



*Office of the
Commissioner of
Official Languages*

*1998-1999
Main Estimates*

A Report on Plans and Priorities

Office of the Commissioner
Of Official Languages

1998-99
Main Estimates

A Report on Plans and Priorities

Approved

*The Right honourable Jean Chrétien
Prime Minister*

Table of Contents

Section I:

Messages	1
Commissioner's Message	1
Management Representation Statement	2

Section II:

Commissioner's Office Overview	3
Mandate, Roles and Responsibilities	3
Objective	4
Organizational Structure	5
Business Line Structure	5
Financial Spending Plan	6

Section III:

Plans, Priorities and Strategies	7
Summary of Key Plans, Priorities and Strategies	7
Details by Business Lines	8
<i>Complaints and Investigations</i>	9
<i>Information, Research and Analysis</i>	14
<i>Corporate Services</i>	16

Section IV:

Supplementary Information	21
Table 1 Spending Authorities - Commissioner's Office Summary	21
Table 2 Responsibility for Planned Spending by Program and Business Lines for 1998-1999	21
Table 2.1 Planned Full Time Equivalent (FTEs) by Business Line	21
Table 2.2 Detail of FTE Requirements	21
Table 3 Summary of Standard Objects of Expenditure	22
Table 4 Program Resources by Program and Business Lines for the Estimates Year	22
Table 5 Net Cost of Program for 1998-99	23
Table 6 Listing of Statutes and Regulations	24
Table 7 References	25
Index	27

Section I: Messages

Commissioner's Message

Canada is going through a period of rapid change. Its economy is evolving, as are its demographics and governance. In this environment of constant change, there is a danger that some of the country's basic values, those that make Canada special in the world, will be eroded or weakened.

One of those values is linguistic duality. The arguments that justify it are numerous and well known. There is, for example, the country's birth and history, the long coexistence of the two language groups, the constitutional protections from 1867 to the present, and respect for citizens' rights.

I would like to add another reason to all of these, one that is mentioned less frequently, but that I feel is just as important: the coexistence of our official-language communities offers the entire world a shining example of success at a time when linguistic, economic, religious and ethnic tensions threaten the peace and security of many nations. Our duality is not simply a Canadian value; the way we live it, respect it and develop it is also an example to the entire world.

The Commissioner of Official Languages is an essential element in the protection of that linguistic duality at the federal level. He is essentially an ombudsman: he investigates complaints and issues recommendations in order to ensure that the linguistic rights of Canadians are respected in their dealings with federal institutions.

In order for these rights to be respected, they must be known. The Commissioner is thus required to inform and educate Canadians about the *Official Languages Act* and his role in encouraging the Government of Canada to ensure that linguistic duality is respected, protected and promoted.

The Commissioner's role is clearly focused on people. The *Act* is not an abstract document; it affects the quality of life of official-language communities. The Commissioner meets regularly with Canadians of all ages and conditions in every province, working with them to enhance respect for our duality. He also meets with officials from the various orders of governments and individuals from the private, community and academic sectors.

The Commissioner needs tools to fulfil his mandate. The investigation is the best known of these tools. But the 1988 *Act* gave him a larger role with respect to the courts. Similarly, he requires research and analyses in order to more fully understand the constant evolution of the official-language communities. He needs tools to inform Canadians of the scope of the *Act* and of their rights under it.

In 1998, Canadians will celebrate the tenth anniversary of the *Official Languages Act*, 1988. There will be assessments showing the progress made and the efforts still to be made. They will also show that at the heart of this progress and effort, the Commissioner of Official Languages continues his activities, as the *Act* mandates him to do.

MANAGEMENT REPRESENTATION STATEMENT

A Report on Plans and Priorities 1998-99

I submit, for tabling in Parliament, the 1998-99 Report on Plans and Priorities for the Office of the Commissioner of Official Languages

To the best of my knowledge the information:

- Accurately portrays the Office's mandate, plan, priorities, strategies and expected key results of the organization.
- Is consistent with the disclosure principles contained in the *Guidelines for Preparing a Report on Plans and Priorities*.
- Is comprehensive and accurate.
- Is based on sound underlying agency information and management systems.
- I am satisfied as to the quality assurance processes and procedures used for the RPP's production.

The *Planning and Reporting Accountability Structure* (PRAS) on which this document is based has been approved by the Treasury Board Ministers and is the basis for accountability for the results achieved with the resources and authorities provided.

Name: _____

Date: _____

Section II: Commissioner's Office Overview

The Office of the Commissioner (OCOL), which serves the public from its office in Ottawa and its five (5) regional offices, supports the Commissioner of Official Languages (COL) in fulfilling his mandate to protect and advance the language rights of individuals and groups in Canada and to monitor the linguistic performance of federal institutions and other agencies subject to the *Act* (hereinafter referred to as federal institutions). The Commissioner, like the Auditor General and the Chief Electoral Officer – who, by virtue of their mandates, must be at arm's length from the government –, reports directly to Parliament. The Commissioner has only the power of recommendation (although he can go to court in support of a complainant who asks him to do so). As an ombudsman, his most powerful tool is that of persuasion.

Mandate, Roles and Responsibilities

Mandate

The mandate of the Commissioner consists in taking all necessary measures with a view to ensuring recognition of the status of each of the official languages and compliance with the spirit and intent of the *Official Languages Act (OLA)* in the administration of the affairs of federal institutions, including any of their activities relating to the advancement of English and French in Canadian society. Every year, the Commissioner submits to Parliament a report on the implementation of the *Act* and on the performance of his duties. As circumstances require, he may also submit special reports to the Governor in Council or to Parliament.

Role

The role of the Commissioner, who is appointed by commission under the Great Seal after approval of the appointment by resolution of the Senate and House of Commons, for a seven-year term, essentially has three components:

- to investigate any complaint made to the Commissioner to the effect that the status of an official language was not or is not being recognized, any provision of an *Act* of Parliament or regulation relating to the status or use of an official language was not or is not being complied with, or the spirit and intent of the *Act* was not or is not being complied with in the administration of the affairs of any federal institution, and to make recommendations as necessary to ensure compliance with the *Act*;
- to conduct studies on any issues of major importance involving the implementation of the *Official Languages Act*;
- to report to Parliament and inform the Canadian public about the scope and implementation of the *Official Languages Act* and the rights and obligations arising from it;
- to assist the official language minority communities in developing, enhancing their vitality and obtaining the rights guaranteed them by the Constitution and the *Act*.

Responsibilities

While all federal institutions are subject to the *Act*, some of them play a particular role in this regard:

- the **Privy Council Office** (PCO) defines the major orientations of the federal language policy;
- the **Treasury Board Secretariat** (TBS) is responsible for developing and co-ordinating government principles and programs for the application of the *OLA* within departments and agencies of the Government of Canada and judicial, quasi-judicial and administrative bodies and Crown corporations, and monitors, audits and evaluates their implementation and effectiveness;
- the **Public Service Commission** (PSC) provides language training to public servants and determines the level of language knowledge of candidates for bilingual positions and the principles for the imperative or non-imperative designation of positions;
- **Canadian Heritage** (CH) co-ordinates the implementation of Part VII of the *Act* within the federal administration; Part VII sets forth the commitment of the federal government to enhance the vitality of the English and French linguistic minority communities in Canada and support and assist their development and to foster the full recognition and use of both English and French in Canadian society;
- the **Department of Justice** (JUS) provides advice to the government on questions of law, legislation and juridical policy regarding official languages and formulates the government's position in legal cases involving language rights. Under the POLAJ (National Program for the Integration of Both Official Languages in the Administration of Justice), it has specific responsibilities for the administration of justice in both official languages with respect to the promotion and improvement of the availability of justice in both official languages to ensure that Canadians can exercise their rights in the language of their choice;
- **Public Works and Government Services Canada** (PWGSC) manages the translation and interpretation activities of the Translation Bureau;
- the **Federal Court** (FC) hears requests for court remedies brought by persons who have previously made a complaint to Commissioner. This specific remedy, which is available only in respect to certain provisions of the *Act*, must be applied for within prescribed time limits. In addition, the Commissioner may initiate the remedy on the complainant's behalf if the latter agrees, or may appear, with the Court's permission, as a party to proceedings. The Court may order such redress as it considers appropriate in the circumstances; and, finally,
- the **Standing Joint Committee on Official Languages** monitors the implementation of the *Act* and the *Regulations* and directives made under it, as well as the reports of the Commissioner, of the President of the Treasury Board and of Canadian Heritage.

Objective

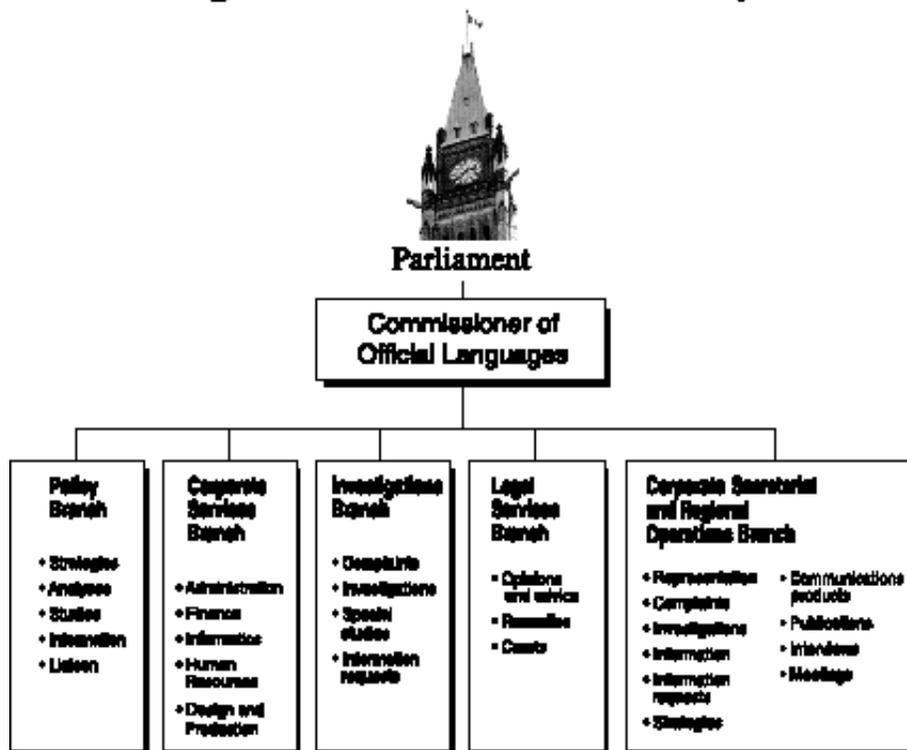
To ensure recognition of the status of each official language and compliance with the spirit and the letter of the *Official Languages Act*.

Organizational Structure

The Commissioner reports to Parliament, and the Prime Minister is the Minister responsible for all of the OCOL's financial activities. The Program is administered by five branches: Investigations Branch, Policy Branch, Legal Services Branch, Corporate Secretariat and Regional Operations Branch, and Corporate Services Branch. Senior managers directing those services all report directly to the Commissioner.

The Commissioner's Office Headquarters are located in the National Capital Region. Regional offices are located in Moncton, Montreal, Toronto, Winnipeg and Edmonton.

Organization and Areas of Activity



Business Line Structure

The Treasury Board has approved last Fall the *Planning and Reporting Accountability Structure* (PRAS) following which the Commissioner's Office is divided in three Business Lines, as follows:

1. Complaints and Investigations
2. Information, Research and Analysis
3. Corporate Services

The third Business Line, Corporate Services, provides support services (finance, human resources, information management, administrative services, design, production and distribution) for the entire Program, including services to the regional offices.

It should be noted that the *Commissioner's Performance Report 1996-1997* dealt with the results achieved compared with the results expected in previous planning documents due to the fact that the structure established as part of the new expenditure management system was not in place at that time. It was therefore more appropriate to use the approved OPF (Operational Planning Framework).

Now that OCOL's *Planning, Reporting and Accountability Structure* has been approved, it is important to recall its principal key results in order to facilitate linkage between that document and this report.

With respect to COMPLAINTS AND INVESTIGATIONS, the first key result is the conduct of investigations pursuant to the requirements set out in the Act. The other three results have to do with the fact that the Commissioner of Official Languages has only the power of recommendation as opposed to the power of enforcement. This power applies to respect for the language rights of the public by the institutions in question, as prescribed by the *Act* and *Regulations*; recognition of the equality of status of the two official languages through the advancement, by federal institutions, of English and French; and, finally, securing acknowledgment of the contravention of language rights by the institutions subject to the *Act* and of appropriate and fair redress, having regard to the circumstances; and contribution to the development of jurisprudence in the area of language rights.

The same is true of the INFORMATION, RESEARCH AND ANALYSES sector, where the achievement of one of the three key results, namely, the development and vitality of the official language minority communities, also depends on the COL's power of recommendation. The other two key results identified are: knowledge by members of the public of their language rights and of the role of the Commissioner of Official Languages, and knowledge of the major concerns and trends in Canadian society as regards the official languages. All federal institutions and various outside agencies as well contribute to the achievement of these results.

Finally, the CORPORATE SERVICES activity sector was assigned three principal key results affecting all of its operations, both at Headquarters and in the regions. These are the effective and efficient delivery of products, services and general advice by means of client satisfaction surveys, the strategic management of information, resources, functions and services in support of the organization's mandate and government-wide objectives, and effective regional services in support of program delivery.

Financial Spending Plan

(S millions)	Forecast Spending 1997-98*	Planned Spending 1998-99	Planned Spending 1999-00	Planned Spending 2000-01
Gross Program Spending				
Commissioner of Official Languages Program	10,557	10,291	10,203	10,185
Less: Revenue Credited to the Vote	0	0	0	0
Net Program Spending	10,557	10,291	10,203	10,185
Less: Revenue Credited to the Consolidated Revenue Fund	0	0	0	0
Plus: Non-budgetary	0	0	0	0
Plus: Cost of Services Provided by other Departments	1,598	1,571	1,571	1,571
Net Cost Commissioner's Office	12,155	11,862	11,774	11,756

* Reflects best forecast of total planned spending to the end of the fiscal year.

Section III

Plans, Priorities and Strategies

Summary of Key Plans, Priorities and Strategies

The activities of OCOL flow from the priorities and strategies set out in the table below. The Commissioner will continue pursuing the activities related to his role of linguistic ombudsman and supporter of official language communities when the *OLA* and *Regulations* are not adhered to by federal institutions.

Office of the Commissioner of Official Languages	
(PLAN) to provide Canadians with:	(STRATEGIES) to be demonstrated by:
<p>Where the <i>Official Languages Act</i> requires it, that members of the public can obtain quality service in the official language of their choice.</p> <p>That the federal government's commitment to the development of the official language minority communities and the advancement of English and French in Canadian society be made a reality.</p> <p>Where the <i>Official Languages Act</i> permits, that federal government employees may work in the official language of their choice.</p> <p>That there be optimal availability and delivery of corporate services for the entire organization by means of special initiatives.</p>	<p>Acquiring a better knowledge of the needs of the official language minority communities.</p> <p>Supporting the official language minority communities in their efforts to obtain better service and support from the various levels of government.</p> <p>Informing members of Parliament, the public and public servants about the role of the Commissioner of Official Languages and about the scope of the <i>Official Languages Act</i>.</p> <p>Receiving complaints, conducting investigations and, as required, carrying out systemic studies and intervening in the courts.</p> <p>Monitoring the implementation of recommendations in the Commissioner's study of transformations in government.</p> <p>Giving priority to procedures and methods that promote cost reduction and the simplification of ways of doing business in order to eliminate, insofar as possible, constraints and obstacles to decision making.</p> <p>Carrying out a systemic study on the status of implementation of employees' right to work in the official language of their choice government-wide.</p> <p>Monitoring and analyzing demographic trends and the participation rates of Anglophones and Francophones in federal institutions.</p> <p>Promoting OCOL's participation in information exchanges in international forums.</p>

Details by Business Line

OFFICE OF THE COMMISSIONER OF OFFICIAL LANGUAGES

The vision of the Office of the Commissioner of Official Languages rests on three essential principles on which all its activities are based:

- Linguistic duality as a fundamental value of the country
- The public comes first
- Compliance with the *Official Languages Act* and its spirit

Operational Context

The Commissioner serves the national interest in his capacity as protector of language rights. He is thus involved in a wide range of problems and has contacts with various parliamentary committees, 150 federal institutions, official language community associations and provincial entities. His activities touch on the constitutional, legal, administrative and social aspects of language. The Office of the Commissioner of Official Languages is responsive to political and public attitudes, opinions and trends, so changes in any of these areas directly influence its operations.

External factors Influencing the Program¹

THE LEADERSHIP EXERCISED BY THE FEDERAL GOVERNMENT AND CENTRAL AGENCIES

Many of the promotional objectives of the *OLA* require the active involvement of the federal government, which must give direction to the administration of institutions and ensure implementation of the *OLA*. In addition, the federal government consults and negotiates agreements with provincial governments for the provision of federal, provincial, municipal in both official languages. Leadership from central agencies is required for the direction and coordination of effective official languages policies and programs.

THE CONSTITUTIONAL AND LEGAL EVOLUTION OF LINGUISTIC QUESTIONS concerning the application of section 23 of the *Canadian Charter of Rights and Freedoms*, which deals with the educational right of linguistic minorities, the public's concern with the country's economic situation and provincial and territorial legislation on language rights, remain constant preoccupations. These issues have a direct impact on the vitality and development of the official language minority communities, the specific mandate of Canadian Heritage under section 43 of the *OLA*, the determination of significant demand under subsection 32(2) of the *OLA* and the workload and effectiveness of OCOL.

¹ The external factors below influence both the Complaints and Investigations activity sector and the Information, Research and Analysis sector.

GENERAL PUBLIC INTEREST AND DEMOGRAPHIC SHIFTS

Interest in language matters – which are at the very core of the question of national unity – is manifested through complaints received, requests for information, enrolment in second-language courses and contacts with and interest expressed by official language minority communities. Attitudes and demographic shifts have a direct impact on the ability of the federal government to promote English and French in Canadian society and to enhance the vitality of minority communities.

THE *ACT* AND THE BUDGETS ASSIGNED TO ITS IMPLEMENTATION

The Commissioner must investigate complaints concerning contravention of any of the provisions and the spirit of the *OLA*, including complaints from public servants and complaints about the language requirements applicable to staffing actions and regarding Part VII which is concerned with the vitality and development of the minorities. The number of complaints on this subject, which generally require wide-ranging investigations, has increased considerably. The *OLA* empowers the Commissioner to apply to the Federal Court at a complainant's request, or to seek leave to intervene in any adjudicative proceeding relating to the status or use of English or French. It provides that complainants may apply to the Federal Court six months after filing a complaint if they have not been advised of the Commissioner's conclusions. This court remedy procedure has increased the number of cases filed and the workload, particularly in the legal area. The Commissioner monitors expenditure levels for official languages programs and offers advice to the federal government on this subject.

1. COMPLAINTS AND INVESTIGATIONS

Complaints and Investigations

Planned Spending

(S thousands)	Forecast Spending 1997-98	Planned Spending 1998-99	Planned Spending 1999-00	Planned Spending 2000-01
Gross Expenditures	5,949	5,342	5,342	5,342
Less: Revenue credited to the Vote	....	....	....	....
Less: Revenue credited to the Consolidated Revenue Fund	....	....	....	....
Total Revenue	....	....	....	....
Total Net Expenditures	5,949	5,342	5,342	5,342

Objective

Carry out investigations and special studies and make recommendations on corrective actions to ensure full compliance with the *Official Languages Act*.

External Factors influencing the Business Line

THE LEADERSHIP EXERCISED BY THE FEDERAL GOVERNMENT

Conclusions from a study carried out by the Commissioner on the structural transformations in the federal government indicate the need for a renewal of the government's commitment and of the need for a better management of official languages in federal institutions subject to the *OLA*. Hence the importance of a leadership role of the federal government in the area of official languages.

We note in particular that in this context of government transformations the official language minority communities are concerned about the impacts these changes will have on their acquired rights, vitality and development and, at the same time, are less and less tolerant of deficiencies in service that should be delivered in both official languages.

This new context is obliging the Commissioner to identify new approaches and guidelines for the implementation of the *OLA*. For example, following on his numerous investigations on the devolution of responsibilities to the provinces and the privatization of services, the Commissioner has formulated guidelines which should apply to all instances of transformation.

Given the impact of these transformations on the communities, the Commissioner, in his investigations and studies, maintains close links with representative community associations and seeks to obtain their comments and support.

COMPLEXITY AND VARIETY OF COMPLAINTS

Although the number of complaints to be handled has remained relatively stable in recent years, nevertheless there has been an average increase of 9.25% in the number of complaints filed since 1994. This brings the number back to the same level as in 1992, at the start of the Program Review exercise. However, their nature has changed considerably. Their complexity and variety are constantly increasing. Thus, reductions in services, the closing of offices and budget cuts have generated many complaints that are more difficult to evaluate in terms of the requirements of the *OLA*. For example, the budget cuts at the CBC in 1996 led to the filing of over 80 complaints about the resulting programming changes and the way in which the Government is shouldering its responsibilities for the official language minorities.

The devolution of responsibilities to the provinces and the privatization of services also gave rise to many complex complaints with numerous ramifications. This was particularly true of the devolution of labour market training to the provinces, which resulted in a number of complaints involving all the major aspects of the *Act* and various players at the federal level (TBS, PCO, CH, JUS and HRDC).

In addition, complaints concerning Part VII of the *Act*, which constitute a relatively new area which is difficult to evaluate because of the lack of precedents, have increased considerably in recent years. There were 16 of them in 1994, 47 in 1995 and 132 in 1996. This represents an increase of 91.7% over three years.

AD HOC REQUESTS FROM THE JOINT STANDING COMMITTEE ON OFFICIAL LANGUAGES

The Commissioner is an officer of Parliament who has a sustained relationship with the Standing Joint Committee of the House of Commons and the Senate on Official Languages. Over the years, this Committee has asked the Commissioner to look into a large number of issues deemed to have priority by the MPs and Senators who are members of this Committee. Accordingly, at the request of the Committee, the Commissioner conducted in 1995 an analysis of the first generation of the plans of the 27 institutions designated with regard to Part VII of the *Act*. He did likewise in 1996 regarding analysis of the second generation of plans of the same institutions.

It is now time to assess the attainment of the expected results for the two generation of plans mentioned above. The Commissioner has discussed this subject with the members of the Standing Joint Committee on Official Languages. The Committee indicated that it would follow up closely on the implementation of Part VII in a number of institutions.

It is clear that the Commissioner will have to follow up on the commitments made before the Standing Joint Committee on Official Languages regarding the implementation of Part VII, and all other projects identified by this Committee as requiring attention in the course of the year.

Key Plans, Strategies and Expected Results²

The principal objective of the investigations sector is to ensure the full implementation of the *OLA* by institutions subject to the *Act*. In the coming years, the sector will pursue its current activities related to the handling of complaints (i.e., receipt, investigations, making of recommendations and follow-ups on commitments made) by ensuring the effective use of the resources available to it at Headquarters and in the regions. However, this sector will give priority to certain intervention strategies in order to adapt better to the changing environment described in the previous section and make its interventions still more effective.

SPECIAL STUDIES

Because of the impact of budget cuts, the Commissioner stopped, in 1993, conducting audits of federal institutions. He soon realized, however, that he needed a different tool to gain a more comprehensive overview of the implementation of the *Act* or of one of its particular aspects. Systemic studies are this tool. They sketch a portrait of the difficulties in the implementation of various components of the *Act* and enable the Commissioner to identify the sectors that require improvement. These studies are also indispensable if the Commissioner is to carry out his function of evaluating the linguistic situation for Parliament.

In a number of cases, these systemic studies flow from complaints (Internet, points of service, etc.). Since 1994, the Commissioner has conducted some ten major

² To facilitate reading and the comparison of key plans and strategies with results, the expected results are presented immediately after the key plans and strategies of each component of the business line.

studies, the largest of which was that on the points of service designated to provide service in both languages. The Commissioner has, moreover, just launched a systematic, province by-province follow-up to evaluate the progress that has been made.

He is also completing a major study of the impact of the structural transformations in the federal government on implementation of the *OLA*.

It is difficult to predict what studies will be conducted over the next three years. However, the Commissioner already anticipates making a thorough study of the language of work situation within the government. This wide-ranging study will examine both the static and the dynamic aspects of the creation of a work environment conducive to the use of both official languages.

ANTICIPATED RESULTS

The anticipated results of these systemic studies will be the correction of systemic problems involving the implementation of the *OLA*. This approach complements the work of handling complaints, which emphasizes the resolution of individual problems. The recommendations arising from the systemic studies have an influence on all federal institutions and consequently affect the overall implementation strategies of the *OLA*.

FOLLOW-UP

In order to provide as accurate an overview as possible of the changes made by institutions as a result of the recommendations he makes, the Commissioner must evaluate their degree of implementation. In fact, paragraph 64(2) of the *Act* calls for such action to be undertaken by the Commissioner. Moreover, if institutions are to be fully aware of the importance of rectifying the deficiencies noted, it is important that they realize that the Commissioner is closely monitoring the situation. It is anticipated that 200 formal follow-ups (i.e., following recommendations) and at least 300 administrative follow-ups arising from commitments made by these institutions will be conducted in 1998-99. The same figures apply for the following years.

Follow-ups on certain systemic studies undertaken in the past 18 months will also be conducted. They are expected to deal with the use of the Internet, the place of English and French in the courts, the implementation of Part VII of the *OLA* and the study of structural transformations in the federal government. The Commissioner will also pursue his follow-ups on the points of service study to eventually cover the whole country.

ANTICIPATED RESULTS

The anticipated results of the follow-ups will be the ability of the Commissioner to measure the degree of implementation of his recommendations and of the commitments of institutions subject to the Act. This is what enables the Commissioner to measure the actual progress made in specific areas and in the federal administration in general with respect to the *OLA*.

COURT REMEDIES

The *OLA* provides that the Commissioner may apply to the courts if he believes this is necessary to resolve particularly difficult problems which prevent the full implementation of the *OLA*. In recent years the Commissioner has taken five court remedy actions against certain institutions (i.e. Air Canada (three); the Department of National Defense (one) and Via Rail (one)). These actions are made necessary by the refusal of the institutions in question to comply with the requirements of the *Act* and to solve systemic problems.

This is the ultimate intervention strategy available to the Commissioner and it enables him to refer to the Federal Court to advance certain issues when all other measures have failed. The Commissioner will continue to use this procedure when the situation requires it.

ANTICIPATED RESULTS

The anticipated results will be the correction of problems of an individual and systemic nature with a view to full implementation of the *OLA*. In particular, over the next three years, we expect, among others, decisions to be handed down on the primacy of the *OLA* over collective agreements and on the obligation to properly serve the families of service members at National Defense bases.

IMPLEMENTATION OF PART VII

Clearly, the issue which has most concerned the members of the Standing Joint Committee on Official Languages, the Commissioner of Official Languages and the official language minority communities in recent years has been that of the implementation by the federal government of the commitment regarding the vitality and development of the official language minority communities and the advancement of English and French in Canada. This concern was reflected in the many complaints received concerning the implementation of Part VII and the specific analyses of the action plans of 27 federal institutions in this regard.

The implementation of this Part of the *Act* is vital to the survival of the official language minority communities. That is why the Commissioner will pursue all his efforts already under way in this area. Among other things, he will maintain ongoing relations with the official language communities and will intervene as necessary and continue his interventions with government authorities and the courts with regard to school governance.

ANTICIPATED RESULTS

The interventions of the Commissioner and the Government will make it possible to support the development and enhance the vitality of the official language minority communities.

IMPROVEMENTS IN WORK METHODS

The work of an ombudsman requires the handling of thousands of complaints and requests for information per year. In order to deal properly with these complaints and requests, effective work methods and tools that support officers in their work in handling complaints are required.

To accomplish these objectives, the investigations sector constantly improves these methods and tools by regularly reviewing complaint files, conducting surveys of its clients and maintaining ongoing relations with ombudsmen's associations in Canada and abroad.

ANTICIPATED RESULTS

The anticipated results will be better client service. Given that a complaint to the Commissioner is often an action of last recourse, the quality of the service is most important.

In addition, relations with other ombudsman institutions will enable us to keep abreast of developments in this field and to share experiences.

2. INFORMATION, RESEARCH AND ANALYSIS

Information, Research and Analysis *Planned Spending*

(\$ thousands)	Forecast Spending 1997-98	Planned Spending 1998-99	Planned Spending 1999-00	Planned Spending 2000-01
Gross Expenditures	2,733	2,991	2,950	2,950
Less: Revenue credited to the Vote	....	....	....	....
Less: Revenue credited to the Consolidated Revenue Fund	....	....	....	....
Total Revenue	....	....	....	....
Total Net Expenditures	2,733	2,991	2,950	2,950

Objective

Defining the strategic orientations for the Office of the Commissioner of Official Languages by conducting research and analysis projects into linguistic issues. Ensuring liaison with the various governmental organizations and associations working in the linguistic area and informing parliamentarians and the public at large on the *Act* and on the role of the Commissioner.

External Factors influencing the Business Line

Two major types of external factors have an influence on the sector: government policies and decisions, and the acceptance of linguistic duality by Canadians.

The federal and provincial governments must, each in their sphere, develop and promote the language policies that support Canadian duality. In this sense, any new developments on the national scene, particularly constitutional ones, have an influence.

The more Canadians are informed of the benefits and the historical, constitutional and human rightness of the protection of language rights, the more they support it. In this sense, demographic, cultural and economic changes in Canada have a direct influence on such acceptance.

Key Plans and Strategies

The sector plans to analyze long-term demolinguistic trends in Canada, particularly in the official language minority communities, essentially using the data from the last census. It must also maintain and improve OCOL's knowledge of the services and support received and desired by the minority communities in order to better target measures designed to enhance their vitality and development. By doing so, OCOL assists the various public authorities to serve these communities better.

The sector will conduct a follow-up on the implementation of the recommendations in the Commissioner's report of February 1966 entitled *A Blueprint for Action: Implementing Part VII of the Official Languages Act, 1988*. It will also carry out a study on the factors that influence certain linguistic choices within the minority communities.

The sector will continue to maintain relations with the Parliamentary Committee on Official Languages in order to respond to the needs and requests of its members, as well as with community associations, federal institutions, provincial departments, the media and any other group which may have an influence on linguistic duality in Canada. By doing so, the sector helps to promote mutual respect between the official language majority and minority communities in Canada.

The sector will conduct surveys and systematically analyse the political, constitutional and economic trends that have an impact on the vitality of the minority language communities. There will be discussions with persons and institutions internationally who are interested in language issues.

The sector will report on the official languages situation in Canadian society and produce the Commissioner's Annual Report, as well as other reports to the Government, studies, speeches, etc, and ensure their widest possible circulation. It will organize meetings with various publics, undertake media initiatives and prepare various information products.

The sector will seek partners in the federal administration and in the private sector to explain the scope of the *Act* and *Regulations*, the role and activities of the Commissioner and the benefits individually and collectively of having a knowledge of English and of French.

ANTICIPATED RESULTS

The principal results anticipated are the development and vitality of the official language minority communities, and improvements in the availability and quality of the services and support they receive from the various public authorities; this will lead to greater respect for their language rights.

Increased knowledge by Canadians of their linguistic rights and of the role of the Commissioner of Official Languages, greater respect for language rights and an increase in exchanges at the international level are also anticipated.

OCOL will also have a better knowledge of the main concerns and trends related to official languages in Canadian society.

3. CORPORATE SERVICES

Corporate Services Planned Spending

(S thousands)	Forecast Spending 1997-98	Planned Spending 1998-99	Planned Spending 1999-00	Planned Spending 2000-01
Gross Expenditures	1,875	1,958	1,911	1,893
Less: Revenue credited to the Vote	....	....	....	....
Less: Revenue credited to the Consolidated Revenue Fund	....	....	....	....
Total Revenue	....	....	....	....
Total Net Expenditures	1,875	1,958	1,911	1,893

Objective

To provide leadership to the Office of the Commissioner and support it in program delivery to enable the organization to fulfill its mandate completely and meet its responsibilities.

External Factors Influencing the Business Line³

As a result of the Program Review and the major cuts the organization experienced, the stabilization of activities often takes precedence over the implementation of new initiatives in Corporate Services. Both the human and financial resources available have diminished significantly. Given the major changes taking place in the public service, it must now explore new, simpler and less costly ways of providing its services to lighten the financial burden and maximize the use of its human resources. Therefore, one of the main challenges will be to move from a transaction-based operation to become more strategic and result-oriented.

Key Plans, Strategies and Expected Results³

While Corporate Services will continue to offer the range of services associated with its responsibilities and meet operational needs as effectively as possible, the Branch will give certain areas priority to enable the organization and its staff to cope with rapid and continual change and respond to the challenges faced by the Public Service in general.

³ To facilitate reading and the comparison of key plans and strategies and results, the expected results are presented immediately after the key plans and strategies of each component of the business line.

HUMAN RESOURCES

Three main issues will claim attention in the area of human resources: the *La Relève* initiative, the *Universal Classification Standard* (UCS) and the *Staffing Reform*.

La Relève

OCOL was not among the departments which submitted *La Relève* plans in 1996-1997. However, the current transformations in the Public Service justify the promotion of this initiative in our organization. The exercise will consist in articulating a strategic approach to human resource management and longer-term planning. The organization will analyze the demographic profiles of its workforce, anticipate its needs and assess the risks and opportunities with respect to present and required staff.

Working groups will be set up to launch a fundamental debate on the vital issues affecting the professional environment, operation and health of the organization. OCOL will certainly not reinvent the wheel and will benefit from the many plans developed by departments which have already submitted their proposals.

ANTICIPATED RESULTS

The end result of this important exercise will be a *La Relève* plan for OCOL in which all employees, the union representatives and managers will have participated.

Universal Classification Standard (UCS)

In the wake of the exercise launched by the Treasury Board in 1996-1997, OCOL will review all positions to convert all work descriptions in accordance with the new *Universal Classification Standard*.

In this regard, OCOL will use a \$47,000 loan from the Treasury Board, repayable over three years, to implement the UCS.

ANTICIPATED RESULTS

The transposition exercise will help to reduce the cost of classification measures through the use of generic positions. In addition, in an environment where opportunities for promotion and transfer are limited because of the size of the organization, OCOL hopes to increase the professional mobility of its workforce by means of a simplified system introduced throughout the Public Service.

Staffing Reform

Like the major empowering reforms in human resources, such as *La Relève* and the *Universal Classification Standard*, staffing reform is another initiative that will enable

OCOL to identify its own solutions to the constraints and obstacles that the present system poses.

Together with employee representatives and in the context of the modified delegation framework offered to departments and agencies by the PSC, OCOL will examine certain elements likely to add flexibility to its internal staffing methods and practices. OCOL will conduct a review of the staffing delegations it currently holds in co-operation with officials of the Public Service Commission.

ANTICIPATED RESULTS

Greater flexibility will be sought, as well as the introduction of a staffing system that takes into account the environment and specific needs of a small organization such as ours.

FINANCE

Comptroller Function

Following the tabling of the report of the Independent Review Panel on the Modernization of Comptrollership in the Government of Canada, OCOL will analyse the many recommendations contained in the report to ensure that the fundamental objectives of flexibility, incentive and information are integrated into its operations. The four key elements which make up the modern comptroller function, i.e.,

- information on financial, non-financial, historic and future performance
- risk management
- control systems
- the system of values (ethics and code of conduct) will be the cornerstones of the exercise.

ANTICIPATED RESULTS

The anticipated result of this internal review will be to ensure an environment that promotes the exercise of this comptroller function, both for decision makers at all levels and for the specialists and professionals who form the core of our workforce.

INFORMATICS

Information Management

OCOL has made a major change with regard to the management of its informatics services by adopting a strategic approach to information technologies (IT) and information management (IM). The objectives are faster delivery of service, improvement in the quality of information and the more flexible execution of programs and services.

Information Technologies

The Office of the Commissioner will continue to implement its five year informatics equipment replacement plan. It will, among other things, replace its four main servers and a fifth of its computer stock. The move to Windows 95, begun at the end of 1997-1998, will be completed. A new word processing software, WordPerfect (Windows version), will be acquired and installed early in 1998 1999.

In preparation for the shift to the year 2000, programming changes to the three types of software developed internally, as well as their testing, will be halted. This work will be in addition to preparatory activities for the shift to the year 2000. A final test of all systems will also be conducted to ensure that they will continue to accept the shift to the year 2000.

ANTICIPATED RESULTS

Thanks to the establishment of the Information Management Committee, it will be possible to deal horizontally with the key IT/IM issues affecting the three sectors of the organization and their components. Access to the Internet will be extended to all employees under an Internet use policy, thereby providing a valuable working tool and quality information when needed.

We are striving to rationalize the use of IT by consolidating requests and requirements in order to achieve significant savings in the acquisition of hardware and software. The updating of office automation products, including access to the Internet, should provide employees with modern, useful and required work tools in a context of increased use of information technologies.

ADMINISTRATIVE SERVICES

The priorities will be to implement the recommendations of the *Threat and Risk Assessment* conducted at the end of 1997-1998, i.e., a few months after the Office of the Commissioner's move, and to develop a *Business Resumption Plan*. An *ergonomic study* of all OCOL work stations will also be conducted by Administrative Services, in co-operation with Health Canada.

In addition, *service sharing* initiatives are being examined with other federal agencies occupying the same building as the Office of the Commissioner. Several agreements could be implemented as early as 1998-1999, for example, on conference and training rooms, photocopying, messenger and translation services. At present, this exercise is aimed at operations carried out at Headquarters. However, the studies and analyses will naturally take into account possible savings in the regions, where applicable.

ANTICIPATED RESULTS

The threat and risk assessment will result in the implementation of cost effective protection measures to ensure the availability, confidentiality, integrity and value of OCOL information and property. With regard to business resumption planning, the expected result is the development and testing of the resumption

plan to ensure the maintenance of operations and services essential to the execution of OCOL's mandate after an interruption. The ergonomic study will help to reduce the increasing number of occupational injuries and traumas caused mainly by the increased use of informatics equipment.

One of the principal results anticipated from the shared services exercise is the achievement of substantial savings in the delivery of services. The funds thereby freed would be reassigned to other purposes for which we currently do not have the necessary resources.

Section IV

Supplementary Information

Table 1: Spending Authorities — Commissioner's Office Summary Part II of the Estimates

Vote	(thousands of dollars)	1998-99 Main Estimates	1997-98 Main Estimates
Commissioner of Official Languages			
25	Program Expenditures	8,912	8,848
(S)	Contribution to Employee Benefit Plan	1,379	1,114
Total		10,291	9,962

Personnel information

Table 2: Responsibility for Planned Spending by Program and Business Lines for 1998-99

Program / Business Lines	Accountability						Total
	Executive Secretariat	Policy	Legal Services	Regional Operations	Investigations	Corporate Services	
Commissioner of Official Languages Program							
Complaints and Investigations	....	....	541	1,911	2,890	....	5,342
Information, Research and Analysis	2,165	826	....	....	....	....	2,991
Corporate Services	....	....	....	....	....	1,958	1,958
Total Planned Spending	2,165	826	541	1,911	2,890	1,958	10,291

Table 2.1: Planned Full Time Equivalents (FTEs) by Program and Business Line

	Forecast 1997-98	Planned 1998-99	Planned 1999-00	Planned 2000-01
Commissioner of Official Languages				
Complaints and Investigations	71	71	71	71
Information, Research and Analysis	27	27	27	27
Corporate Services	28	28	28	28
Commissioner's Office Total	126	126	126	126

Table 2.2: Details of FTE Requirements

(S dollars)	Forecast 1997-98	Planned 1998-99	Planned 1999-00	Planned 2000-01
Salary Ranges				
Less than 30,000	8	8	8	8
30,000-40,000	36	36	36	36
40,000-50,000	14	14	14	14
50,000-60,000	18	18	18	18
60,000-70,000	36	36	36	36
70,000-80,000	7	6	6	6
Greater than 80,000	7	8	8	8
Total	126	126	126	126

Additional financial information

Table 3: Summary of Standard Objects of Expenditure

(\$ millions)	Forecast Spending 1997-98	Planned Spending 1998-99	Planned Spending 1999-00	Planned Spending 2000-01
Personnel				
Salaries and Wages	6,521	6,571	6,543	6,543
Contributions to employee benefit plans	1,369	1,379	1,374	1,374
	7,890	7,950	7,917	7,917
Goods and Services				
Transportation and communications	795	625	625	625
Information	205	250	250	250
Professional and special services	1124	1,046	961	943
Rentals	80	75	75	75
Purchased repair and maintenance	48	45	45	45
Utilities, materials and supplies	206	185	215	215
Other subsidies and payments	3	0	0	0
Minor capital	206	115	115	115
	2,667	2,341	2,286	2,268
Net budgetary expenditures	10,557	10,291	10,203	10,185

Table 4: Program Resources by Program and Business Lines for the Estimates Year

(\$ millions)	Budgetary						Non-budgetary Loans Investments and Advances	Gross Planned Spending	Less: Revenue Credited to the Vote	Net Planned Spending
	FTE	Operating	Capital	Grants and Contributions	Gross Voted	Statutory Items				
Commissioner of Official Languages Program										
Complaints and Investigations	71	5,342	0	0	0	756	0	0	0	5,342
Information, Research and Analysis	27	2,991	0	0	0	386	0	0	0	2,991
Corporate Services	28	1,958	0	0	0	237	0	0	0	1,958
Total	126	10,291	0	0	0	1,379	0	0	0	10,291

Table 5: Net Cost of Program for 1998-99

(\$ millions)	Commissioner of Official Languages Program
Gross Planned Spending	10,291
Plus:	
<i>Services received without charge</i>	
Accommodation provided by Public Works and Government Services Canada (PWGSC)	1,137
Contributions covering employees' share of insurance premiums and costs paid by TBS	434
Workman's compensation coverage provided by Human Resources Canada	0
Salary and associated costs of legal services provided by Justice Canada	0
	<u>1,571</u>
Total Cost of Program	<u>11,862</u>
Less:	
Revenue Credited to the Vote	0
Revenue Credited to CRF	0
	<u>0</u>
Net Cost of Program	<u>11,862</u>
1997-98 Estimated Net Program Cost	12,155

Other information

Table 6 Listing of Statutes and Regulations

Official Languages Act, R.S.C., 1985, c. 31 (4th Supp.)

Official Languages (Communications with and Service to the Public) Regulations, SOR/92-48

Other information

Table 7 References

HEADQUARTERS	ACTIVITIES	
Office of the Commissioner of Official Languages 344 Slater Street Ottawa, Ontario K1A 0T8	INVESTIGATIONS	Michel Robichaud, Director General Tel:(613) 995-9070 Fax:(613) 943-0451 E-mail: michel.robichaud@ocol-clo.gc.ca
General Information (613) 996-6368 ATME (613) 992-8111 Complaints (613) 992-LANG	POLICY	Gérard Finn, Director General Tel: (613) 995-1065 Fax: (613) 993-5082 E-mail: gerard.finn@ocol-clo.gc.ca
World Wide Web http://ocol-clo.gc.ca	CORPORATE SECRETARIAT AND REGIONAL OPERATIONS	Monique Matza, Executive Director Tel: (613) 996-6518 Fax: (613) 943-2255 E-mail: monique.matza@ocol-clo.gc.ca
E-mail: ocolo@synapse.net	CORPORATE SERVICES	Marie Bergeron, Director Tel: (613) 947-5598 Fax: (613) 947-4751 E-mail: marie.bergeron@ocol-clo.gc.ca
	LEGAL SERVICES	Richard Tardif, Director Tel: (613) 995-9069 Fax: (613) 996-9671 E-mail: richard.tardif@ocol-clo.gc.ca

COMMISSIONER'S REPRESENTATIVES IN THE REGIONS		
ATLANTIC	Heritage Court 95 Foundry Street 3rd floor, Room 303 Moncton, New Brunswick E1C 5H7	Jeanne Renault Tel: (506) 851-6990 1-800-561-7109 Fax: (506) 851-7046 E-main: jeanne.renault@ocol-clo.gc.ca
QUEBEC	800 Victoria Square 42nd floor, Room 4204 P.O. Box 373 Montreal, Quebec H4Z 1J2	Eva Ludvig Tel: (514) 283-1848 1-800-363-0628 Fax: (514) 283-6677 E-mail: eva.ludvig@ocol-clo.gc.ca
ONTARIO	1 Dundas Street West Room 2410, P.O. Box 24 Toronto, Ontario M5G 1Z3	Karsten Kaemling Tel: (416) 973-1904 1-800-387-0635 Fax: (416) 973-1906 E-mail: karsten.kaemling@ocol-clo.gc.ca
MANITOBA & SASKATCHEWAN	Centre-Ville Building 131 Provencher Boul. 2nd floor, Room 200 Winnipeg, Manitoba R2H 0G2	Gérard Gagnon Tel: (204) 983-2111 1-800-665-8731 Fax: (204) 983-7801 E-mail: gerard.gagnon@ocol-clo.gc.ca
ALBERTA, BRITISH COLUMBIA NWT & YUKON	10055, 106th Street Room 620 Edmonton, Alberta T5J 2Y2	Deni Lorieau Tel: (403) 495-4095 1-800-661-3642 Fax: (403) 495-4094 E-mail: deni.lorieau@ocol-clo.gc.ca

Index

A

Administration of justice 4
Administrative Services 5, 19
Analysis 1, 11, 14
Annual Report 15
Audits 4, 11

B

Business Resumption Plan 19

C

Canadian Heritage 4, 8
Canadian Charter of Rights and Freedoms 8
Census 15
Commissioner of Official Languages 1, 3, 5, 6, 7, 8, 12, 13, 14, 21
Community Associations 10, 15
Complaints and Investigations 5, 6, 8, 9, 21, 22
Complexity of Complaints 10
Comptroller Function 18
Corporate Secretariat and Regional Operations 5, 25
Corporate Services 5, 6, 7, 16, 21, 22
Corporate Services Branch 5, 25
Court Remedies 4, 9

D

Demographic Shifts 9, 15
Department of Justice 4
Development of Communities 4, 6, 7, 8, 10, 13, 15
Devolution 10

E

Educational Right 8
Ergonomic Study 19, 20
External Factors 8, 10, 14, 16

F

Federal Court 4, 9, 13
Finance 5
First Generation of Plans 11

G

Government transformations 10

H

Handling of Complaints 11, 12, 13
Headquarters 5, 6, 11, 19, 25
Human Resources 15, 16

I

Implementation of the *Act* 3, 4, 11
Information Management 5, 18, 19
Information Management Committee 19
Information, Research and Analysis 5, 6, 8, 14, 21, 22
Information Technologies 18, 19
Internet 11, 12, 19
Investigations 1, 6, 7
Investigations Branch 5, 25

J

Judicial Remedies 13

L

Labour Market Training 10
Language of Work System 12
Language Policies 4, 14
Language Rights 3, 4, 6, 8, 15, 16
Language Training 4
La Relève 17

Legal Services Branch 5, 25

Liaison 14

Linguistic Communities 4

Linguistic Duality 1, 8, 14, 15

Linguistic Knowledge 4

Linguistic Ombudsman 7

Linguistic Performance 3

Linguistic Rights 1, 16

M

Media 15

N

National Program for the Integration of Both Official Languages in the Administration of Justice 4

O

Official Languages Act 1, 3, 4, 7, 8, 9, 15, 24
Official Language Communities 1, 3, 6, 7, 13
Official Language Minority Communities 3, 7, 8, 9, 10, 13, 15
Official Languages Regulations (Communications with and Services to the public) 4, 6, 7
Ombudsman 1, 3, 7, 14
Organizational Structure 5

P

Parliamentary Committee 8, 15
Part VII 4, 9, 10, 11, 12, 13, 15
Partnerships 15
Performance Report 5
Planning, Reporting and Accountability Structure 2, 5, 6
POLAJ 4
Policy Branch 5, 25
Power of recommendation 3, 6
Privatization 10
Privy Council Office 4
Public Service Commission 4, 18
Public Works and Government Services 4, 23

R

Regional Offices 3, 5, 6, 26
Regulations (Communications with and Services to the public) 6, 7, 15, 24
Research 1, 14

S

Shared Services 19, 20
Special Studies 9, 11
Staffing 9, 18
Staffing Reform 17
Standing Joint Committee on Official Languages 4, 11, 13, 15
Studies 3, 6, 10, 11, 12, 14, 15, 19
Systemic Studies 7, 11, 12

T

Translation Bureau 4
Transformations 10, 12, 17
Treasury Board 2, 4, 5, 17
Threat and Risk Assessment 19

U

Universal Classification Standard 17

V

Variety of Complaints 10
Vision 8
Vitality of communities 3, 4, 8, 9, 10, 13, 15

Y

Year 2000 19