



Treasury Board of Canada
Secrétariat

Secrétariat du Conseil du Trésor
du Canada



Annual Report on Official Languages

2009-2010

Canada

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Catalogue No. BT23-1/2010

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Message from the President of the Treasury Board

As President of the Treasury Board, I am pleased to table in Parliament this 22nd annual report on official languages for the fiscal year 2009-2010, in accordance with section 48 of the *Official Languages Act*.

The human resources management regime has undergone significant changes over the past year, and deputy heads now have primary responsibility for human resources management in their departments. This paradigm shift, which occurred as a result of the recommendations made by the Advisory Committee on Public Service co-chaired by the Right Honourable Don Mazankowski and the Honourable Paul M. Tellier, aligns with Public Service renewal.

The Treasury Board Secretariat, and hence the Office of the Chief Human Resources Officer (OCHRO), has redefined its role and its activities in order to shift them towards an enabling function that provides institutions with the direction, coordination and monitoring and reporting tools that are needed to achieve results for Canadians in the area of official languages.

This major shift is driven by a broader vision: to give deputy heads enough flexibility and room to manoeuvre so that they can exercise stronger leadership—specifically in managing the Official Languages Program—and in doing so reinvigorate the Public Service.

In order to achieve this vision, deputy heads must manage people in a responsible and independent manner. They have to make leadership the key focus in all of their decisions, not only in human resources management, but across the entire governance of their organization. A Public Service that represents and serves Canadians must use all elements of sound human resources management, with official languages being an integral component.

The members of the public have the right to communicate with and receive services from federal institutions in the official language of their choice in accordance with the *Official Languages Act* and its Regulations. The same applies to employees working in bilingual regions. It is these values of linguistic duality that are fundamental to a modern Public Service that is dedicated to serving Canadians.

Original signed by

The Honourable Stockwell Day, M.P.
President of the Treasury Board

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 22nd annual report on official languages covering the 2009-2010 fiscal year.

Sincerely,

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The Honourable Stockwell Day, M.P.
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March 2011

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Report Structure and Content

As part of the major changes to the human resources management regime, the Office of the Chief Human Resources Officer (OCHRO) adjusted its traditional approach to collecting information for the annual report by asking only a certain number of institutions to submit a report on their performance in the implementation of the Official Languages Program. This approach stemmed from the wish on the part of central agencies to reduce the reporting burden on institutions.

For 2009-2010, the second year of a three-year exercise between 2008 and 2011, OCHRO asked 73 organizations to report on the following five areas: communications with and services to the public in both official languages, language of work, human resources management, governance and Official Languages Program monitoring. These five areas were assessed based on questions with multiple choice answers, which considerably reduced the reporting burden for these institutions. In addition, each of them had to answer five narrative-type questions on the theme of this annual report, language of work. The statistical tables reflect the results for all federal institutions.

For the 31 institutions that did not submit information, the tables provided at the end of this report reflect the statistics they provided for the previous year.

Summary

This 22nd annual report covers the application of Parts IV, V and VI of the *Official Languages Act* (the Act) for the 2009-2010 fiscal year, with a focus on the results of the Official Languages Program as a whole.

The mandate of the Office of the Chief Human Resources Officer in the Treasury Board Secretariat is to enable and support federal institutions subject to the Act in meeting their linguistic obligations.

Federal institutions are required to serve Canadians in the official language of their choice in accordance with the *Act* and its Regulations, to create and maintain a work environment conducive to the use of both official languages in regions designated bilingual for language-of-work purposes, to offer equal opportunity for employment and promotion to English-speaking and French-speaking Canadians in federal institutions and to ensure that their workforces tend to reflect the presence of both official language communities in accordance with the nature of these institutions, their mandate, their clients and their locations.

As the previous edition, this report is structured around two main sections: program implementation and a thematic focus. The topic for the 2009-2010 annual report, and for the best practices featured here, is language of work.

In addition, the report provides an overview of OCHRO's activities and of the issues it dealt with in 2009-2010, including the Vancouver 2010 Winter Olympic and Paralympic Games and the initiative to renew the official languages policy instruments of the Treasury Board of Canada.

The year 2009 also marked the 40th anniversary of the Act. This event certainly provided the opportunity to look back over the long journey since the Act was first adopted in 1969, but it was also an occasion to look to the future and consider all that remains to be done in the area of official languages.

The following highlights provide an overview of the implementation of the Official Languages Program in 2009-2010.

Implementation of the Official Languages Program

Human Resources Management, Including Equitable Participation (Part VI of the Act)

As of March 31, 2010, 41% of all positions in the core public administration were designated bilingual. The other positions were as follows: 50.6% English essential, 3.9% French essential and 4.3% reversible (English or French). The proportion of incomplete records on the linguistic designation of positions occupied was 0.2%.

As of March 31, 2010, the participation rate of Anglophones in all federal institutions subject to the Act was 73.2% and that of Francophones was 26.8%. Although there was a slight increase in participation rates for Anglophone employees, rates overall have remained stable in recent years, tending to reflect the representation of both official language communities in Canada based on data from the 2006 Census.

Language of Work (Part V of the Act)

The proportion of employees in the core public administration who provided personal and central services (e.g. compensation, financial, communications and library services) who met the language requirements of their position has been rising steadily. As of March 31, 2010, this rate was 93.2%. The proportion of positions requiring a higher level of second language proficiency (level C in oral interaction) remained stable at 33.1%.

In regard to employees in supervisory positions in Canada (including Executives), 92.7% met the language requirements of their position, compared to 91.9% in 2009. This proportion has been rising continuously over the past few years.

In addition to this data, information compiled from annual reviews indicates that as a rule, institutions located in bilingual regions had introduced measures to create and maintain a work environment conducive to the use of both official languages. Institutions were being very successful in offering their employees personal and central services in the official language of their choice. Nonetheless, both official languages were not always used in meetings, which often posed a challenge for federal employees wishing to use the official language of their choice.

Bilingual websites were simultaneously available in both official languages, and were of equal quality in most institutions. The same applied to electronic communications with employees.

In regions designated unilingual for language-of-work purposes, this is the language that predominates in the province or territory where the work unit is located. Employees who are required to offer bilingual services to the public are provided with regularly and widely used work instruments in both official languages.

Communications with and Services to the Public in Both Official Languages (Part IV of the Act)

Federal institutions reported that most of their offices that are designated bilingual provided the public with quality communications and services in both official languages. Most of them applied the principle of active offer, although some improvements may be required, particularly with regard to telephone and in-person greetings.

As far as signage is concerned, most organizations had introduced effective measures to fulfill their obligations with regard to words, written notices and standardized public announcements inside or outside the institution's offices regarding health, safety or security of members of the public. Offices that were designated bilingual used the media effectively in communications with their target audience. Institutions did somewhat less well when they had to ensure that third parties acting on their behalf complied with the linguistic obligations of the bilingual offices they represented.

The percentage of incumbents in bilingual positions serving the public who met the language requirements of their position continued to rise, reaching 93% compared to 92.4% in 2009. Since 2000, this percentage has increased more than 10%. The percentage of incumbents exempted from meeting the language requirements of their position remained unchanged at 4.4% since March 31, 2009.

The percentage of positions designated bilingual and requiring superior proficiency (level C in oral interaction) increased again over the previous year, this time from 34.8% to 35.3%.

Governance

The reports indicated that the majority of institutions were taking steps to provide strong leadership in official languages. This was reflected, among other things, in the fact that more and more managers and executives were required to identify clear objectives in this regard in their performance agreements.

Monitoring

The 2009-2010 reports indicated that of all of the aspects of the implementation of the Official Languages Program, monitoring was the weakest. Although several institutions had mechanisms in place for regular monitoring, only half of the institutions indicated that they had monitored public satisfaction or that of their employees in regard to official languages during this fiscal year.

Introduction

Mandate of the Office of the Chief Human Resources Officer with Regard to Official Languages

The Office of the Chief Human Resources Officer, on behalf of the Treasury Board, supports federal institutions in implementing Parts IV, V and VI of the Act to ensure that Canadians receive services in the official language of their choice (Part IV of the Act); that federal institutions create and maintain a work environment conducive to the effective use of both official languages (Part V of the Act); and that federal institutions offer equal opportunity for employment and promotion to English- and French-speaking Canadians within their organization, and that their workforce tends to reflect the presence of both official language communities in Canada (Part VI of the Act).

OCHRO works to enable the approximately 200 federal institutions subject to the Act, namely the 80 institutions that belong to the core public administration and 120 Crown corporations, privatized organizations, separate agencies and departmental corporations. It provides them with guidance, coordination and the tools they need to achieve the official languages goals.

As well, OCHRO works in cooperation with Canadian Heritage to enhance the vitality of official language minority communities, to support their development and to foster full recognition and use of French and English in Canadian society (Part VII of the Act).

Implementation of the Official Languages Program

Human Resources Management

Improvements were seen in 2009-2010 in the percentage of incumbents who met the language requirements of their position. As of March 31, 2010, 93.2% of these incumbents met their requirements, compared to 92.5% in the previous fiscal period.

The percentage of positions designated bilingual and requiring superior proficiency (level C) was relatively stable at 32.2%. The majority of bilingual positions, 64.7%, required intermediate proficiency (level B).

The following information is drawn from the answers to the questions concerning human resources management provided by the institutions that reported for the 2009-2010 fiscal year.

All federal institutions responded that they had the necessary resources with which to carry out their linguistic obligations for services to the public and language of work. Nearly all of them indicated that the linguistic profiles of their bilingual positions were objectively established, and that they usually staffed their bilingual positions with individuals who were already bilingual. In those cases where they were not bilingual, the institutions took the necessary administrative measures to make sure that the bilingual requirements were met in terms of offering services to the public and to employees in the official language of their choice. Answers varied with regard to language training: in most cases, public servants took language training to meet their position's language requirements before assuming it, but for some institutions, this was only rarely true. Most institutions provided language training for career development, but some almost never did. Moreover, most of the organizations provided a work environment that was conducive to the use of second language skills once employees returned from training so they could maintain their skills, but some admitted that this was not the case in their organization.

Regarding equitable participation, the proportion of Anglophones in federal institutions subject to the Act was 73.2% in 2009-2010. The proportion of Francophones was 26.8%. For the core public administration, these rates were stable at 68.6% and 31.4% respectively. Based on the latest data from the 2006 Census, employees from both official language communities were relatively well represented in federal institutions subject to the Act. The distribution essentially resembles the percentage of Francophones and Anglophones in Canadian society, that is to say 74.8% of Canada's population who reported English as their first official language and 23.6% who reported French.

Language of Work

A work environment conducive to the use of both official languages

In regions designated bilingual for language-of-work purposes, federal institutions must ensure that their employees have access to regularly and widely used work instruments and to training in both official languages. They must also provide personal and central services to their employees in both official languages. At the same time, their executives and managers who supervise employees in bilingual or reversible positions must have the necessary linguistic proficiency to carry out their functions in both official languages.

As of March 31, 2010, 93.2%, or 53,515 of incumbents occupying bilingual positions and providing personal and central services in the core public administration, met the language requirements of their position, compared to 92.6% in the previous fiscal year. These proportions have been rising steadily for several years.

The same upward trend was observed for employees supervising staff in bilingual regions (supervisors and executives). The data indicated that 92.7% of them, or 21,775, met the language requirements of their position, compared to 91.9%, or 20,393 in the previous fiscal year.

The percentage of bilingual positions that included supervisory tasks at the superior proficiency level (level C) rose from 49.8% as of March 31, 2009 to 50.4% a year later.

The situation with executives has been quite stable since 2009. As of March 31, 2010, 96.4%, or 4,545 executives met the language requirements of their bilingual positions. In total, 2.4% of them, or 112 executives, were exempted from meeting the requirements.

The following information is drawn from the answers to the questions concerning language of work provided by the institutions that reported for the 2009-2010 fiscal year.

In regions designated bilingual for language-of-work purposes, a large majority of institutions indicated that they had introduced effective measures to encourage the use of both official languages in the workplace. This means that most of the time senior management communicated effectively with employees in both official languages, and that the incumbents of bilingual or reversible positions were supervised in the official language of their choice, even when the managers were in unilingual regions. The best results are noted in the group of employees who offer personal and central services and who do so in the preferred official language of the employee. Regularly and widely used documentation, work instruments and computer systems were generally available in the official language of the employee's choice. As in previous years, holding meetings in both official languages remained a challenge. Less than half of the institutions indicated that meetings were almost always in both languages and that participants

could use the official language of their choice. More often than not, they reported holding bilingual meetings only sometimes, often or very often but not “almost always”. OCHRO saw a lack of consistency in this area, and encourages institutions to introduce performance measures that would yield more satisfactory results in this regard.

Nearly all institutions had effective measures in place to ensure the simultaneous availability and equal quality of employee-directed bilingual websites and bilingual communications.

In unilingual regions, nearly all institutions indicated that the language of work was the one that predominated in the province or territory in which the work unit was located. Similarly, regularly and widely used work instruments were available in both official languages for staff required to provide bilingual services to the public or to employees in bilingual regions.

Every institution without exception permitted employees to file a grievance in the official language of their choice.

Communications With and Services to the Public in Bilingual Offices

Federal institutions are required to ensure that members of the public can communicate with their employees in the official language of their choice, and that they can receive services of equal quality in French and English in accordance with the Act and its Regulations.

As of March 31 2010, federal institutions had 11,701 offices and points of service, of which 4,008 (34.3%) were required to offer bilingual services to the public.

As of the same date, 93% of incumbents of bilingual positions in the core public administration who were required to serve the public met the language requirements of their position. This represented an increase over the previous year (92.4%). The percentage has been rising gradually since 2000, and is almost 11% higher than it was then.

The percentage of bilingual positions serving the public and requiring superior proficiency (level C in oral interaction) has also risen, and was at 35.3%, compared to 34.8% in the previous year, after five years without change.

The following information is drawn from the answers to the questions on communications with and services to the public provided by the institutions that reported for the 2009-2010 fiscal year.

The great majority of institutions indicated that services were provided in both official languages most of the time and were of equal quality. Almost all oral and written communications occurred in the official language chosen by the public. In general, departments produced their material in both official languages and distributed English and French versions concurrently and in their entirety, although there were some exceptions on this particular point.

Website content was almost always posted in its entirety and concurrently in English and French, and was regarded as being of equal quality. The same was true of electronic communications intended for the public.

Shortcomings reported in the previous report in the area of active offer persisted. Telephone and in-person greetings were less effective than the presence of bilingual panels and signs identifying offices, or bilingual recorded greetings. OCHRO urges institutions to persevere in their efforts to improve these two aspects of active offer.

Almost all of the institutions had introduced effective measures to ensure compliance with official languages obligations in terms of signage and messages regarding health, safety or security of members of the public.

In general, institutions included provisions in contracts and agreements signed with third parties setting out the language obligations of the offices on whose behalf they were acting. However, a lesser number made the effort to monitor compliance with these provisions. More monitoring would be desirable.

Finally, all of the institutions used the media effectively in communications with members of the public in the official language of their choice.

Governance of the Official Languages Program

The following information is drawn from the answers to the questions concerning governance of the Official Languages Program provided by the institutions that reported for the 2009-2010 fiscal year.

By taking effective measures, many federal institutions showed strong leadership in official languages matters. Many of them had developed action plans to improve their official languages performance. Just over half of them indicated that they included official languages performance objectives in performance agreements with executives and managers. The same proportion indicated that the Champion and the person responsible for official languages met regularly. Although official languages was regularly on executive committee agendas of approximately one-third of the institutions, more than half of them reported that this only occurred from time to time, whereas others stated that it was rarely the case. Finally, only slightly less than half of the institutions had an official languages committee or working group.

Official Languages Program Monitoring

The following information is drawn from the answers to the questions on Official Languages Program monitoring provided by the institutions that reported for the 2009-2010 fiscal year.

OCHRO noted that institutions generally had mechanisms in place to regularly monitor the Program. However, in 2009-2010 only half of these institutions carried out activities to measure the public's satisfaction with the availability and quality of services provided in both official languages. The situation was the same in regard to employee satisfaction. Less than half of the institutions had an official languages component during monitoring exercises by audit teams. However, steps were being taken to correct the situation when specific weaknesses were revealed.

Theme of the Annual Report: Language of Work

Background

Although the last few annual reports have shown a steady increase in language proficiency in federal institutions, there is still a long way to go before the work environment is truly conducive to the use of both official languages from every point of view. We can readily conclude that it is not only a matter of language proficiency, but also a matter of workplace culture.

Some aspects, such as communications between senior management and staff in both official languages, or access to work tools in the preferred official language, now appear to be resolved in most organizations. However, other areas are still falling short. This is the case, for instance, with the possibility of using the preferred official language in meetings and when drafting documents, as revealed the 2008 Public Service Employee Survey (PSES) results on language of work in bilingual regions.

In addition, the introduction of new online communications tools such as virtual meetings will require special effort and vigilance to ensure that they reflect the equality of English and French.

This is why OCHRO chose this subject as the theme of this report. In their annual reviews, federal institutions answered five specific questions on this issue, the last one aimed at identifying exemplary practices. Their answers are essentially reflected in the following paragraphs.

OCHRO asked federal institutions how they ensure that their employees who work in bilingual regions are familiar with their right to work in the official language of their choice.

Many of the institutions use orientation sessions for new employees, information kits or their intranet site to inform employees of their right to work in the official language of their choice. This aspect was included in the official language action plans of seven organizations. A few institutions mentioned the key role played by their champion and co-champion in maintaining a work environment conducive to the use of both official languages, as indicated in the following examples:

- ▶ **Indian Affairs and Northern Development** - The champion sent senior managers an information kit to encourage them to discuss the issue with their employees.
- ▶ **The Canadian International Development Agency** - The champion sent a reminder on official language policies and guidelines to the organization's management committee members.
- ▶ **Public Safety Canada** - Every month, the champion and the co-champion send a message to new employees about their official language rights and obligations. In addition, they regularly send reminders on the issue to all employees.

OCHRO has identified several other interesting practices, such as offering mandatory training to managers to make them more aware of their role in creating a work environment conducive to both official languages, and including official languages in managers' performance objectives. This latter practice is different from the other in that it provides the opportunity to clearly measure the results obtained by the manager as well as the progress made in this regard.

OCHRO asked the institutions what methods they used to ensure that meetings were bilingual and that employees felt completely comfortable using the official language of their choice.

In general, they encourage their employees to use the official language of their choice in meetings. Posters on the subject are displayed in conference rooms. Some organizations have developed online tools for managers, in particular self-assessment guides on holding effective bilingual meetings. A rather common practice is to send messages to employees from time to time.

The following institutions stood out for the innovative nature of their practices:

- ▶ **Agriculture and Agri-Food Canada** has a video and teleconferencing system that is used to integrate simultaneous translation. Moreover, second language teachers work closely with managers on developing their skills in chairing bilingual meetings.
- ▶ **Canada Post** gives its employees a checklist to ensure that meetings are bilingual, and regularly sends out reminders on this issue.
- ▶ The **Canada Revenue Agency** posts presentations on its website showing examples of bilingual meetings.
- ▶ **Transport Canada** organizes a workshop on how to chair and participate in bilingual meetings.

OCHRO noted that there are many ways to make meetings completely bilingual. Yet, only a few institutions have developed practices that help measure the results achieved, hence the actual progress being made in this area.

OCHRO asked the federal institutions whether they had introduced activities to measure their performance in regard to language of work.

OCHRO noted that most institutions measured their performance based on the results of the Public Service Employee Survey (PSES), which is run every three years. Others use the number of complaints made to the Office of the Commissioner of Official Languages. Only a few organizations have developed their own performance measurement system. Although sporadic activities were observed in some institutions, proactive and regular use of performance measurement does not yet appear to be a widespread practice.

OCHRO asked the federal institutions whether they had an informal complaint resolution mechanism, and if so, what corrective measures they used.

Informal complaint resolution methods specifically for official languages were used by 29 of the federal institutions. Of these, only four indicated that the complainant's identity was protected. These organizations have complaint resolution processes in place that include corrective action and follow-up measures, and in some cases reports to senior management. Others raise awareness by communicating the results of these cases to employees.

Employees have access to this complaint mechanism through a mailbox, a link on the intranet, a 1-800 number or through a designated individual in the institution's official languages sector.

In addition to these 29 institutions, several indicated that they had a general informal conflict resolution program in place that can address official language issues, among others.

Approximately one-fifth of the federal institutions indicated that they had no complaint resolution mechanism in place, and listed the manager as the contact. This option is not very appealing to complainants given that they immediately lose their anonymity. Moreover, given that language of work complaints may involve direct shortcomings on the part of the manager in relation to the employee's language rights, such complaints could leave the employee vulnerable to tensions with the manager. In addition, these institutions have no process for taking corrective action or following up. OCHRO urges these organizations to follow the lead of others that have well-established mechanisms, such as Health Canada, Agriculture and Agri-Food Canada, Public Works and Government Services Canada and NAV Canada, to mention but a few, and to adapt them to their situations in order to fill this need.

The fifth question OCHRO asked the federal institutions was designed to identify best practices in federal organizations. The following is a list of such practices.

Best Practices

Background

In their annual reviews, several federal institutions shared their best practices in regard to the implementation of Part V of the Act, which addresses the creation of a work environment that is conducive to the use of both official languages in their respective organizations. OCHRO has an enabling function, whereby it seeks to make these instruments of change accessible to all in order to help federal institutions improve their performance by introducing proven practices.

More than half of the federal institutions that reported shared their best practices for improving their performance in the area of language of work. These practices can be grouped into five major categories, according to type of activity: availability of different tools, awareness-raising activities, presence of a departmental committee on official languages and integration of official languages into the organization's governance structure, and the offer of language training. It is interesting to note that several regional offices have developed their own best practices.

A few institutions reported as best practices what are in fact expected results as defined under the Policy on Language of Work. It is certainly very encouraging to see that these standards are being met. However, OCHRO's objective is really to share innovative projects and the different ways that institutions have used to achieve these expected results.

UCHRO was pleased to note that many champions are actively engaged in their role. They make themselves available when it comes to implementing Part V of the Act, as they do for all other aspects of the Official Languages Program.

The efforts of many institutions are reflected in the best practices contained in their reviews. Among those reported for 2009-2010, the following were of particular interest:

- ▶ **Citizenship and Immigration Canada** runs an annual official languages awareness campaign. Other activities take place throughout the year in addition to this important activity. For example, employees have access to newspapers in the minority language. Regular lunchtime chats are organized in French. The Quebec region offers a six-week work exchange program, as well as pairing opportunities that help employees maintain their second language skills. The Yukon region provides its employees with language tools.

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- ▶ **Canadian Heritage** has a governance structure that integrates corporate management of official languages into the department's activities. This responsibility is carried by the official languages champion, who sits on the Executive Committee and holds regular bilateral meetings with the Deputy Minister to discuss official languages issues. In addition, the Department's executives are assessed based on their performance and the results achieved in terms of initiatives taken to create a work environment in which employees feel free to use either official language. This is a mandatory leadership commitment in the performance agreement and the annual performance appraisal for the Department's executives.
 - ▶ The **Royal Canadian Mounted Police** uses a reference tool on language of work that includes the following four tables: *Communications Between Employees – Individual Responsibilities*; *Services to Employees – Linguistic Rights of Employees*; *Communications Between Regions – Institutional Responsibilities*; *Web Sites – Institutional Responsibilities*. This tool is provided to employees through the intranet, the news bulletin and at awareness-raising sessions.
 - ▶ The Real Property Branch at **Public Works and Government Services Canada** posts a quarterly electronic bulletin entitled *Let's Talk Bilingualism / Parlons Bilinguisme*, and prepares its own action plan and annual report on official languages.
 - ▶ **Natural Resources Canada** has its own language training program, which includes nine French teachers and one English teacher, all of whom are full-time employees. The Department organizes breakfast get-togethers where participants can practise their French.
 - ▶ The **Canadian Transportation Agency** has its own Language Partnership Program, which pairs employees interested in learning or improving their second language.
 - ▶ The **Canada Border Services Agency** has set up a network of official languages coordinators, whose roles and responsibilities are clearly defined. As well, the Agency's managers have access to a guide through the intranet that addresses different ways of creating a work environment that is respectful of both official languages. The Western Region created its own French Club, and the New Brunswick region organizes an official languages week.
 - ▶ **Human Resources and Skills Development Canada** posts information bulletins on Part V of the Act on its intranet. The professional development program framework contains an official languages component. As well, the official languages sector is involved in the Service Leadership and Management Excellence Development Program run by the Service Canada College.
 - ▶ **Industry Canada** organizes breakfast get-togethers and team meetings where participants are encouraged to use their second official language. An annual reminder is sent to employees who provide personal and central services in bilingual regions to ensure that they actively offer them in both official languages.

- ▶ **Fisheries and Oceans Canada** set up a French resource centre in the Newfoundland and Labrador region. This centre offers several important educational documents and tools in English and French, enabling employees to improve or maintain their language skills.
- ▶ The **Department of Foreign Affairs and International Trade** set up a working group that is looking into the use of French in the workplace.
- ▶ The Deputy Minister of **Health Canada** invited the Commissioner of Official Languages to speak to the Human Resources Council about his vision of the Act and ways that the Department could use to move forward in promoting a culture of bilingualism.

OCHRO will continue to highlight institutions' best practices to give others the opportunity to learn from them, and perhaps adopt them.

The Activities of the Office of the Chief Human Resources Officer during 2009-2010

Based on the belief that exchange of information and best practices sharing on official languages between institutions is a key factor in achieving the Program's objectives, OCHRO organized several events in 2009-2010.

The Crown corporations and departmental advisory committees on official languages (CCACOL and DACOL, respectively) each held two meetings during the year, both of which were well attended. The DACOL met on May 21, 2009, and then held its annual retreat in Val David on September 24 and 25, 2009. The CCACOL met in May and November. On the latter occasion, the committee members met at the Air Canada headquarters in Dorval.

The departmental and Crown corporations advisory committees on official languages aim to facilitate the exchange of best practices among departments and communication with central agencies and the main stakeholders, such as the Public Service Commission of Canada, the Canada School of Public Service, Canadian Heritage and the Office of the Commissioner of Official Languages. The meetings in 2009-2010 provided the opportunity to exchange best practices in relation to the Vancouver 2010 Winter Olympic and Paralympic Games for institutions that had to play a key role during this major event.

Moreover, in partnership with the Network of Official Languages Champions, OCHRO organized its annual conference, which took place on June 18 and 19, 2009 in Kingston, under the theme of *Official Languages: A Changing Environment*. Approximately 70 official languages champions and co-champions attended. The mandate of the Network of Official Languages Champions is to promote the use of both official languages in the workplace in federal institutions. The Council of the Network of Official Languages Champions has 21 members representing the departments (14), Crown corporations (3) and central agencies (4). The meetings are normally held six times a year, in addition to an annual conference on a particular theme.

As in previous years, OCHRO held its annual Best Practices Forum. This event took place on December 3, 2009 in Ottawa under the theme *Forty years of progress...and still going strong!* and attracted approximately 300 participants. There were several booths, where visitors could check out the latest initiatives taken by federal institutions.

For the Vancouver 2010 Winter Olympic and Paralympic Games, OCHRO developed an intervention strategy aimed at supporting institutions in their efforts to ensure that services and communications are offered in both official languages. Among other things, in the fall of 2009, it asked some 20 different institutions to share the steps they intended to take to meet their language obligations at the Games in order to assess the state of preparedness in organizations. After reviewing the situation, OCHRO provided consulting services to the institutions to support them and provided its conclusions to the Assistant Deputy Ministers Representative Working Group and to the Deputy Ministers and Heads of Agencies Coordination Committee of the Games.

OCHRO worked closely with Canadian Heritage and the Office of the Commissioner of Official Languages to coordinate activities and enhance the efficiency of the institutions concerned. Together, they discussed the topic at official languages advisory committee meetings.

Two representatives of OCHRO visited the Vancouver airport to help management with regard to measures they could introduce to provide services in both official languages to the many visitors expected for the Games. Given that the airport was where most visitors would have their first contact with Canada, it was very important that they be greeted in a manner that reflected Canada's linguistic duality.

On the heels of the second report by the Prime Minister's Advisory Committee on the Public Service, the Treasury Board undertook to renew its policy instruments with a view to better reflecting the responsibilities of deputy heads. OCHRO is reviewing the official languages policy instruments to ensure that they are consistent with the enabling function of the Treasury Board Secretariat and to give deputy heads the opportunity to fully assume their responsibilities under the Act. The purpose of the exercise is also to make performance measurement more efficient and to reduce the reporting burden.

OCHRO worked with the Chief Information Officer Branch on the official languages aspect of the development of guidelines on the use of social media in the federal government. This work includes two components: one is the development of guidelines for the use of social media when the federal government is interacting with the public, and the other is the development of guidelines for use of social media within the government.

On February 5, 2009, the Supreme Court of Canada rendered its ruling on *Desrochers* (CALDECH). Further to this decision, OCHRO took part in an interdepartmental working group set up by the Official Languages Secretariat of Canadian Heritage to analyze the decision and establish a risk management strategy to ensure that federal government programs and services complied with the principle of substantive linguistic equality in the delivery of services. OCHRO undertook to develop an analytical grid and a supporting document to help institutions analyze the impact of this decision by the Supreme Court on their programs and services, and to recommend measures that will help them comply with it.

Over the last three years, OCHRO has been developing a new web application to help institutions determine whether their offices serving the public have to offer these services and communications in both official languages. In April 2009, the Regulations Management System (RMS) was launched. The RMS guides institutions step by step through the application of the Official Languages Regulations, thereby ensuring better data integrity. Burolis, the publicly-accessible database that covers all federal offices subject to the Act and Regulations, was also redesigned.

Conclusion

After a year of transformation, the path forward is clear!

The transformations that followed the recommendations of the Advisory Committee on the Public Service—including the enhancement of deputy head accountability—required a significant cultural shift in institutions.

We are now at the end of the second fiscal year following these changes, and we can see positive results. We saw signs of greater collaboration between departments, for instance through the Crown corporations and departmental organizing group, which, based on the needs of the institutions, seeks to identify the topics for discussion and the presentations at the advisory committee meetings. Champions play an increasingly active role as ambassadors of linguistic duality in their institutions.

OCHRO remains an organization that provides support and coordination to departments. It now provides this support horizontally rather than individually, as was the case before. It fulfills its enabling function by regularly organizing events that give institutions the opportunity to meet and discuss their common challenges, and by informing them of key issues in consultation with the other central agencies.

The statistics compiled for the 2009-2010 fiscal year indicate that the performance of the institutions that have been evaluated have not changed significantly since this new approach was introduced by the government. Federal institutions generally live up to their official language obligations, even if some aspects of the implementation of the Program still require improvements, such as full linguistic duality in the workplace. This is particularly true for bilingual meetings and the right of employees to write in the official language of their choice, despite the continuous increase in language proficiency in the core public administration. Nearly all—93.2%—of incumbents of bilingual positions now meet the language requirement of their position. This suggests that language training alone is no guarantee of success in linguistic duality. A change in perception and attitude is also needed from all employees at every level of our federal institutions. In addition, management must encourage its employees to exercise their right to work in the language of their choice and employees must not hesitate to do so.

We found that sharing best practices has prompted several institutions to try to improve their performance in terms of language of work. In general, performance measures have to be strengthened in institutions if they are to reflect their progress.

We hope that all institutions will maintain their efforts, and that these efforts will bear fruit so that eventually employees will be able to express themselves in the workplace in their preferred official language without question or hesitation. At that point we will be able to say without hesitation that we have achieved full linguistic duality in federal institutions.

Appendix

Data Sources

- ▶ *Burolis* is the official inventory of offices and points of service, indicating whether or not they have an obligation to communicate with the public in both official languages.
- ▶ The *Position and Classification Information System (PCIS)* covers the “positions” and employees in institutions that are part of the core public administration.
- ▶ The *Official Languages Information System II (OLIS II)* provides information on the resources of institutions that are not part of the core public administration (i.e. Crown corporations and separate agencies).

The reference year for the data in the tables varies depending on the system: March 31, 2010, for PCIS and Burolis, and December 31, 2009 for OLIS II.

Although the reference years may be different, the data used to report are for the same fiscal year. Consequently, the same fiscal year is used in the tables as in the two data systems in order to simplify their presentation and comparison.

Notes

Percentages in the tables may not sum to 100% due to rounding.

Any data in this report related to positions in the core public administration are from PCIS, and are slightly different from those in the Incumbent Data System.

Pursuant to the *Public Service Official Languages Exclusion Approval Order*, incumbents who do not meet the language requirements of their position would fall into one of the following two categories:

- ▶ they are exempted;
- ▶ they have two years to meet the language requirements.

The linguistic profile of a bilingual position is determined according to three levels of second-language proficiency:

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

Definitions

“Position” means a position filled for an indeterminate period or a determinate period of three months or more, according to the information in the PCIS.

“Resources” means the resources required to meet obligations on a regular basis, according to the information available from OLIS II.

“Bilingual position” means a position in which all or part of the duties must be performed in both English and French.

“Reversible position” means a position in which all the duties can be performed in English or French, depending on the employee’s preference.

“Incomplete record” means a position for which data on language requirements is incorrect or missing.

“Linguistic Capacity Outside Canada” means all rotational positions outside of Canada (rotational employees)—most of which are in Foreign Affairs and International Trade Canada—that are staffed from a pool of employees with similar skills.

In tables 5, 7, 9 and 11, the levels required in second-language proficiency refer only to oral interaction (understanding and speaking). The “Other” category refers to positions either requiring code P (specialized proficiency) or those not requiring any second-language oral interaction skills.

The terms “Anglophones” and “Francophones” refer to employees on the basis of their first official language. The first official language is the language declared by employees as the one with which they have a primary personal identification.

Statistical Tables

Table 1

Bilingual positions and bilingual employees in the public service

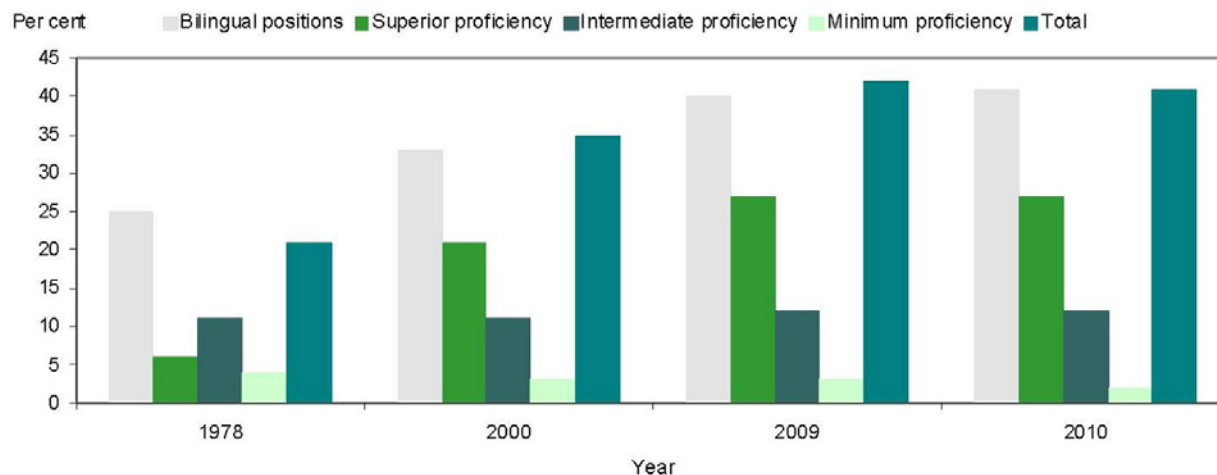


Table 2

Language requirements of positions in the core public administration

Year	Bilingual		English essential		French essential		English or French essential		Incomplete records		Total
1978	52,300	24.7%	128,196	60.5%	17,260	8.1%	14,129	6.7%	0	0.0%	211,885
2000	50,535	35.3%	75,552	52.8%	8,355	5.8%	7,132	5.0%	1,478	1.0%	143,052
2009	79,688	40.4%	100,191	50.8%	7,770	3.9%	8,928	4.5%	549	0.3%	197,126
2010	82,985	41.0%	102,484	50.6%	7,827	3.9%	8,791	4.3%	450	0.2%	202,537

Table 3

Language requirements of positions in the core public administration by province, territory or region

			Unilingual positions									
Province, territory or region			English essential		French essential		English or French essential		Incomplete records		Total	
	Bilingual											
British Columbia	584	3.2%	17,409	96.5%	2	0.0%	24	0.1%	22	0.1%	18,041	
Alberta	412	3.8%	10,296	95.8%	2	0.0%	29	0.3%	11	0.1%	10,750	
Saskatchewan	185	3.8%	4,716	95.8%	2	0.0%	6	0.1%	13	0.3%	4,922	
Manitoba	608	8.0%	6,952	91.7%	0	0.0%	14	0.2%	9	0.1%	7,583	
Ontario (excluding NCR)	2,701	10.4%	23,022	88.7%	11	0.0%	179	0.7%	42	0.2%	25,955	
National Capital Region (NCR)	58,143	65.4%	22,816	25.7%	213	0.2%	7,515	8.5%	172	0.2%	88,859	
Quebec (excluding NCR)	14,750	64.9%	145	0.6%	7,555	33.2%	184	0.8%	107	0.5%	22,741	
New Brunswick	3,519	52.7%	2,994	44.8%	29	0.4%	126	1.9%	10	0.1%	6,678	
Prince Edward Island	546	29.3%	1,318	70.6%	0	0.0%	0	0.0%	2	0.1%	1,866	
Nova Scotia	953	10.0%	8,469	89.0%	13	0.1%	55	0.6%	23	0.2%	9,513	
Newfoundland and Labrador	134	4.0%	3,233	95.9%	0	0.0%	3	0.1%	0	0.0%	3,370	
Yukon	14	4.6%	283	92.8%	0	0.0%	2	0.7%	6	2.0%	305	
Northwest Territories	24	3.5%	648	95.7%	0	0.0%	0	0.0%	5	0.7%	677	
Nunavut	5	2.8%	170	96.6%	0	0.0%	0	0.0%	1	0.6%	176	
Outside Canada	407	37.0%	13	1.2%	0	0.0%	654	59.4%	27	2.5%	1,101	
All regions	82,985	41.0%	102,484	50.6%	7,827	3.9%	8,791	4.3%	450	0.2%	202,537	

Table 4

Bilingual positions in the core public administration – Linguistic status of incumbents

			Do not meet						
Year	Meet		Exempted		Must meet		Incomplete records		Total
1978	36,446	69.7%	14,462	27.7%	1,392	2.7%	0	0.0%	52,300
2000	41,832	82.8%	5,030	10.0%	968	1.9%	2,705	5.4%	50,535
2009	73,726	92.5%	3,481	4.4%	960	1.2%	1,521	1.9%	79,688
2010	77,331	93.2%	3,625	4.4%	831	1.0%	1,198	1.4%	82,985

Table 5

Bilingual positions in the core public administration – Level of second language proficiency required (oral interaction)

Year	Level C		Level B		Level A		Other		Total
1978	3,771	7.2%	30,983	59.2%	13,816	26.4%	3,730	7.1%	52,300
2000	12,836	25.4%	34,677	68.6%	1,085	2.1%	1,937	3.8%	50,535
2009	25,616	32.1%	51,556	64.7%	682	0.9%	1,834	2.3%	79,688
2010	26,738	32.2%	53,659	64.7%	724	0.9%	1,864	2.2%	82,985

Table 6

Service to the Public: Bilingual positions in the core public administration – Linguistic status of incumbents

			Do not meet						
Year	Meet		Exempted		Must meet		Incomplete records		Total
1978	20,888	70.4%	8,016	27.0%	756	2.5%	0	0.0%	29,660
2000	26,766	82.3%	3,429	10.5%	690	2.1%	1,631	5.0%	32,516
2009	45,650	92.4%	2,155	4.4%	634	1.3%	943	1.9%	49,382
2010	46,413	93.0%	2,217	4.4%	555	1.1%	746	1.5%	49,931

Table 7

Service to the Public: Bilingual positions in the core public administration – Level of second language proficiency required (oral interaction)

Year	Level C		Level B		Level A		Other		Total
1978	2,491	8.4%	19,353	65.2%	7,201	24.3%	615	2.1%	29,660
2000	9,088	27.9%	22,421	69.0%	587	1.8%	420	1.3%	32,516
2009	17,174	34.8%	31,682	64.2%	339	0.7%	187	0.4%	49,382
2010	17,645	35.3%	31,780	63.6%	340	0.7%	166	0.3%	49,931

Table 8

Personal and Central Services: Bilingual positions in the core public administration – Linguistic status of incumbent

		Do not meet							
Year	Meet		Exempted		Must meet		Incomplete records		Total
2009	51,015	92.6%	2,361	4.3%	704	1.3%	1,011	1.8%	55,091
2010	53,515	93.2%	2,498	4.3%	627	1.1%	795	1.4%	57,435

Table 9

Personal and Central Services: Bilingual positions in the core public administration – Level of second language proficiency required (oral interaction)

Year	Level C		Level B		Level A		Other		Total
2009	18,322	33.3%	35,175	63.8%	276	0.5%	1,318	2.4%	55,091
2010	19,004	33.1%	36,774	64.0%	314	0.5%	1,343	2.3%	57,435

Table 10

Supervision: Bilingual positions in the core public administration – Linguistic status of incumbents

		Do not meet							
Year	Meet		Exempted		Must meet		Incomplete records		Total
2009	20,393	91.9%	939	4.2%	463	2.1%	387	1.7%	22,182
2010	21,775	92.7%	996	4.2%	408	1.7%	300	1.3%	23,479

Table 11

Supervision: Bilingual positions in the core public administration – Level of second language proficiency required (oral interaction)

Year	Level C		Level B		Level A		Other		Total
2009	11,044	49.8%	11,014	49.7%	52	0.2%	72	0.3%	22,182
2010	11,838	50.4%	11,522	49.1%	54	0.2%	65	0.3%	23,479

Table 12

Participation of Anglophones and Francophones in the core public administration by province, territory or region

Province, territory or region	Anglophones		Francophones		Unknown		Total
British Columbia	17,689	98.0%	352	2.0%	0	0.0%	18,041
Alberta	10,476	97.5%	274	2.5%	0	0.0%	10,750
Saskatchewan	4,848	98.5%	74	1.5%	0	0.0%	4,922
Manitoba	7,298	96.2%	285	3.8%	0	0.0%	7,583
Ontario (excluding the NCR)	24,639	94.9%	1,316	5.1%	0	0.0%	25,955
National Capital Region (NCR)	52,502	59.1%	36,357	40.9%	0	0.0%	88,859
Quebec (excluding the NCR)	1,892	8.3%	20,849	91.7%	0	0.0%	22,741
New Brunswick	3,752	56.2%	2,926	43.8%	0	0.0%	6,678
Prince Edward Island	1,660	89.0%	206	11.0%	0	0.0%	1,866
Nova Scotia	8,983	94.4%	530	5.6%	0	0.0%	9,513
Newfoundland and Labrador	3,313	98.3%	57	1.7%	0	0.0%	3,370
Yukon	291	95.4%	14	4.6%	0	0.0%	305
Northwest Territories	656	96.9%	21	3.1%	0	0.0%	677
Nunavut	168	95.5%	8	4.5%	0	0.0%	176
Outside Canada	753	68.4%	348	31.6%	0	0.0%	1,101
All regions	138,920	68.6%	63,617	31.4%	0	0.0%	202,537

Table 13

Participation of Anglophones and Francophones in the core public administration by occupational category

Categories	Anglophones		Francophones		Unknown		Total
Executive	3,574	68.5%	1,640	31.5%	0	0.0%	5,214
Scientific and professional	25,058	74.0%	8,806	26.0%	0	0.0%	33,864
Administrative and foreign service	55,630	61.8%	34,344	38.2%	0	0.0%	89,974
Technical	11,170	77.1%	3,319	22.9%	0	0.0%	14,489
Administrative support	18,854	68.4%	8,715	31.6%	0	0.0%	27,569
Operational	24,634	78.4%	6,793	21.6%	0	0.0%	31,427
All categories	138,920	68.6%	63,617	31.4%	0	0.0%	202,537

Table 14

Participation of Anglophones and Francophones in federal institutions that are not part of the core public administration by province, territory or region

Province, territory or region	Anglophones		Francophones		Unknown		Total
British Columbia	34,436	96.2%	1,357	3.8%	0	0.0%	35,793
Alberta	27,280	95.3%	1,338	4.7%	0	0.0%	28,618
Saskatchewan	7,543	96.7%	258	3.3%	0	0.0%	7,801
Manitoba	15,760	95.9%	670	4.1%	0	0.0%	16,430
Ontario (excluding the NCR)	77,348	94.0%	4,972	6.0%	0	0.0%	82,320
National Capital Region (NCR)	31,193	68.9%	14,088	31.1%	0	0.0%	45,281
Quebec (excluding the NCR)	8,080	14.9%	46,171	85.1%	0	0.0%	54,251
New Brunswick	7,694	75.0%	2,559	25.0%	0	0.0%	10,253
Prince Edward Island	1,741	95.7%	78	4.3%	0	0.0%	1,819
Nova Scotia	15,030	91.6%	1,381	8.4%	0	0.0%	16,411
Newfoundland and Labrador	5,860	98.2%	107	1.8%	0	0.0%	5,967
Yukon	374	95.2%	19	4.8%	0	0.0%	393
Northwest Territories	600	92.6%	48	7.4%	0	0.0%	648
Nunavut	202	90.2%	22	9.8%	0	0.0%	224
Outside Canada	1,005	85.9%	165	14.1%	0	0.0%	1,170
All regions	234,146	76.2%	73,233	23.8%	0	0.0%	307,379

Table 15

Participation of Anglophones and Francophones in federal institutions that are not part of the core public administration by occupational or equivalent category

Categories	Anglophones		Francophones		Unknown		Total
Executive	10,683	76.4%	3,297	23.6%	0	0.0%	13,980
Professionals	23,041	73.8%	8,201	26.2%	0	0.0%	31,242
Specialists and technicians	23,457	75.0%	7,812	25.0%	0	0.0%	31,269
Administrative support	35,128	73.8%	12,481	26.2%	0	0.0%	47,609
Operational	78,822	79.1%	20,785	20.9%	0	0.0%	99,607
Canadian Forces and regular members of the RCMP	63,015	75.3%	20,657	24.7%	0	0.0%	83,672
All categories	234,146	76.2%	73,233	23.8%	0	0.0%	307,379

Table 16

Participation of Anglophones and Francophones in all federal institutions subject to the *Official Languages Act* by province, territory or region

Province, Territory or Region	Anglophones		Francophones		Unknown		Total
British Columbia	52,125	96.8%	1,709	3.2%	0	0.0%	53,834
Alberta	37,756	95.9%	1,612	4.1%	0	0.0%	39,368
Saskatchewan	12,391	97.4%	332	2.6%	0	0.0%	12,723
Manitoba	23,058	96.0%	955	4.0%	0	0.0%	24,013
Ontario (excluding the NCR)	101,987	94.2%	6,288	5.8%	0	0.0%	108,275
National Capital Region (NCR)	83,695	62.4%	50,445	37.6%	0	0.0%	134,140
Quebec (excluding the NCR)	9,972	13.0%	67,020	87.0%	0	0.0%	76,992
New Brunswick	11,446	67.6%	5,485	32.4%	0	0.0%	16,931
Prince Edward Island	3,401	92.3%	284	7.7%	0	0.0%	3,685
Nova Scotia	24,013	92.6%	1,911	7.4%	0	0.0%	25,924
Newfoundland and Labrador	9,173	98.2%	164	1.8%	0	0.0%	9,337
Yukon	665	95.3%	33	4.7%	0	0.0%	698
Northwest Territories	1,256	94.8%	69	5.2%	0	0.0%	1,325
Nunavut	370	92.5%	30	7.5%	0	0.0%	400
Outside Canada	1,758	77.4%	513	22.6%	0	0.0%	2,271
All regions	373,066	73.2%	136,850	26.8%	0	0.0%	509,916