

**CONSULTATIVE COMMITTEE  
ON ANGLOPHONE PARTICIPATION  
IN THE  
QUEBEC PUBLIC SERVICE**

**REPORT TO THE MINISTER FOR  
ADMINISTRATION AND THE PUBLIC SERVICE  
CHAIRMAN OF THE TREASURY BOARD**

**NOVEMBER 1992**



Saint-Jean, Île d'Orléans, November 5, 1992

Mr. Daniel Johnson  
Minister for Administration and the Public Service  
Chairman of the Treasury Board  
Édifrice André-Laurendeau  
1050, Saint-Augustin, 3e étage  
Québec (Québec)  
G1R 5A4

Dear Mr. Johnson:


On behalf of the Committee, I am pleased to enclose the second report on Anglophone participation in the Quebec Public Service.

I would like to take this opportunity to thank all the members of the Committee for their support throughout the past year, despite obstacles that at times seemed insurmountable. Although our task was difficult and major changes were made in mid-year, each member freely devoted his or her energy and time to it.

I would also like to underline the exceptional contribution of the people appointed to work with the Committee following the submission of the first report in March 1991, particularly Deborah Hook, from your office, Catherine Anne Devlin, of the Secrétariat du Conseil du trésor, and Francisca Montes, of the Office des ressources humaines. They worked extremely hard and provided invaluable support for the Committee.

I would like to thank them all sincerely.

Respectfully submitted,

David F. Blair   
Chairman  
Provincial Consultative Committee



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## INTRODUCTION

While the members of the English-speaking community form 12 % of the Quebec population, they represent only 0.8 % of all employees of the Quebec Public Service. The rate of representation has been declining for several years.

It is obvious that the situation cannot be rectified overnight and that several years will be needed to achieve the desired goal, which is the representation by members of the English-speaking community in the Quebec Public Service that is equal to their proportion of the Quebec population.

In March 1990, the Chairman of the Treasury Board set up a Consultative Committee composed of representatives of the English-speaking community to study the issue of the under-representation of members of this community in the Quebec Public Service. The mandate of the Committee was to advise the government on the development, implementation and follow-up of an action plan to improve access for anglophone Quebecers to the Quebec Public Service.

An initial report by the Committee was submitted to the Chairman of the Treasury Board in March 1991. It contained seven specific recommendations to facilitate access by members of the English-speaking community to the Quebec Public Service.

In May 1991, the Chairman of the Treasury Board announced that the mandate of the Committee, which then became the Provincial Consultative Committee as suggested in one of the recommendations of the report, would be renewed and that its membership would be expanded.

One of the principal elements of the Committee's mandate consists in preparing an annual report to be submitted to the Chairman of the Treasury Board. This progress report will thus review the activities arising from the recommendations of the first report of the Consultative Committee. The present report is divided into three parts.



## PART I

### IMPACT OF THE IMPLEMENTATION OF THE RECOMMENDATIONS IN THE REPORT OF THE CONSULTATIVE COMMITTEE SUBMITTED IN MARCH 1991

Recommendation 1:      **Appoint an Anglophone Employment Access Officer.**

In May 1991, the Chairman of the Treasury Board mandated three people to carry out these duties, instead of a single Anglophone Employment Access Officer, as recommended by the Committee. A representative of the Secrétariat du Conseil du trésor (SCT), a representative of the Office des ressources humaines (ORH) and a political aide to the Chairman of the Treasury Board were all appointed to carry out the mandate of the Employment Access Officer.

In June 1991, at the request of the Committee, a personnel officer was designated at the regional branch of the Office des ressources humaines in Montréal to counsel English-speaking candidates and to respond to their requests. Information sessions were offered in English to members of the English-speaking community seeking employment, to help them fill out application forms and ensure follow-up. During the year 1991-1992, the Montréal regional branch of the ORH responded to approximately 500 requests for information from Anglophones.

Recommendation 2:      **Set up a Consultative Committee on anglophone participation in the Quebec Public Service.**

In May 1991, following this recommendation, a permanent Committee was established. This Committee is composed of members of the original Committee plus two new members, appointed in May 1991. The political aide from the office of the Chairman sits on the Committee to provide liaison between the Minister and the Committee. The members of the Committee represent the English-speaking community and come from different areas throughout the province. Eight meetings took place in 1991-1992 to monitor follow-up of the recommendations in the initial report. The representatives of the SCT and the ORH participated regularly at these meetings and, insofar as possible, provided information on the Public Service as required.

**Recommendation 3:      Prepare a promotional campaign.**

As a result of this recommendation, preparation of the promotional campaign was divided into two specific parts.

A promotional program dealing specifically with access to employment in the Quebec Public Service for members of the English-speaking community is being devised with the help of marketing professionals.

The Office des ressources humaines now participates in recruitment campaigns adapted to the clientele of English-language colleges and universities. Furthermore, the content of the information in English, which has been sent to these institutions and distributed at public presentations by the Office des ressources humaines, has been revised to make it more attractive to the target clientele.

In addition, an awareness program within the Public Service has also been implemented to publicize the political will to correct the under representation of members of the English-speaking community in the Quebec Public Service. Meetings between political advisors from other ministerial offices, senior managers and various members of the permanent Committee have shed light on the present situation and have resulted in suggestions to favour closer collaboration between all parties in this matter.

**Recommendation 4:      Improve communication between the Quebec Public Service and the English-speaking community.**

Besides the participation of the Office des ressources humaines in recruitment campaigns in English-language colleges and universities, information in English is being distributed at public presentations by the Office des ressources humaines.

Government representatives have met with Alliance Quebec, regional associations and others involved in the English-speaking community to request their collaboration in implementing the recommendations of the first report. Information sessions were held in five different regions of Quebec to acquaint participants with the recruitment procedures of the Quebec Public Service. English-speaking public servants were invited to talk about their work and served as role models for the participants. In addition, the Montréal regional office of the Office des ressources humaines is responding to specific requests

by associations and community groups seeking information about recruitment in the Quebec Public Service.

At the request of the Committee, «Calls for Candidates» were systematically sent to organizations within the English-speaking community, to further improve communications with the outlying regions. At the present time, 51 people and organizations receive these mailings. «Calls for candidates» are also available at all branches of the Office des ressources humaines, Canada Employment Centres and Communication-Québec offices.

**Recommendation 5:**      **Appoint representatives of the English-speaking community to the Commission de la fonction publique (CFP), as Vice-President of the Office des ressources humaines and to sit on selection committees.**

The Committee recommended that an English-speaking person be appointed to the position of Vice-President of the Office des ressources humaines, as well as to the Commission de la fonction publique, but no appointment has yet been made.

A request was made to the Office des ressources humaines that they inform the ministries and organizations of the importance of including English-speaking jurors on selection committees when there are candidates from the English-speaking community. To this end, the Office des ressources humaines prepared a list of English-speaking people who could participate in training sessions for members of selection committees. In addition, the ORH is making staff advisors aware of the need to set up selection committees that are as representative as possible of those who apply for employment.

**Recommendation 6:      Reevaluate French-language skills testing and reinstitute the six-month probationary period.**

Numerous meetings were held with representatives of the Committee and members of the Public Service to study possible changes to minimize, in the immediate future, the deterrent of French-language skills testing during recruitment competitions for people from the English-speaking community. The Committee decided to modify the recommendation of the 1991 report following these meetings. New proposals are given in the third section of this report.

**Recommendation 7:      Develop practicum programs («Stages») in the Quebec Public Service.**

English-language educational institutions were contacted in order to reestablish the links required to implement cooperative practicum programs with a view to attracting young members of the English-speaking community to the Quebec Public Service. This resulted in great interest in creating a link between these institutions and the Public Service for any practicum program.

Furthermore, the Office des ressources humaines has developed a system linking employer ministries and organizations and English-language educational institutions. Resource persons in the Quebec Public Service are being identified and subsequently put in contact with key people in the English-language institutions.

## PART II

### DEVELOPMENTS IN THE ISSUE OF THE UNDER-REPRESENTATION OF MEMBERS OF THE ENGLISH-SPEAKING COMMUNITY<sup>1</sup> IN THE QUEBEC PUBLIC SERVICE

At the beginning of the present mandate, the Committee asked the Office des ressources humaines to provide a statistical profile of English-speaking candidates for regular jobs in the Quebec Public Service. Since the management information systems had not yet been adapted to the systematic issuing of this type of data, it was impossible to obtain constant figures at regular intervals. It is therefore difficult to measure the impact of the implementation of the recommendations on the situation.

An operation to update the data on Public Service staff, undertaken by the Office des ressources humaines, has made it possible to identify people whose mother tongue is English who had not been included before. This partially explains the increase in the total number of employees whose mother tongue is English, which rose from 364 as of March 31, 1991 to 465 as of March 31, 1992. Since the operation has not been completed, this data may increase when files that are still incomplete are processed. As of March 31, 1992, the profile of the Public Service shows that English is the mother tongue of 0.8 % of the regular staff.

Data from the SAGIP system<sup>2</sup> show that 29 English-speaking people were hired out of a total of 3733 hirings between April 1991 and March 1992. However, as indicated in Table 1, which follows, the number of English-speaking people hired has increased continually since April 1990.

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<sup>1</sup>

The management information system identifies an English-speaking person as anyone whose mother tongue is English. The mother tongue is defined as the first language learned and still understood. The Committee prefers a broader definition of the clientele that better reflects the reality of the community, however, it will use the public service's definition to facilitate the gathering of data for statistical purposes.

<sup>2</sup>

This system does not include data on agencies with decentralized payrolls, i.e. the CSST, the RAMQ and the Commission des normes du travail.

**Table I**

**HIRING (RECRUITMENT)**

	Data in payroll 01 1990-1991	Data in payroll 01 1991-1992	Data in payroll 01 1992-1993
Anglophones hired (regular staff)	12	16	29

Source: VPRD, Office des ressources humaines, September 1992.

With regard to temporary positions, Table II shows the change in the number of people whose mother tongue is English who have been employed since March 31, 1991.

**Table II**

**ANGLOPHONE TEMPORARY POSITIONS**

Employed as of March 1991 (payroll 26)	People who took up their positions between April 1, 1991 and March 31, 1992	Departures between April 1, 1991 et March 31, 1992	Employed as of March 31, 1992 (payroll 26)
34	45	46	50

Source: VPRD, Office des ressources humaines, September 1992.

The figures in the above table demonstrate the fact that people who took up their positions were counted more than once because they were hired several times (various two-month contracts during the year, for example) by a ministry or organization. In addition, the hiring dates and the dates on which contracts ended overlap financial years.

An analysis done by the Office des ressources humaines of management data on competitions held and ended between April 1, 1991 and March 31, 1992 shows that, out of 71 883 people who applied for the competitions, only 483 were identified as having English as their mother tongue. Thirty-six English-speaking people were declared qualified and thus entered on the list of those declared eligible, after these competitions, as indicated in Table III, which follows.



Table III

**REPRESENTATION OF ANGLOPHONES IN RECRUITMENT COMPETITIONS  
IN THE QUÉBEC PUBLIC SERVICE  
1991-1992**

	Number of competitions	Number applying for competition			Number admitted			Number declared qualified		
		M	F	Total	M	F	Total	M	F	Total
Senior managers	0	0	0	0	0	0	0	0	0	0
Supervisors and intermediate managers	2	3	1	4	0	0	0	0	0	0
Professionals	87	144	86	230	50	28	78	8	5	13
Teachers	1	9	16	25	2	4	6	2	2	4
Technicians	25	37	41	78	24	23	47	2	4	6
Office staff	20	18	95	113	14	72	86	2	9	11
Labourers	11	22	3	25	13	3	16	2	0	2
Peace officers	4	3	5	8	0	2	2	0	0	0
Total competitions in which Anglophones participated	150	236	247	483	103	132	235	16	20	36
Total competitions	433			71 883			42 223			7 912
%	34.6			0.7			0.5			0.4

Source: VPRD, Office des ressources humaines, September 1992.

The low number of Anglophone candidates is at the root of the problem of the under-representation of members of the English-speaking community in the Quebec Public Service. This table illustrates the extent and the breakdown of the situation.

## **PART III**

### **OBSERVATIONS AND PROPOSALS OF THE COMMITTEE FOR THE YEAR 1992-1993**

In light of the progress made with implementation of the recommendations contained in the first report, as well as the current application rate of English-speaking candidates, the Committee submits the following supplementary proposals with a view to increasing the rate of representation of members of the English-speaking community in the Quebec Public Service.

#### **A PROPOSALS BASED ON THE RECOMMENDATIONS IN THE 1991 REPORT**

##### **(1) Anglophone employment access officer**

Given the success and continued requirement for information sessions on the application process for positions in the Public Service which are adapted to the target clientele and presently offered in Montréal, and given the excellent response to those who apply to the personnel officer assigned to this clientele at the Montreal branch of the Office des ressources humaines, the Committee recommends to the Minister that:

- A-1            a personnel officer be appointed for the English-speaking clientele of the Quebec City branch of the Office des ressources humaines, with a mandate similar to that of her counterpart in Montreal. This person would serve the Quebec City region and Eastern Quebec.

##### **(2) Provincial consultative Committee**

Considering that the main role of the Committee is to advise the Chairman of the Treasury Board with a view to increasing the representation of members of the English-speaking community in the Quebec Public Service in the present context of employee cutbacks, the Committee recommends to the Minister that:

- A-2            the role and composition of the Committee be reviewed in collaboration with a sub-committee.

### **(3) Promotional campaign**

Notwithstanding the initiatives already undertaken by the government in this regard and the great interest in developing this labour market for members of the English-speaking community, the small number of candidates from this community who apply for recruitment competitions remains a serious problem.

In addition, cutbacks in the number of employees in the Public Service constitute a major factor in planning a communication strategy. Therefore, the Committee recommends to the Minister that:

- A-3            the advertising campaign be adapted to take current realities into consideration, to make the Public Service more attractive to members of the English-speaking community and to highlight the benefits of choosing a career in the Public Service.

### **(4) Improvement in communications**

With a view to continuing improvement in communications between the community and the Public Service, the Committee recommends to the Minister that:

- A-4            a program be implemented to offer better services to attract members of the English-speaking community, such as a Community Outreach Program, that would include the following elements:
- (a)    information sessions about the Public Service, aimed specifically at guidance counsellors in English-language cegeps and universities;
  - (b)    meetings between students selected by their institutions and members of senior management of the Public Service to call attention to careers in the Public Service;
  - (c)    an information forum in which students participate in visits to the ministries and organizations to learn about the Public Service.

In light of decentralization and of the policy of total quality government services to the public by whom, the Committee recommends to the Minister that:

- A-5 the staff in the regional branches of the Office des ressources humaines be made sensitive to the needs of the English-speaking clientele and that a person be designated in each branch to serve this clientele;
- A-6 the ministries and organizations be asked to allocate funds for the publication of «Calls for Candidates» adapted to the needs of this clientele in regional English-language newspapers, particularly in remote areas;
- A-7 cooperation between ministries and organizations and the English language media be encouraged through the publication of articles in regional newspapers and air time in the electronic media to publicize certain «Calls for Candidates»;
- A-8 the number of members of the English-speaking community in front line positions in human resource offices within the ministries and organizations be increased to better serve members of the English-speaking community who seek employment in the Public Service.

**(5) Appointment of representatives of the English-speaking community to the Commission de la fonction publique, as Vice-President of the Office des ressources humaines and as members of selection Committees.**

Considering that no appointment to these positions in the senior administration has yet been made, the Committee recommends to the Minister that:

- A-9 members of the English-speaking community be appointed to positions in the senior administration of the Quebec Public Service;
- A-10 a member of the English-speaking community be invited to sit on each selection committee for a competition to which members of that community apply.

**(6) French-language skills testing and reinstatement of the probationary period.**

Considering that French-language skills testing gives members of the English-speaking community a negative perception of the Quebec Public Service and dissuades them from applying for a position, the Committee recommends to the Minister that:

A-11 members of the English-speaking community be permitted to respond in English in vocational qualification examinations given as part of recruitment competitions;

A-12 the following criteria be established to determine whether a person is deemed to have a sufficient knowledge of the French language to carry out his or her duties in the administration.

A person would be deemed to have this knowledge if:

(a) from and after the school year 1985-86, he or she obtained a secondary school certificate in Quebec;

(b) he or she is a member of a professional corporation in Quebec;

(c) he or she has already obtained a certificate, issued by the Office de la langue française or defined as an equivalent by a regulation of the Office, confirming that he or she has sufficient knowledge of the official language for his or her duties within the administration.

A-13 an English-speaking applicant who is not deemed to have sufficient knowledge of the French language to carry out duties in the Administration be tested on his or her knowledge of French for those duties.

**(7) Development of practicum programs. («Stages»)**

Considering the existing infrastructure in the public administration and the interest of English-language universities and colleges in opening up this market of potential employers for their students, the Committee recommends to the Minister that:

- A-14 the expansion of practicum programs be energetically pursued through the continued involvement of the Office des ressources humaines in this matter;
- A-15 a strategy be developed to place students from the English-speaking community in practicums in the ministries and organizations that have a greater need for English-speaking personnel;
- A-16 the English-language educational institutions be encouraged to work with the government to further develop the practicum programs.

## **B NEW PROPOSALS BASED ON OBSERVATIONS IN THIS REPORT**

### **(1) Management information and statistics.**

Considering that complete information is not available on all personnel movements and on the follow-up of appointments on the basis of lists of people who are declared eligible;

considering that a regular statistical profile is an invaluable tool in the accurate monitoring of the participation of members of the English-speaking community in Quebec Public Service recruitment competitions, the Committee recommends that the Minister:

- B-1 take the necessary steps to make it possible to adequately monitor candidacies of members of the English-speaking community. The data must include information on all stages of recruitment, including the number of people registered for the competitions, the number declared eligible, the number deemed to have the necessary qualifications and the number actually appointed to positions.

(2) **Special status for members of the English-speaking community to increase their presence in the Quebec Public Service.**

Given the current cutbacks, which should result in a reduction in the total staff of the Quebec Public Service over the next five years, and the determination to comply with the Public Service Act, which requires that the optimal contribution to the Public Service by the various components of Quebec society be favoured, the Committee recommends that the Minister:

- B-2 ensure that government ministries and organizations promote the hiring of members of the English-speaking community in the Quebec Public Service;
- B-3 require Deputy Ministers to report to the Treasury Board on the reasons why they did not select a member of this target group who was declared qualified and classified at the same level as the person appointed;
- B-4 strengthen the steps already taken by the government to make the Quebec Public Service more accessible to the members of the English-speaking community so as to integrate all the recommendations, both old and new, into a coherent general framework for the management of human resources from the English-speaking community. The recommendations should prompt the administration to prepare an overview of the management of these resources in the form of a Program of Specific Measures for Members of the English-Speaking Community Seeking Employment in the Quebec Public Service.





## CONCLUSION

Reductions in permanent staff, hiring freezes, deficits, budget cutbacks and the economic recession are all factors that influence an environment in which the situation of members of the English-speaking community is already precarious.

The importance of completing the implementation of the recommendations contained in the report of March 15, 1991, as well as those contained in the present report and of increasing the political commitment to meet the objectives of representation is vital to the survival of the initiative.

The challenge is clear. Overall at least 12 % of the registered candidates must be from the English-speaking community and must have the skills needed to qualify for the recruitment competitions in the Public Service.

To meet this challenge, all participants, in the government, in institutions, and individual members of the English-speaking community, must increase their efforts to encourage high quality candidates from the community to register for recruitment competitions.

This is an enormous challenge, which will only yield results in the long term. The members of the Committee are determined to successfully meet this the challenge. With your support, they will do so.

Respectfully submitted in Quebec City, November 5, 1992

Provincial Consultative Committee

David F. Blair  
Angelo Nikolakakis  
David Wexler  
Joseph Zemanovich

Elizabeth Macfie  
George Nydam  
Weston White

Angus Mackinnon  
Gary H. Waxman  
Russell Williams

BNQ



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