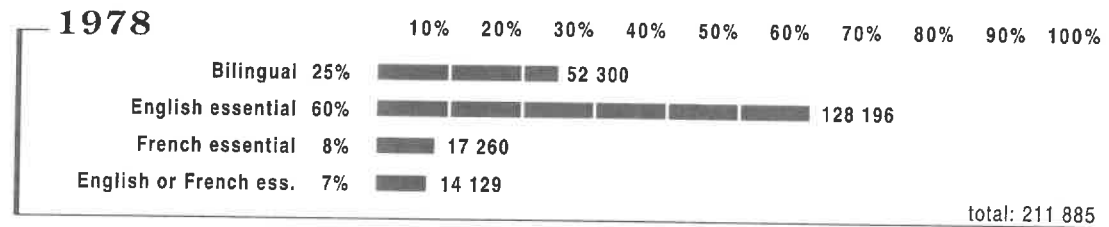
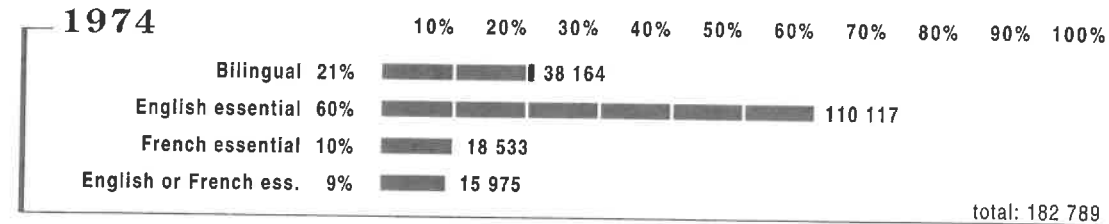
participation of Francophones in Western and Northern Canada represent only 2 per cent of employees in this region, it does not mean that Francophones are underrepresented in the Public Service in this region. Their participation depends, among other things, on the location of the offices and the public 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.

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**

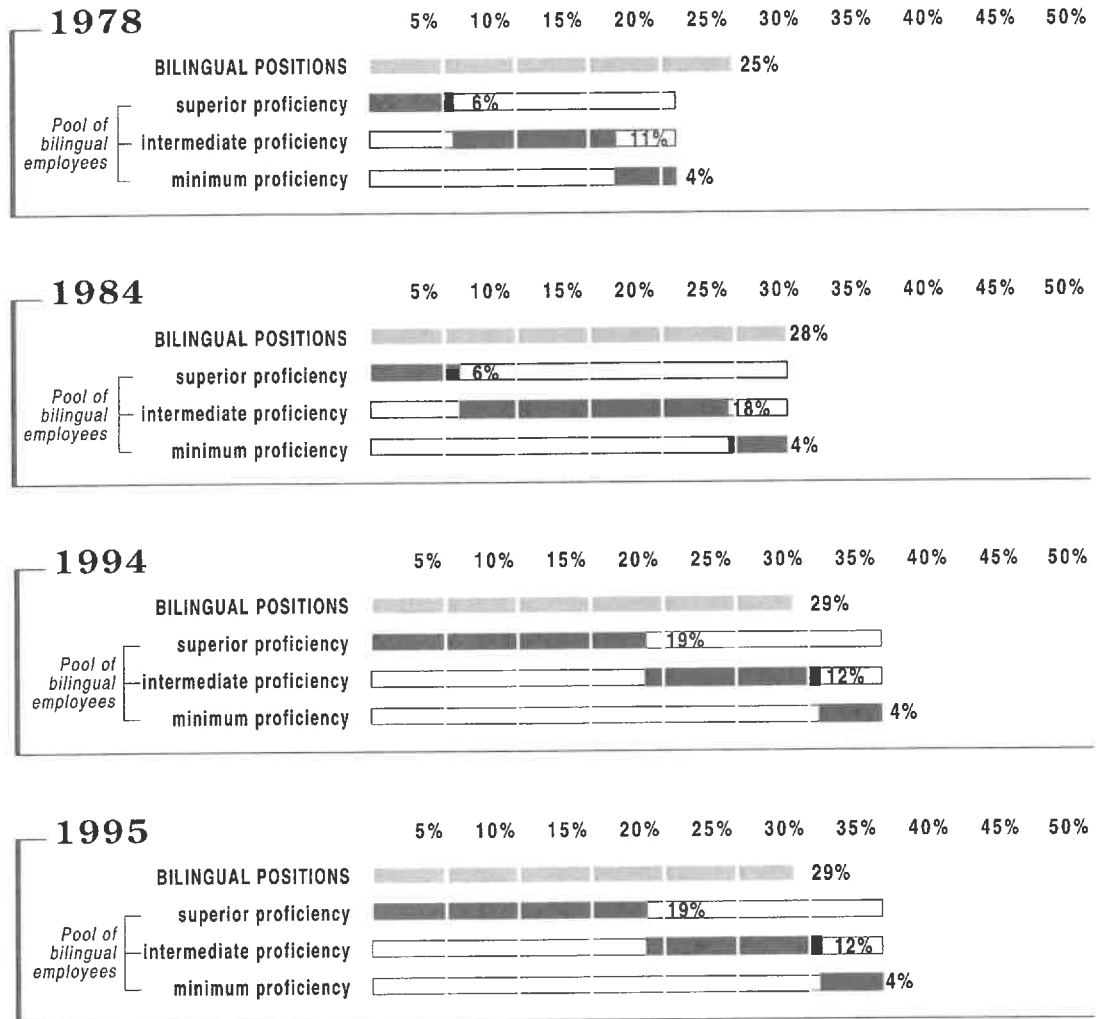


OLIS data



**Table 2**

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



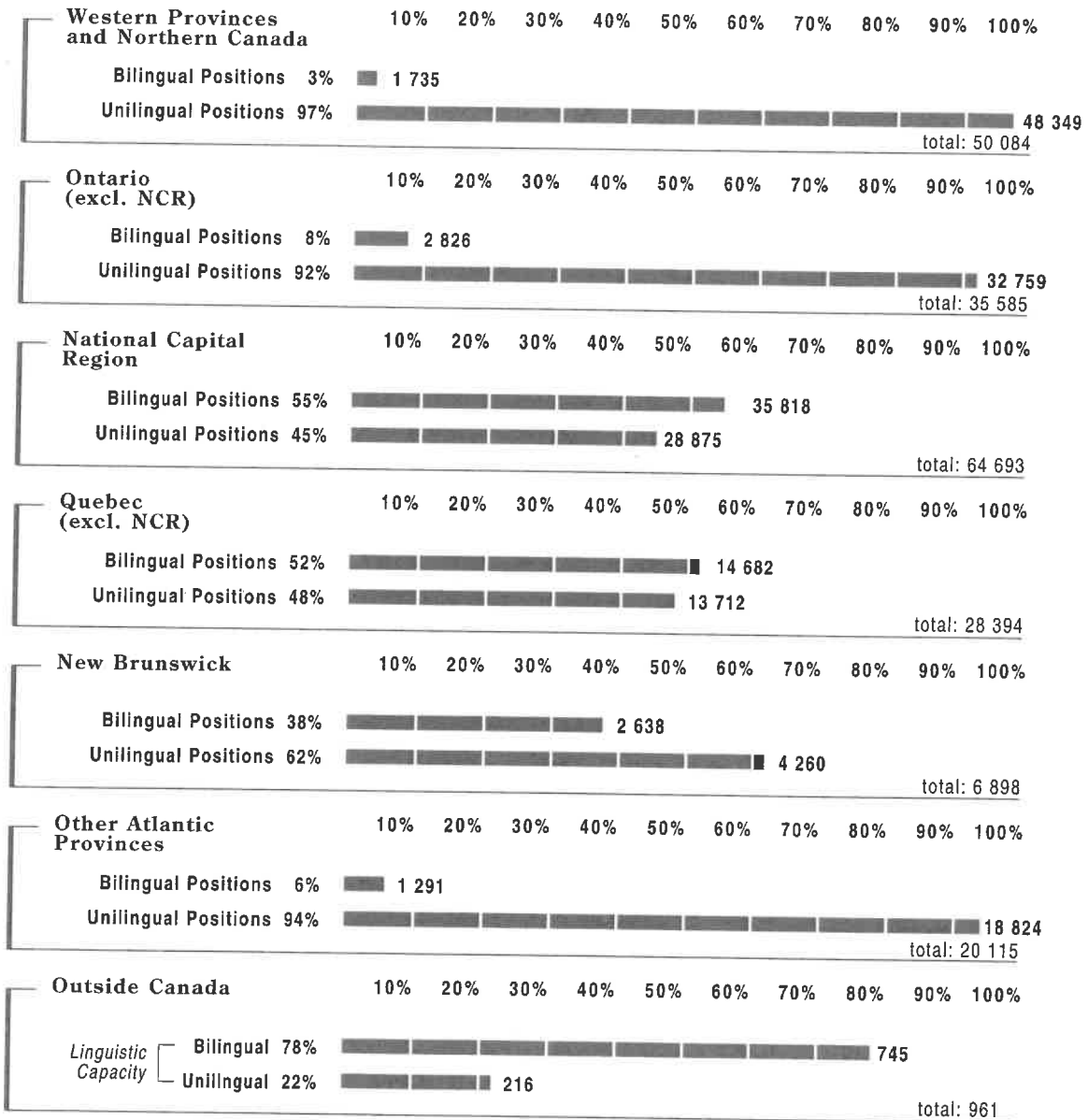
OLIS data

**Table 3**

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

by region

March 31, 1995

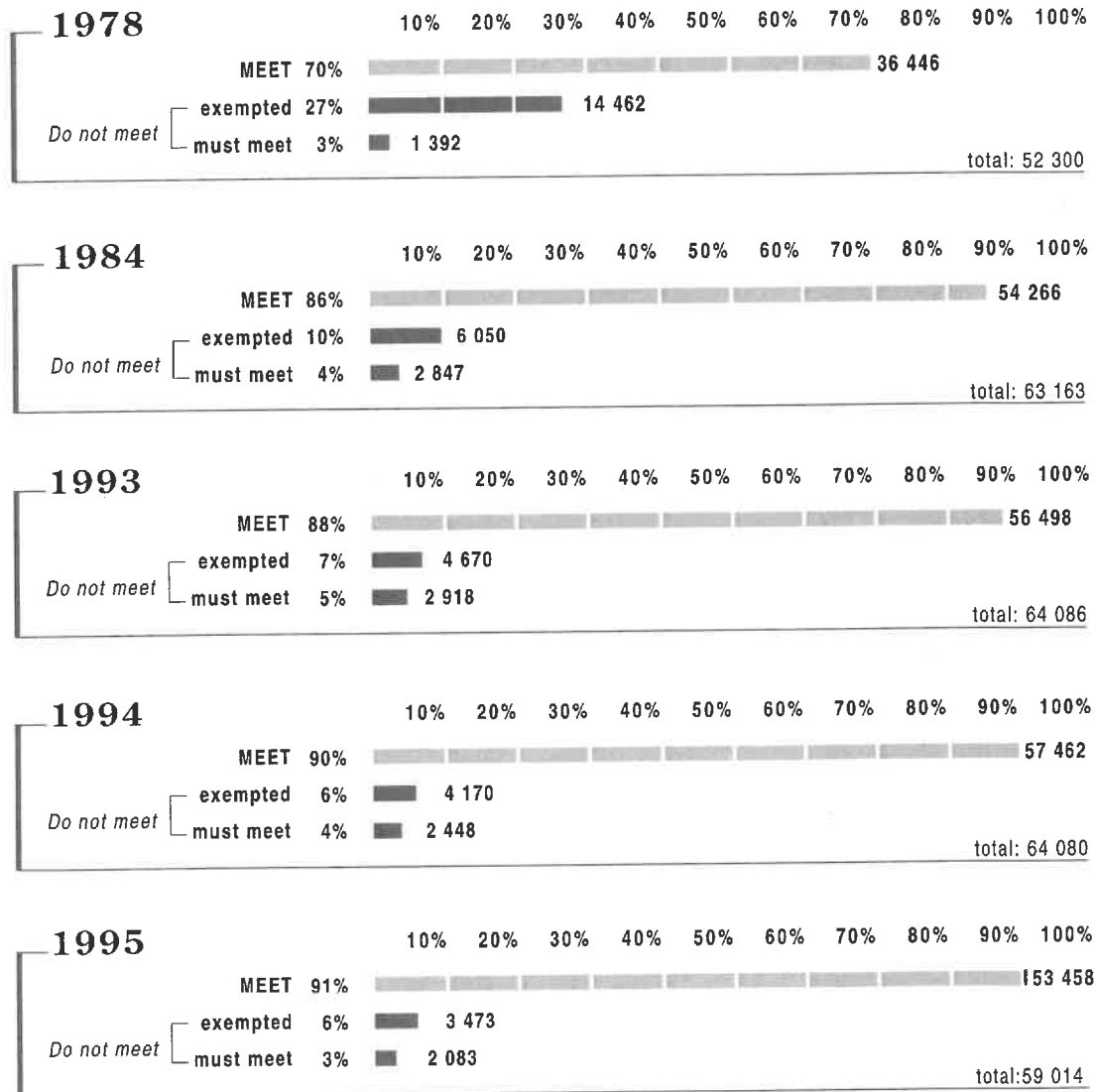


OLIS data

**Table 4**

**Bilingual positions in the Public Service**

Linguistic status of incumbents

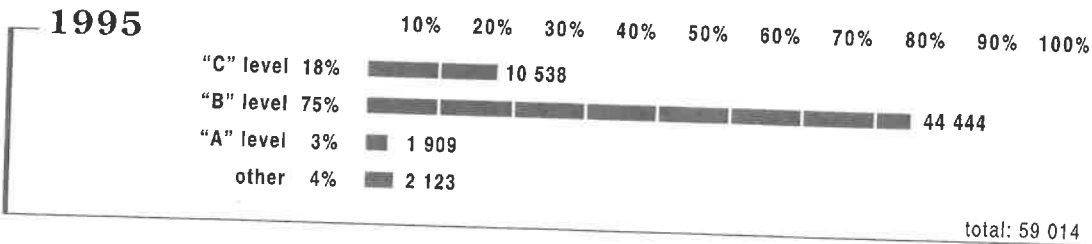
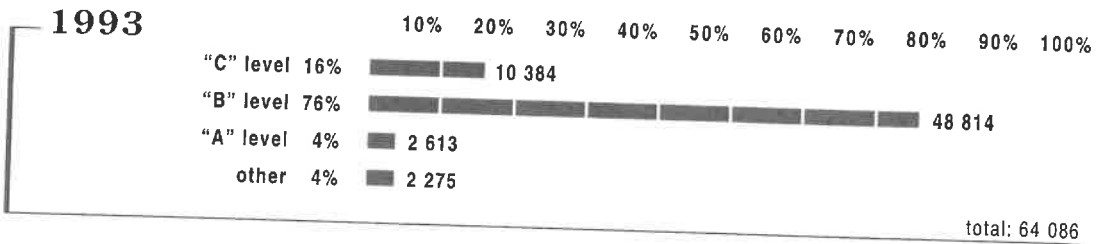
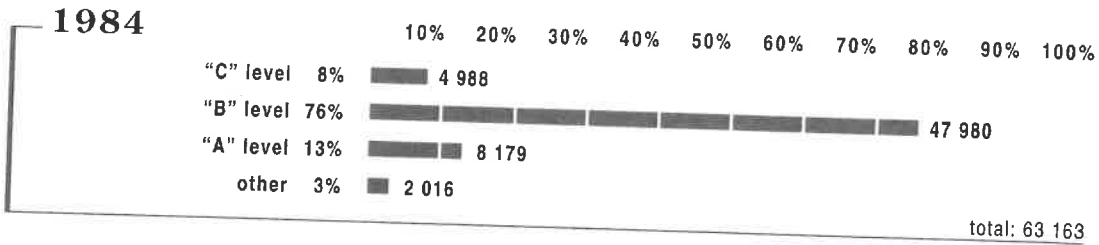
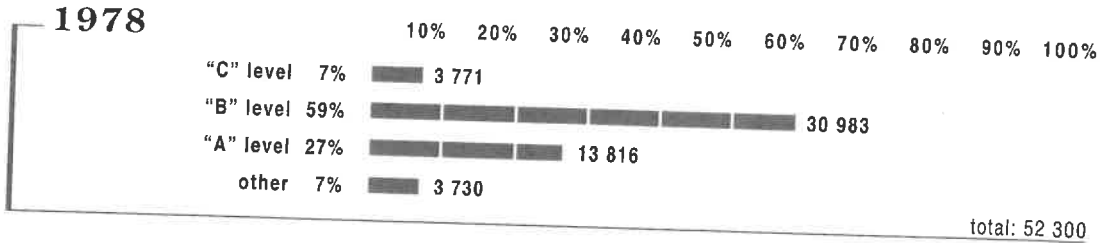


OLIS data

**Table 5**

**Bilingual positions in  
the Public Service**

Second-language level requirements

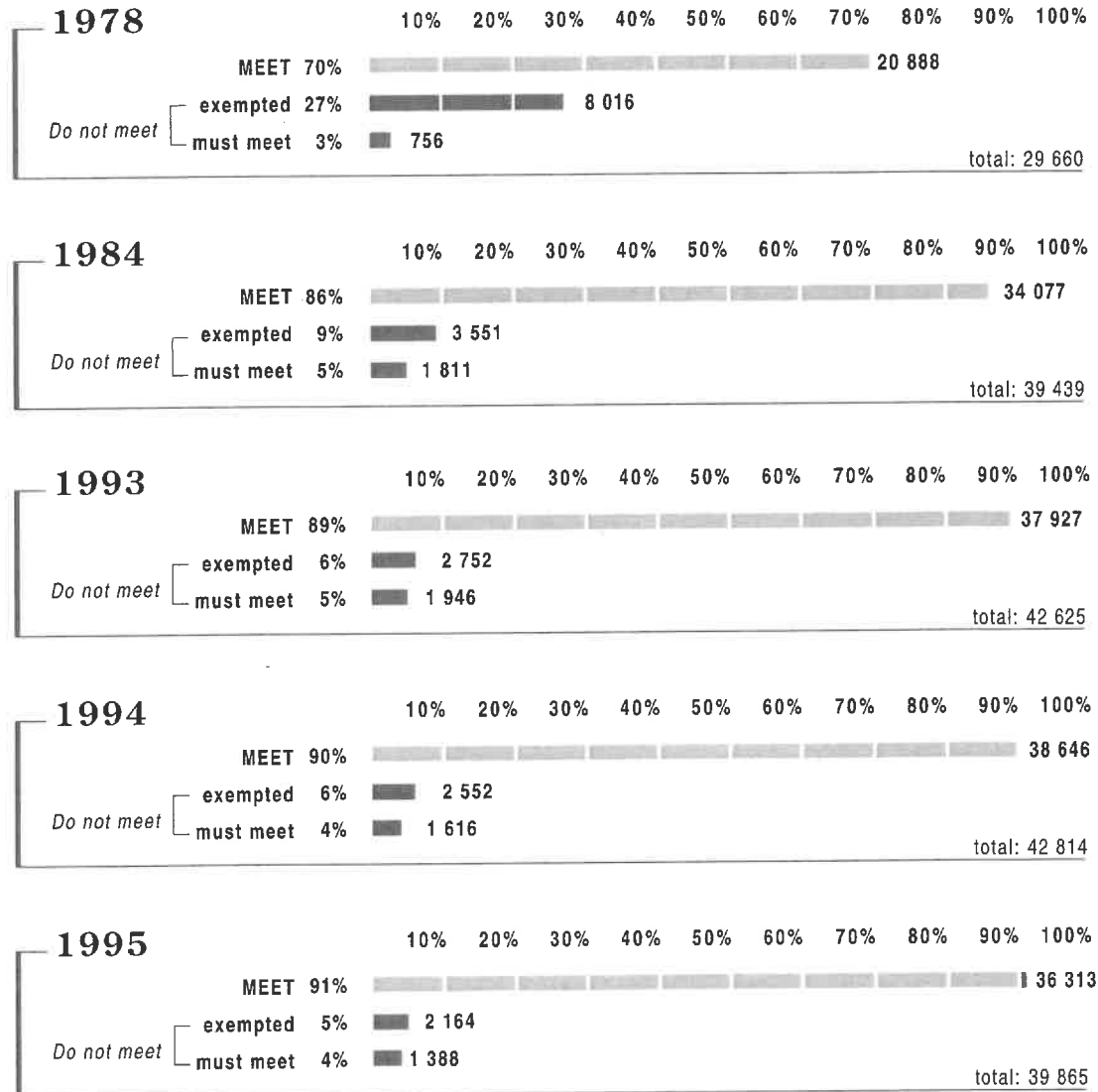


OLIS data

**Table 6**

**Service to the public — Public Service**

Bilingual positions  
Linguistic status of incumbents



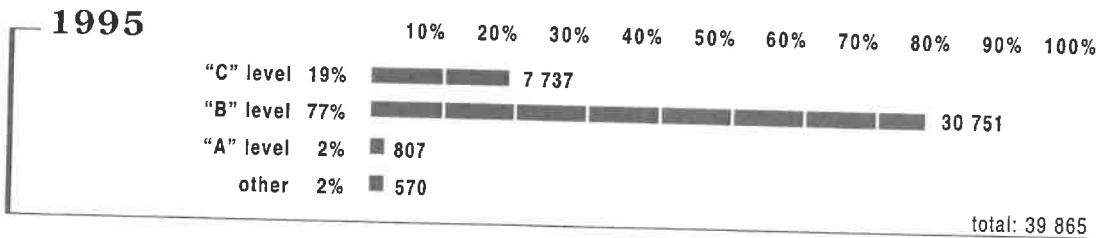
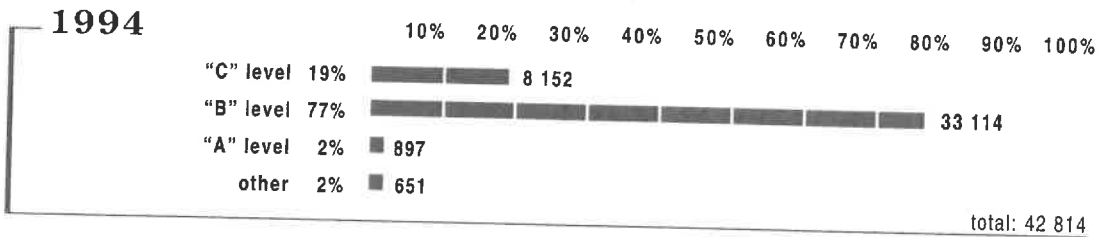
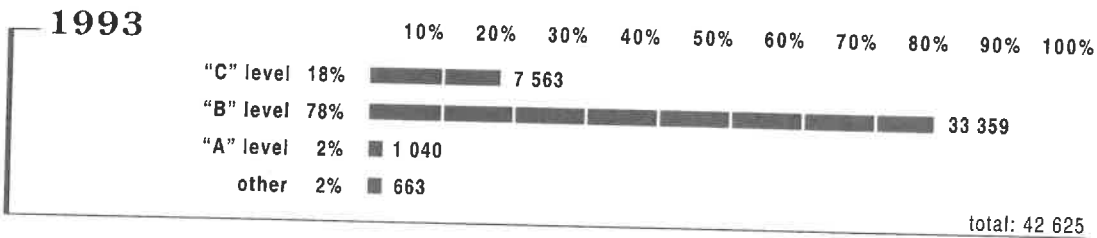
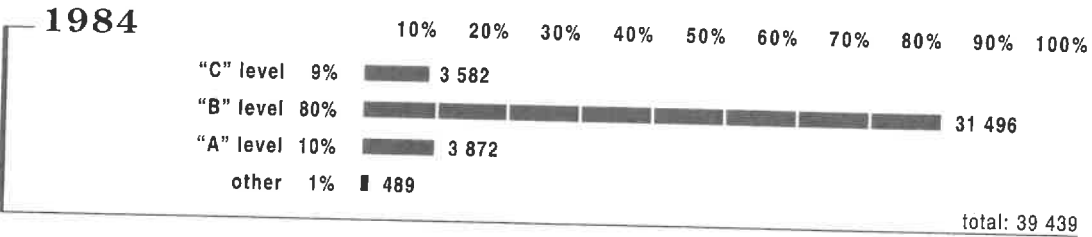
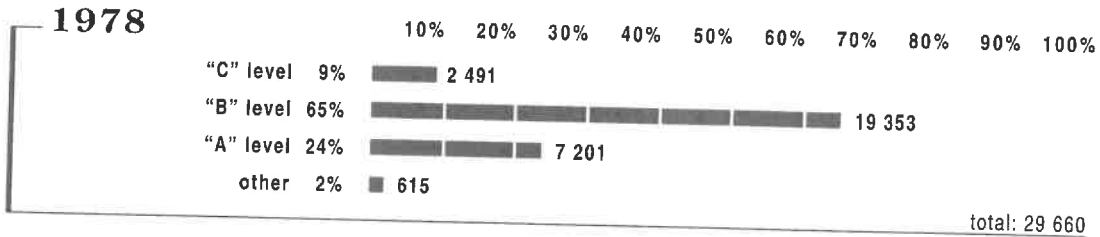
OLIS data

**Table 7**

**Service to the public — Public Service**

Bilingual positions

Second-language level requirements

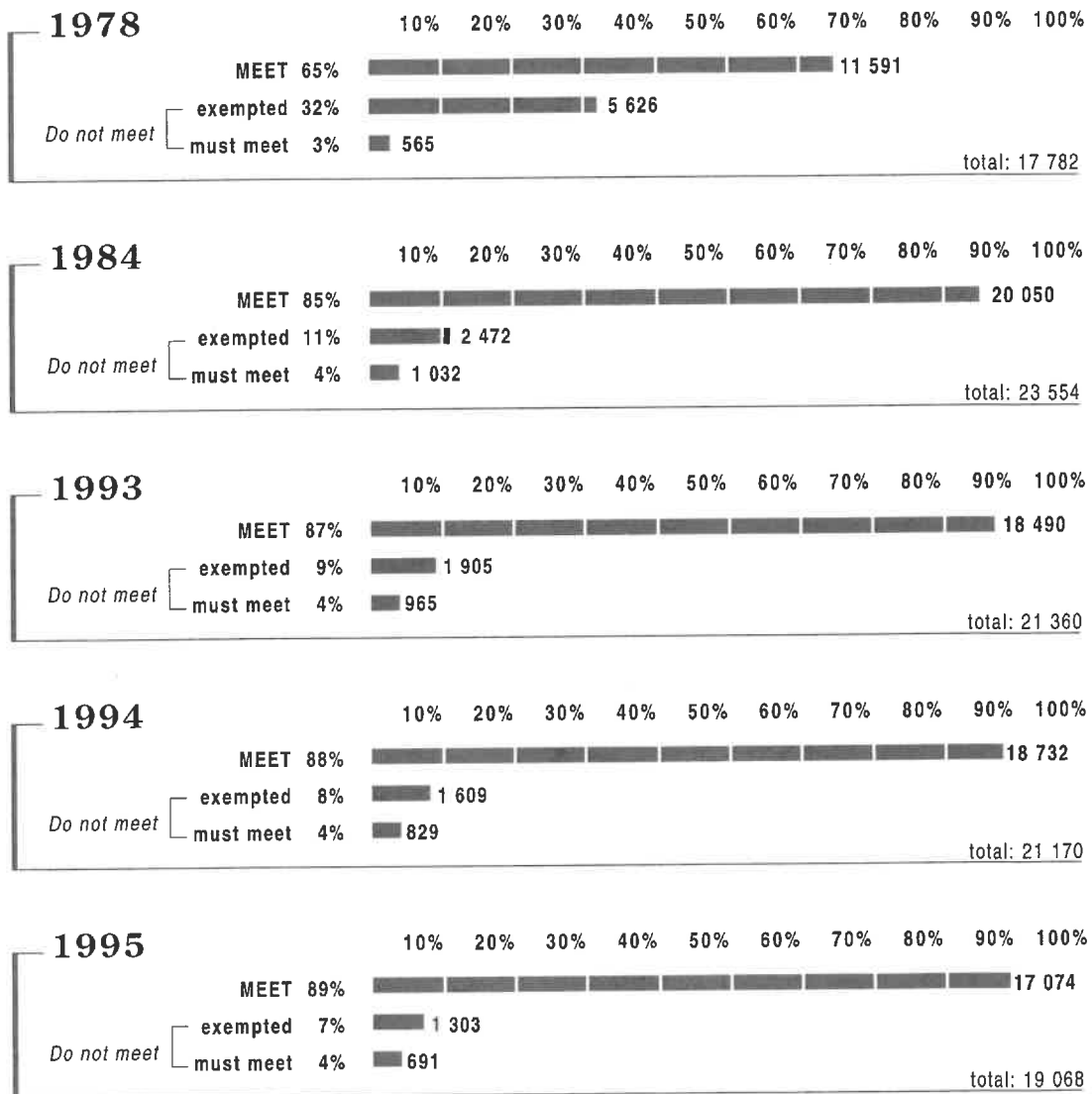


OLIS data

**Table 8**

**Internal services — Public Service**

Bilingual positions  
Linguistic status of incumbents



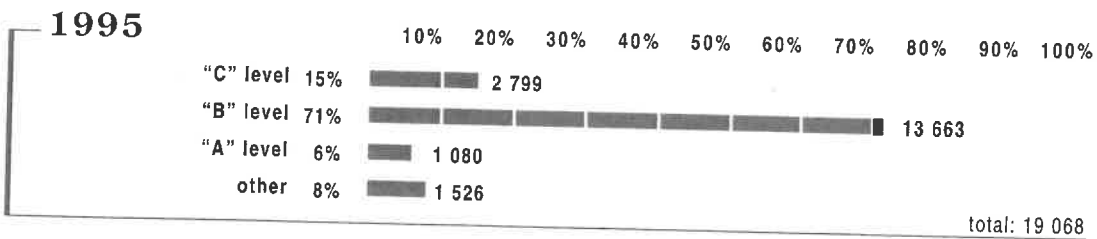
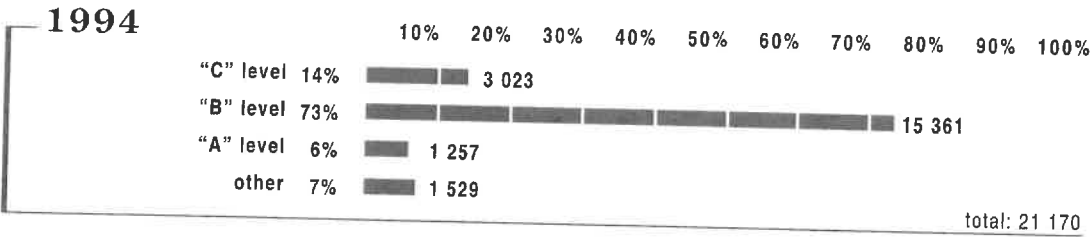
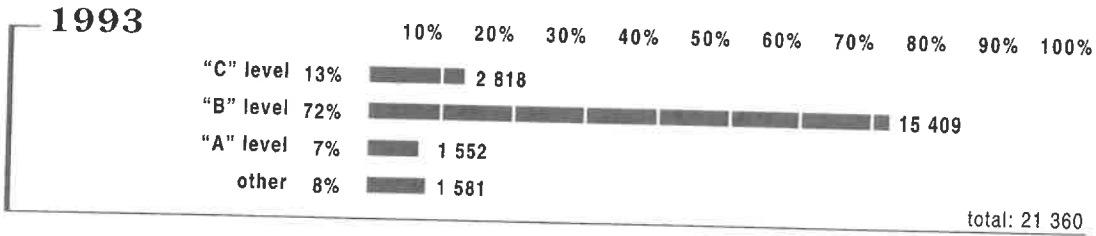
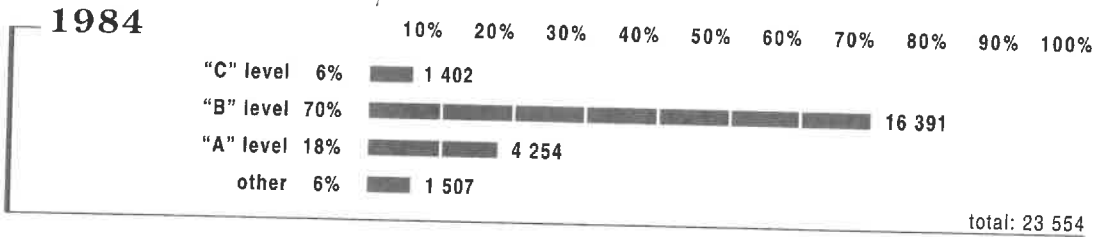
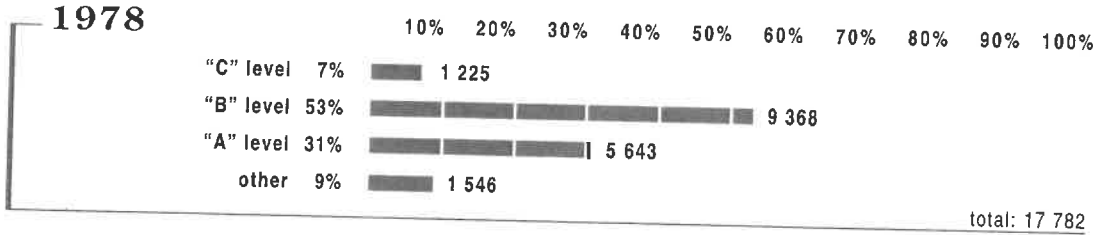
OLIS data

**Table 9**

**Internal services — Public Service**

Bilingual positions

Second-language level requirements



OLIS data

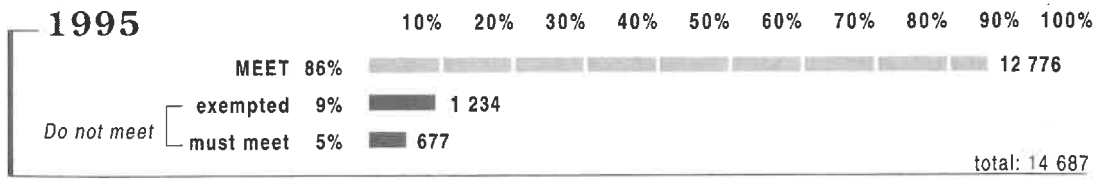
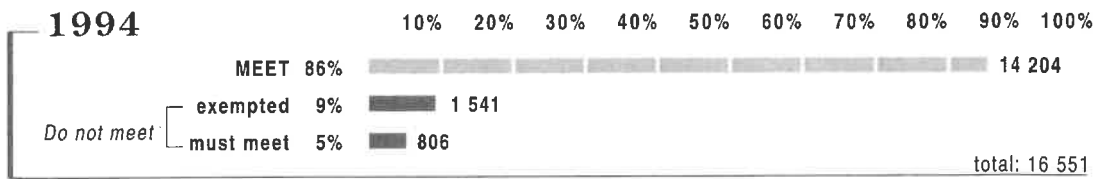
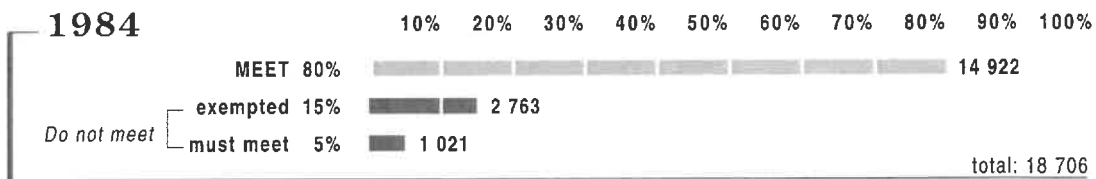
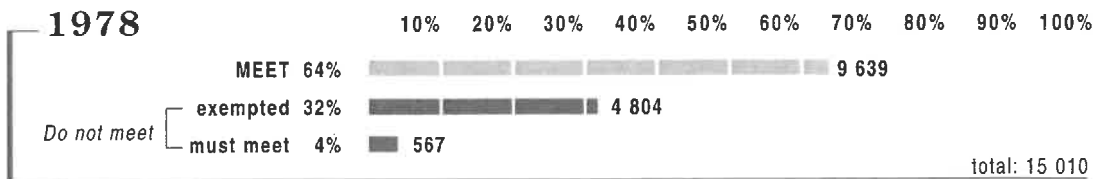


**Table 10**

**Supervision — Public Service**

Bilingual positions

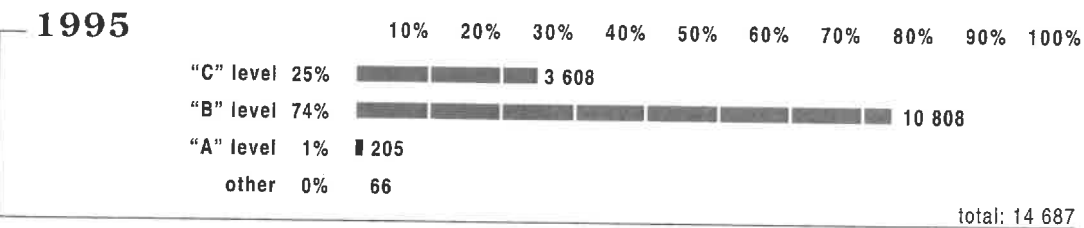
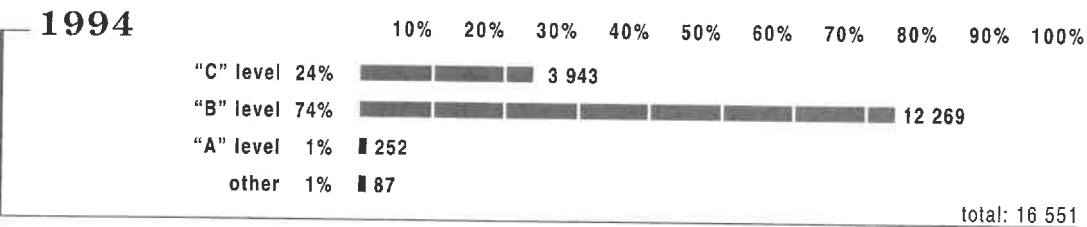
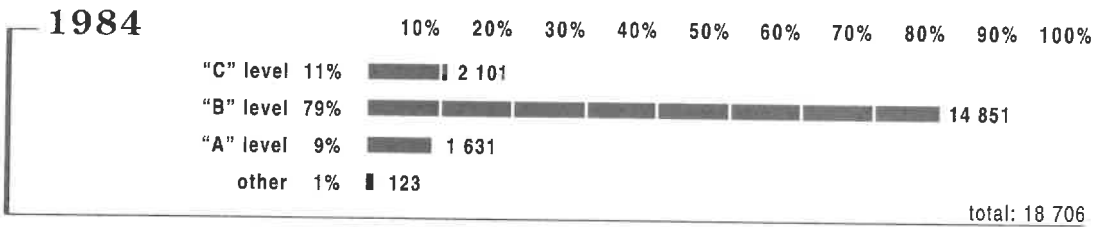
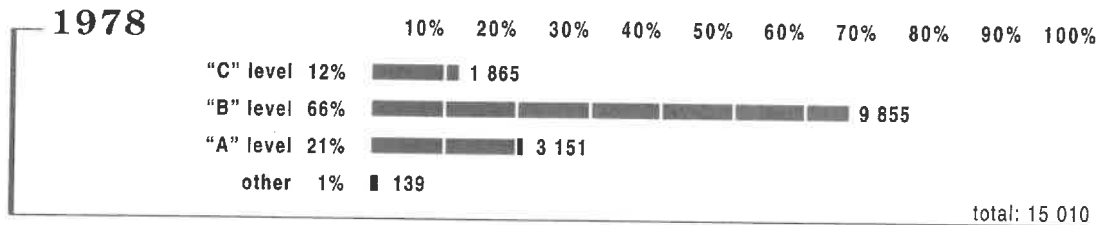
Linguistic status of incumbents



OLIS data

**Table 11**  
**Supervision — Public Service**

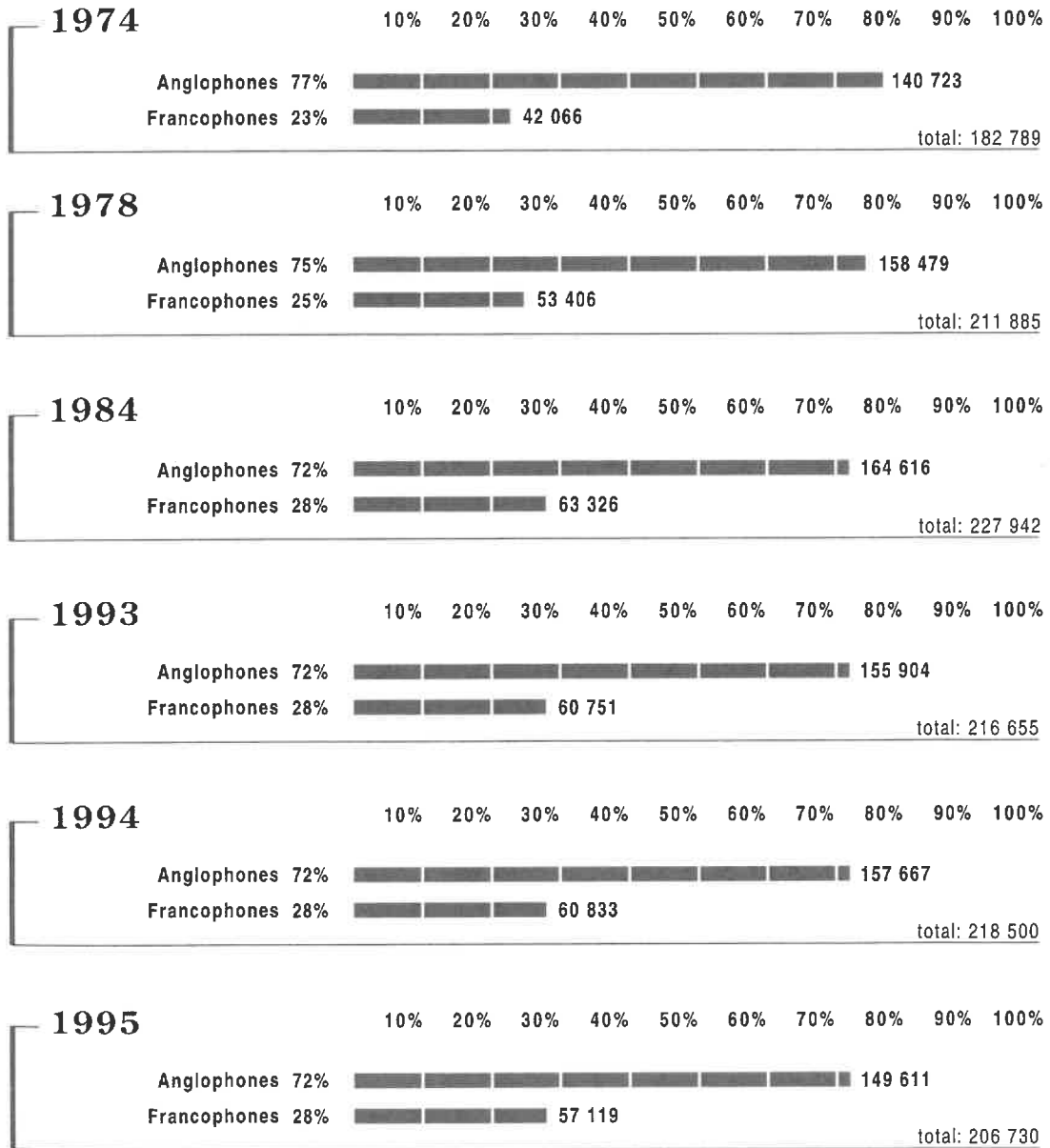
Bilingual positions  
 Second-language level requirements



OLIS data

**Table 12**

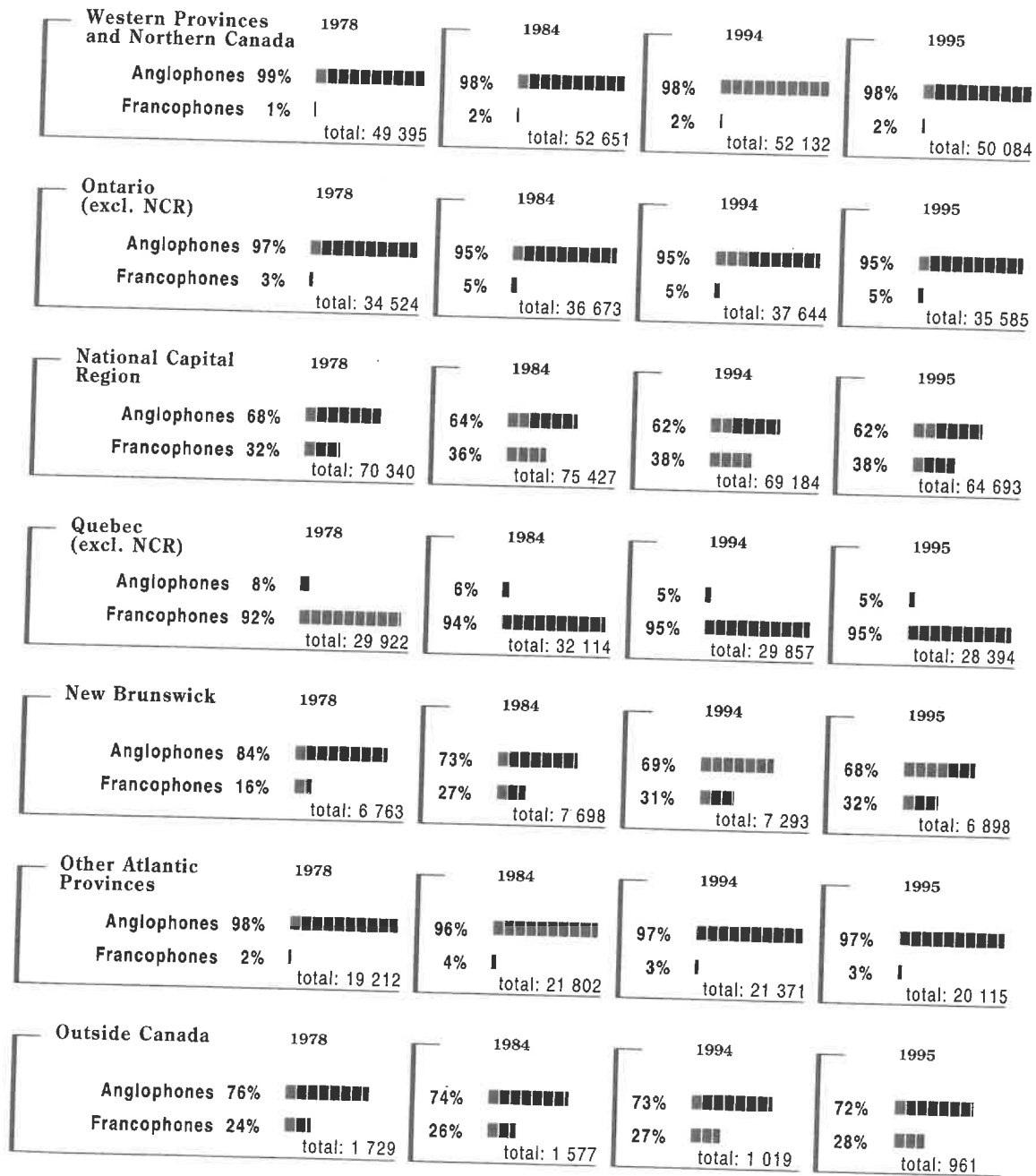
**Participation of Anglophones and Francophones in the Public Service**



OLIS data

**Table 13**

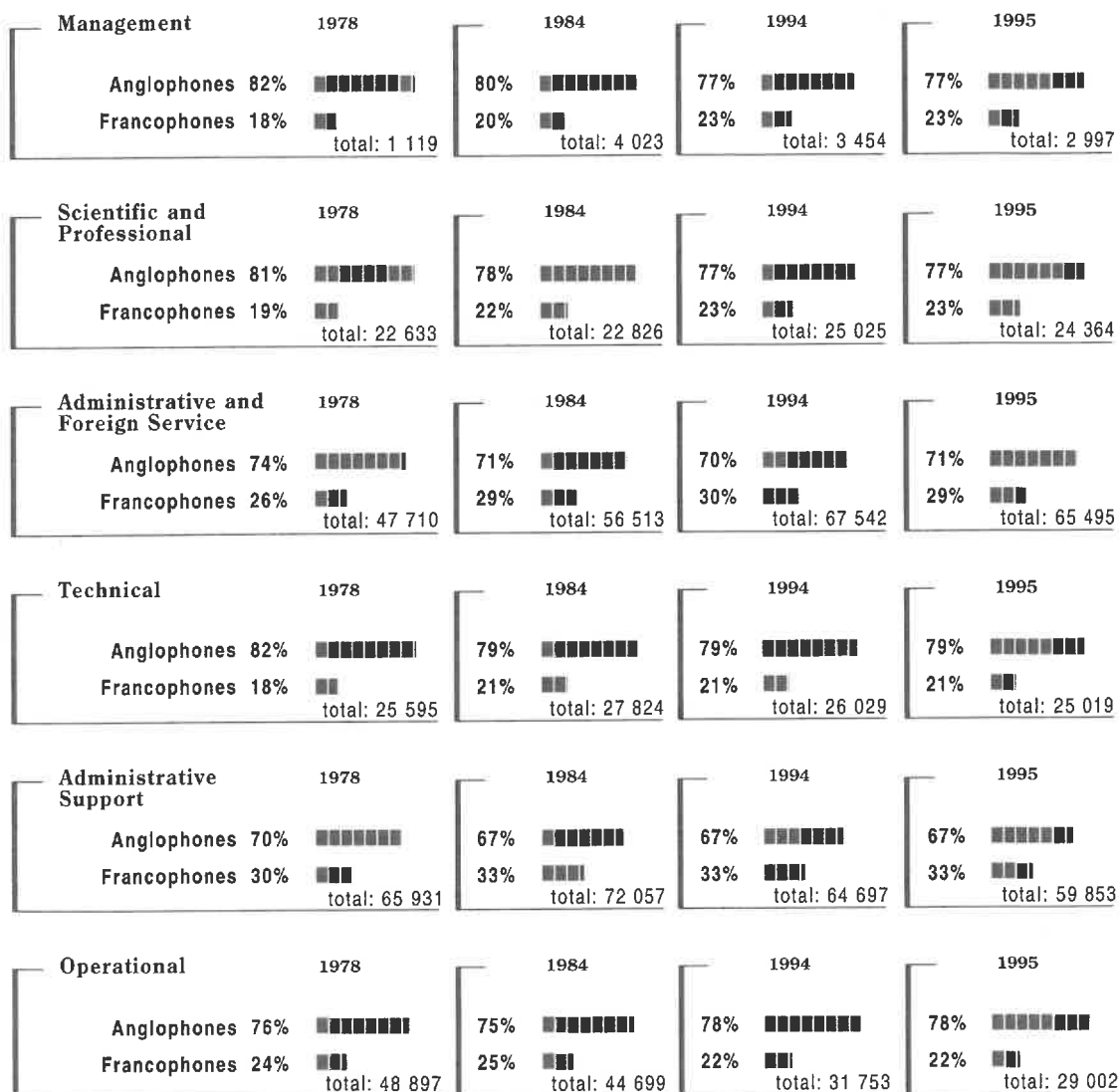
**Participation by region  
in the Public Service**



OLIS data

**Table 14**

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

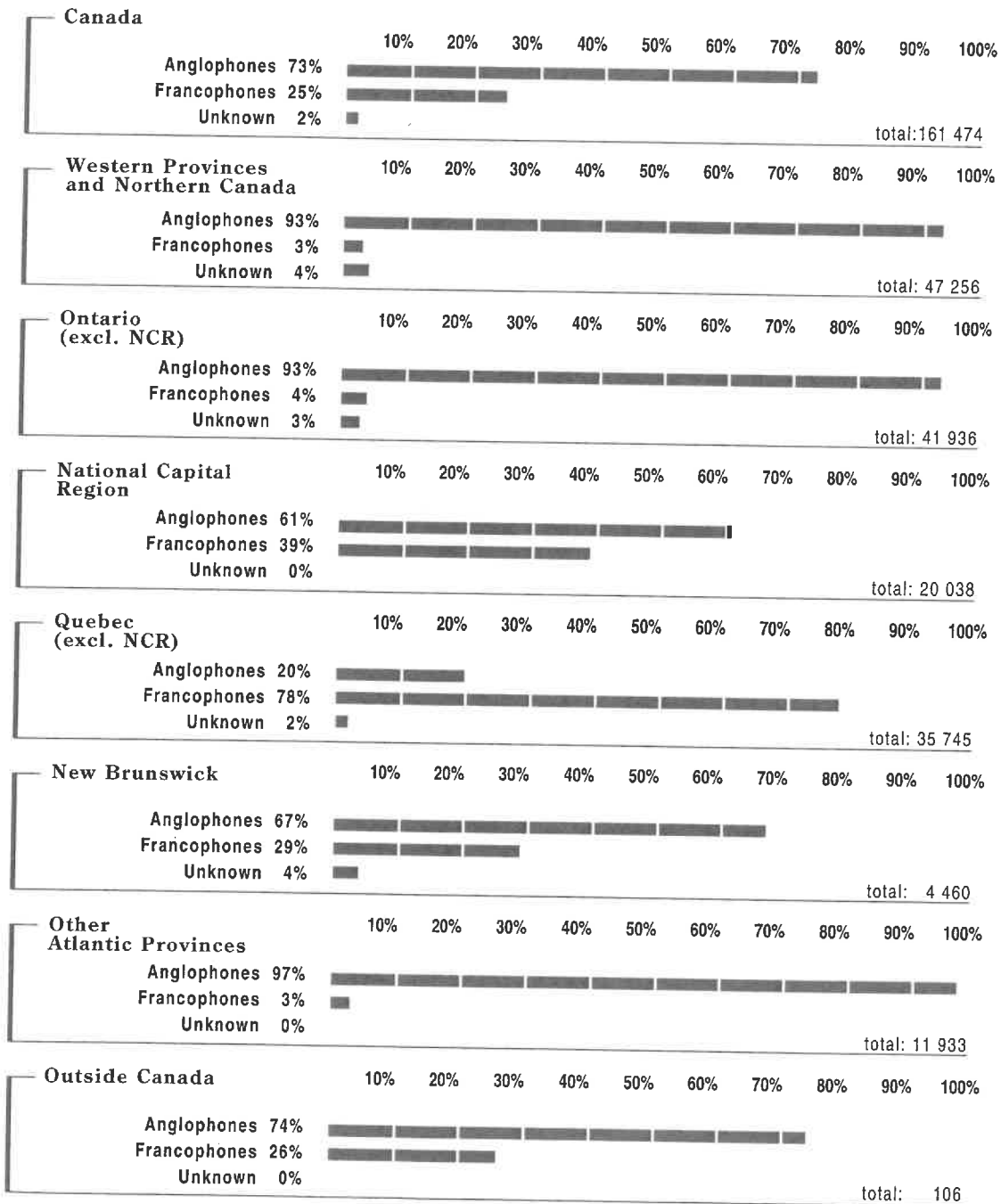


OLIS data

**Table 15**

**Participation by region in Crown corporations,  
the RCMP, separate employers, and other organizations  
subject to the *Official Languages Act***

**1994**

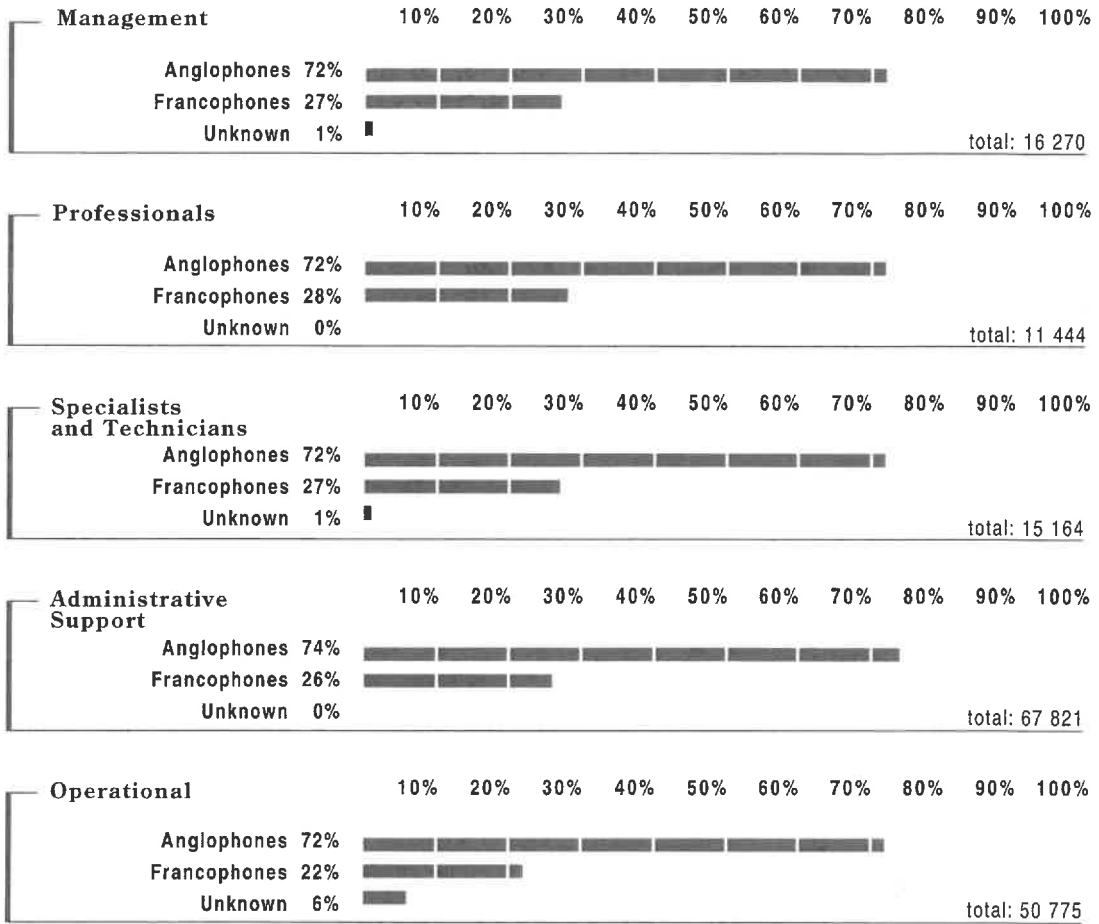


OLIS II data

**Table 16**

**Participation by occupational category in Crown corporations, the RCMP, separate employers, and other organizations subject to the *Official Languages Act***

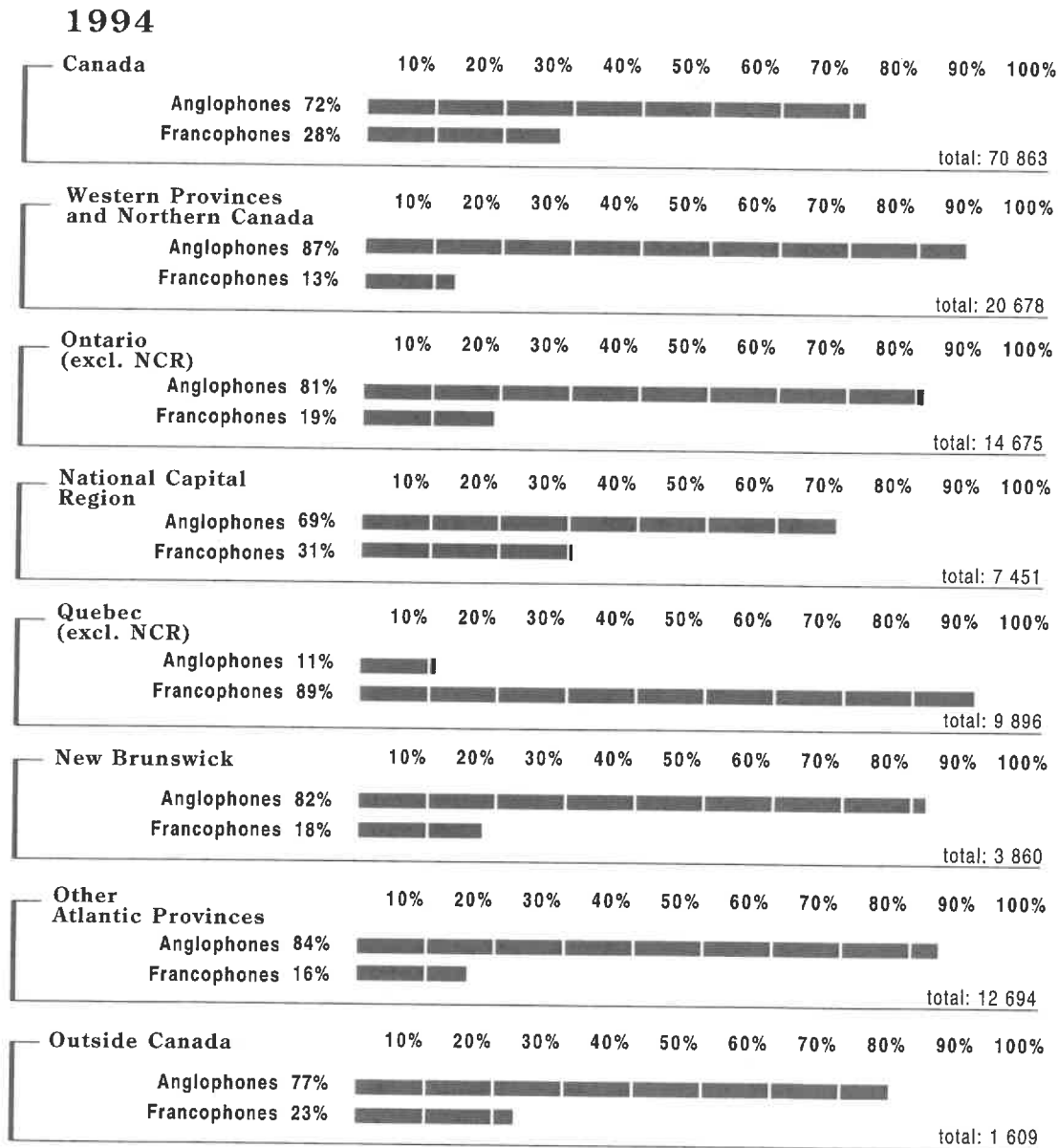
**1994**



OLIS II data

**Table 17**

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

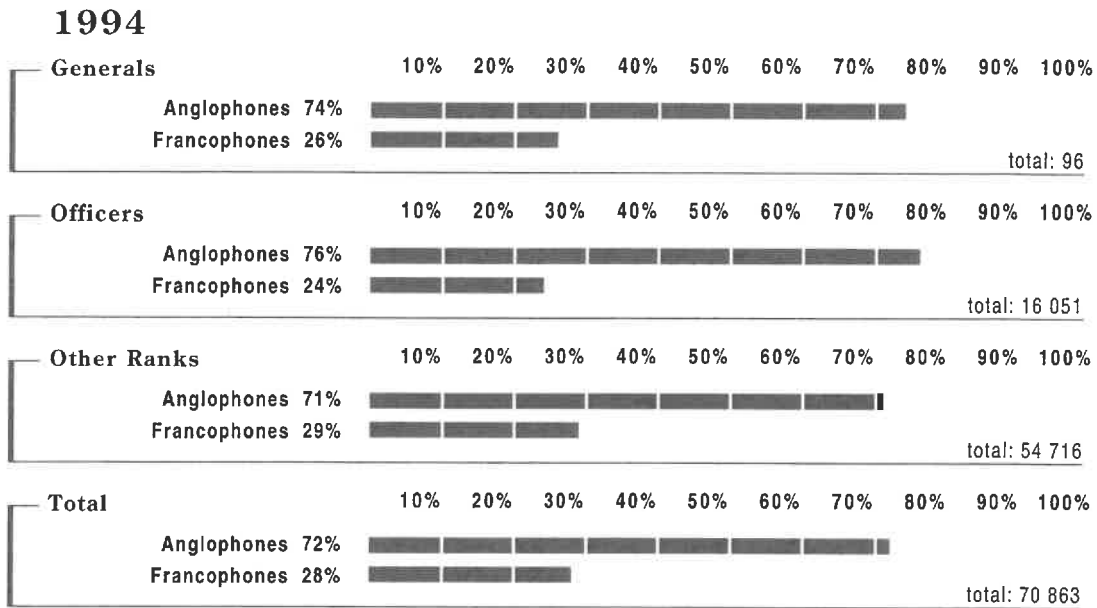


OLIS II data



**Table 18**

**Participation by rank of  
Anglophone and Francophone  
Canadian Regular Forces personnel**



OLIS II data

**Table 19**

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

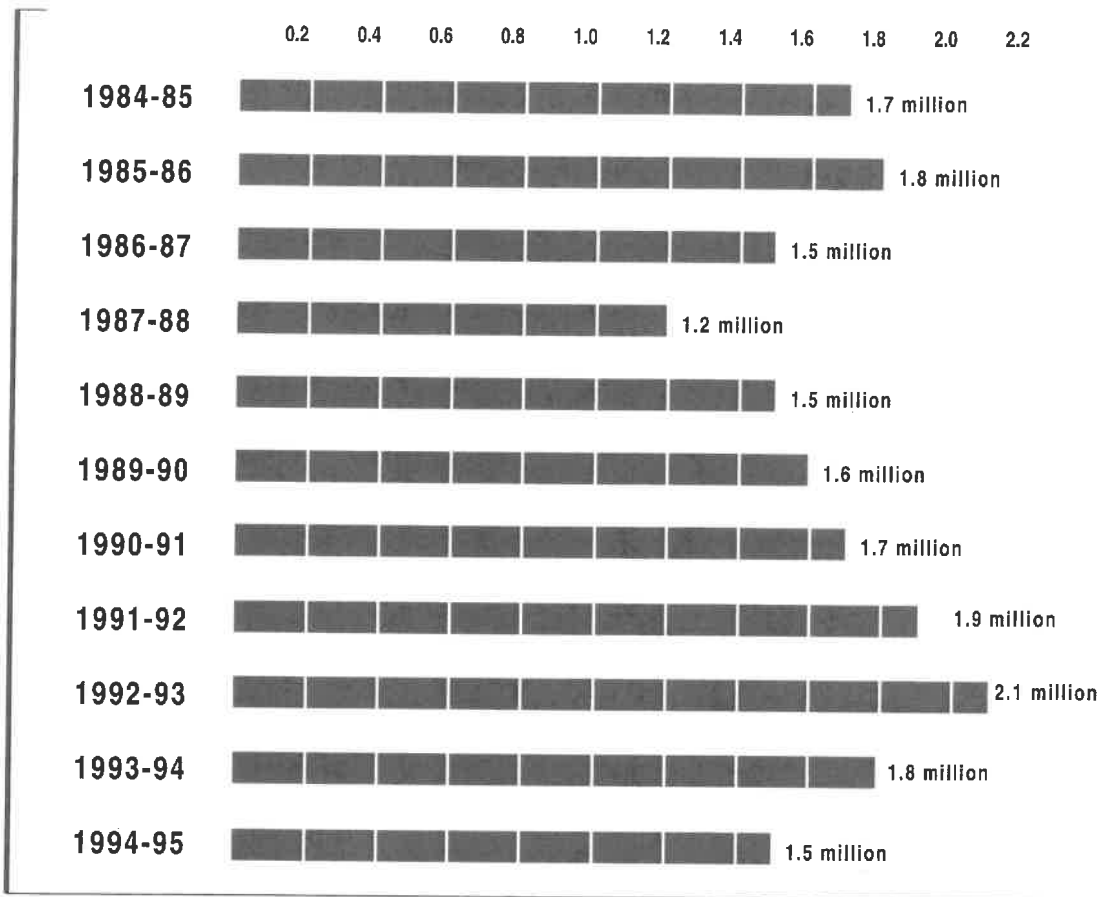


OLIS and OLIS II data

**Table 20**

**Language training (in hours)**

All suppliers

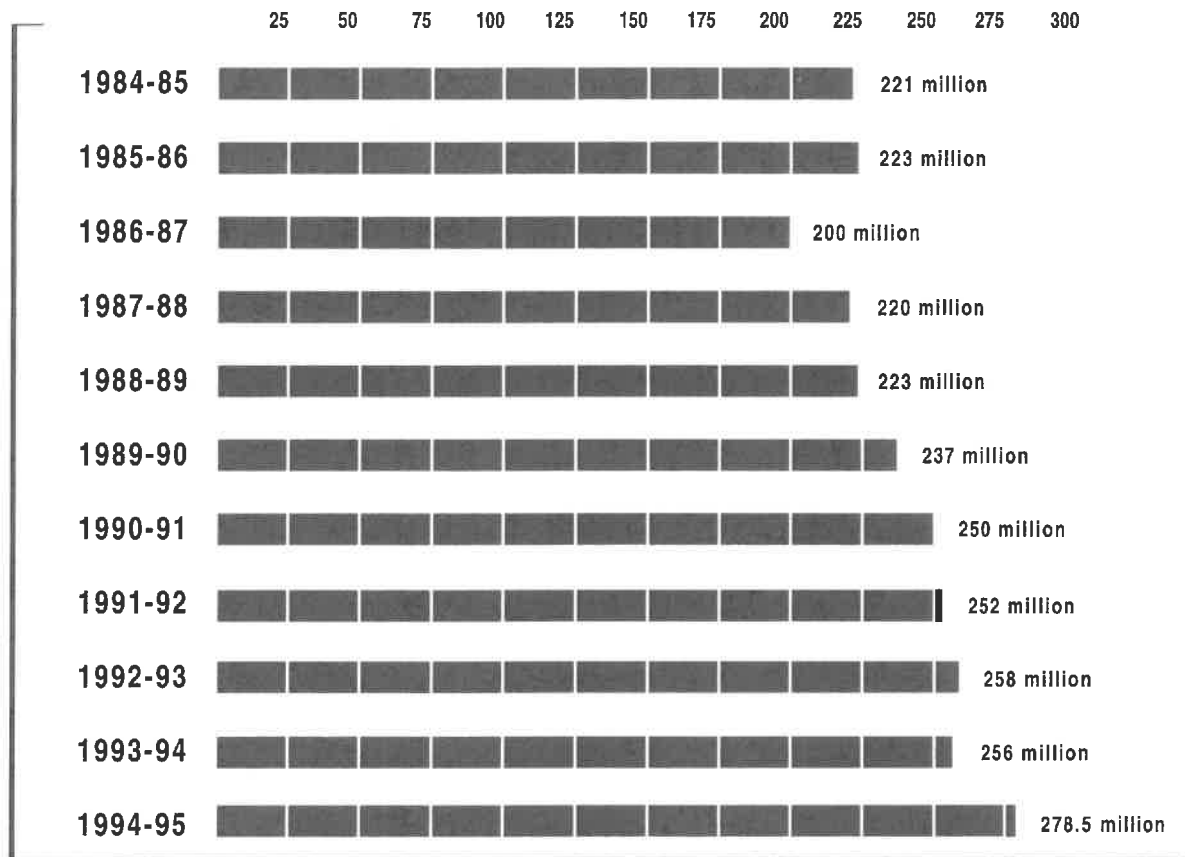


Language Training Module/Language Training System data

**Table 21**

**Official languages translation (in words)**

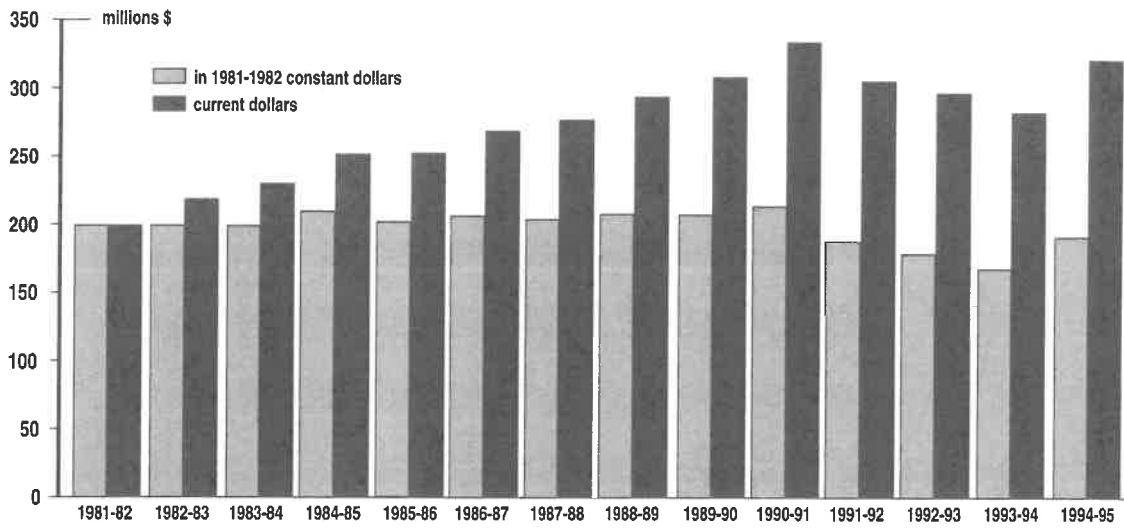
Departments and agencies



Public Works and Government Services Canada

**Table 22**

**Official Languages Program costs within federal institutions**



**Table 23**

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

Subjects	1994-1995 Actual Expenditures
	(millions \$)
<b>Translation</b>	
Translation Bureau (1)	94.7
Departments and agencies	15.6
Crown corporations, parliamentary institutions (2), Canadian Forces and other departments and agencies (3)	17.3
<b>Total</b>	<b>127.6</b>
<b>Language training</b>	
Public Service Commission	26.2
Departments and agencies (4)	10.2
Crown corporations, parliamentary institutions, Canadian Forces and other departments and agencies (3),(4)	34.9
<b>Total</b>	<b>72.0</b>
<b>Bilingualism bonus</b>	
Departments and agencies (5)	84.6
Other departments and agencies (3)	2.0
<b>Total</b>	<b>86.6</b>
<b>Administration and implementation (6)</b>	
Treasury Board Secretariat	4.2
Public Service Commission (7)	1.4
Departments and agencies	15.5
Crown corporations, parliamentary institutions, Canadian Forces and other departments and agencies (3)	11.4
<b>Total</b>	<b>32.5</b>
<b>GRAND TOTAL</b>	<b>318.7</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*.
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 annual costs and the retroactive payment of the bonus to RCMP members.
6. 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.
7. Includes Public Service Commission costs for the application of the Official Languages Exclusion Order of the *Public Service Employment Act* 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, 1995.

**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 Foreign 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 – Status of incumbents

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 without making a commitment to meet the language requirements 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 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 1995. The number of employees who meet the requirements of their positions has risen from 70 per cent in 1978 to 91 per cent in 1995.

#### **Table 5**

##### **Bilingual positions — Second-language level requirements**

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 — Status of incumbents**

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 for Table 4.

#### **Table 7**

##### **Service to the public — Second-language level requirements**

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

#### **Table 8**

##### **Internal services — Status of incumbents**

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 for Table 4.

#### **Table 9**

##### **Internal services — Second-language level requirements**

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

**Table 10****Supervision — Status of incumbents**

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 — Second-language level requirements**

Table 11 shows the second-language level requirements for positions described in the note for 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 and 16****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. Data on civilian employees of the Royal Canadian Mounted Police are contained in the statistics on the Public Service.

**Tables 17 and 18****Participation of Anglophone and Francophone Canadian Regular Forces personnel**

Data on civilian Canadian Forces personnel are included in the statistics on the Public Service. Reserve personnel have been excluded from the data.

**Table 19****Participation of Anglophones and Francophones employed in all organizations subject to the *Official Languages Act***

While tables 12 to 18 cover the Public Service, Crown corporations, the RCMP, separate employers and other organizations, and Canadian Regular Forces, 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 another legal instrument stipulates it, for example, Air Canada or designated airport authorities.

**Table 20****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 21****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 22 and 23****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.