



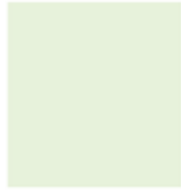
Public Service Human Resources
Management Agency of Canada

Agence de gestion des ressources humaines
de la fonction publique du Canada

Annual Report on Official Languages 2005–06

ANNUAL REPORT TO PARLIAMENT

Canada^{ca}



Annual Report
on
Official Languages
2005–06

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Message from the President of the Treasury Board



As President of the Treasury Board and Minister responsible for the Public Service Human Resources Management Agency of Canada (the Agency), it is my pleasure to table before Parliament this eighteenth annual report on official languages, for fiscal year 2005-06, in accordance with section 48 of the *Official Languages Act* (the *Act*). This report evaluates the governance and implementation of the Official Languages Program within federal institutions that are subject to the *Act*.

Canadians have the right to be served by and deal with their government in the official language of their choice. This right is not just a matter of legal obligation but also a matter of fairness, respect and inclusiveness.

To fulfill our obligations under the *Act*, within the public service, we must foster a culture that is based upon the understanding of each citizen's entitlement to be served in the official language of their choice. By promoting such a culture, we will also promote equality of opportunity for those that speak each of our official languages. It will also clearly demonstrate that competence in both official languages expands opportunities for our employees and is a real economic and social advantage.

The public service must lead the way in the use of official languages. It is my responsibility to ensure that federal institutions comply with the *Act* in the most respectful way for all concerned. This report paints a picture of the results and the principal activities undertaken by federal institutions as well as by the Agency, in accordance with Parts IV, V, and VI of the *Act*.

Statistics from 2005-06 allow us to see that bilingual capacity in federal institutions has greatly improved. I would like to underline, in particular, the increase in the number of executives and supervisors who meet the language requirements of their positions. This greatly contributes to the creation of a climate that is conducive to the use of both official languages.

In November 2005, Bill S-3, an *Act to Amend the Official Languages Act (Promotion of English and French)* received Royal Assent. It followed through on the government's commitment to support the development of official language minority communities and promote the use of English and French throughout the country. This means that federal institutions must pay due regard to official languages in all their activities, in order to support the development of these communities.

In addition, the adoption of the *Federal Accountability Act* will formalize the government's desire to strengthen accountability and to ensure sound management of government spending. Our management of human resources must be above reproach, and the Agency has already accomplished a great deal with federal institutions in this regard. This report speaks to our determination to deliver results to Canadians. In this, we are setting an example.

I will continue to work closely with my colleague Josée Verner, Minister of International Cooperation and Minister for La Francophonie and Official Languages, to coordinate our efforts to achieve full integration of official languages into the heart of government.

The paper version was signed by
Vic Toews

The Honourable Vic Toews, P.C., 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 eighteenth annual report on official languages covering the 2005-06 fiscal year.

Yours sincerely,

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The Honourable Vic Toews, P.C., M.P.
President of the Treasury Board

May 2007



Speaker of the House of Commons

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May 2007







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Summary

The Public Service Human Resources Management Agency of Canada (the Agency) monitors and periodically audits how federal institutions comply with their linguistic obligations under the *Official Languages Act* (the *Act*). Under this *Act*, institutions must serve Canadians in the official language of their choice, establish and maintain a work environment conducive to the use of both official languages in bilingual regions, and ensure that the workforce of federal institutions tends to reflect the presence of the Anglophone and Francophone communities in Canada, taking into account the characteristics of those institutions, their mandate, their public and their location.

Evaluation of the Governance of the Official Languages Program

Leadership

Management in institutions subject to the *Act* must show leadership in official languages matters by carrying out concrete actions that demonstrate their commitment.

The Agency notes the following facts among others:

- Federal institutions carry out a multitude of concrete actions, such as including official languages on the agenda of management committees, holding regular meetings between the champion and the individual responsible for official languages, or organizing activities that promote the use of the second language.
- The deputy head of the institution approves the vast majority of annual reviews.

- Institutions are taking official languages into consideration more often in their strategic planning.
- Increasing numbers of institutions are setting up official languages advisory committees made up of representatives from different sectors of the organization and chaired by a senior official.

Information management

- Although the overall situation is improving, some institutions still have difficulty ensuring proper management of their official languages information. Ongoing problems are explained in part by a high turnover of staff and a lack of knowledge.

Evaluation of the implementation of the Official Languages Program

Communications with and services to the public

The Agency notes the following facts among others:

- The number of incumbents in bilingual positions having to serve the public and who met the language requirements of their position has increased, reaching 89.9 per cent in 2006, compared with 88.6 per cent in 2005. In addition, the number and percentage of persons exempted from meeting the language requirements of their position have decreased.

- The percentage of positions designated bilingual requiring superior proficiency (level C in oral interaction) has slightly diminished. However, the number of bilingual positions that require superior proficiency has increased in absolute numbers, rising from 14,248 in 2005 to 15,071 in 2006.
- Information on Web sites is generally available in both official languages. However, it should be noted that the language quality is not always the same and that documents are not always posted simultaneously in both official languages.
- Active offer signage of bilingual services is not generally a problem but bilingual greetings in person or on the telephone could be improved.

Language of work

- This year, 89.8 per cent of employees who provide personal and central services (for example, pay, financial services, communications, and library) and who are part of the core public administration met the language requirements of their position compared with 88.6 per cent in 2005. The number of positions that require superior proficiency (level C) in the second language has also increased, rising from 32.1 per cent in 2005 to 33.2 per cent in 2006.
- Eighty-seven per cent of incumbents in supervisory positions in Canada (including executives) satisfied the language requirements of their position, compared with 84.9 per cent in 2005.

- As for executives (EXs), in the core public administration, 92.9 per cent met the language requirements of their position as of March 31, 2006. This is a marked increase compared with 84.4 per cent the previous year.
- In general, work tools, computer systems, and intranet sites are available in both official languages.

Human resources management (including equitable participation)

- As of March 31, 2006, the rate of participation of Anglophones in all institutions subject to the *Act* stood at 73.3 per cent, and that of Francophones at 26.7 per cent. For the core public administration, these rates were respectively 68.6 per cent and 31.4 per cent. Considering the most recent statistics from the *2001 Census of Canada*, the two official language communities are relatively well represented within all institutions.
- At the regional level, statistics from the core public administration show that the participation of Anglophones in Quebec excluding the National Capital Region (who represent 12.9 per cent of the population of Quebec, according to the *2001 Census of Canada*), stood at 7.7 per cent in 2005-06, compared with 6.9 per cent the year before. This increase in Anglophone representation in Quebec constitutes a notable improvement.

- Institutions are using language training less often to meet the language requirements of positions. However, they are increasingly offering language training from a career-advancement perspective.

In 2004-05, the Agency continued the work begun in the preceding fiscal year on files such as the review of language requirements for offices and facilities required to provide bilingual services to the public, the implementation of Phase II of the review of official languages policies, the evaluation of bilingual positions of executives (employees in the EX category), and the development of a tool to help define linguistic needs.

Over the 2005-06 fiscal year, the Agency has continued its activities. It has also worked to develop audit and self-evaluation tools that will help institutions to improve their performance in the area of official languages. It has also continued its efforts to improve awareness and support within institutions subject to the *Act*. The Agency has strengthened its monitoring of these institutions and has provided them with the tools needed to place more emphasis on concrete results in their annual reviews.



I. Introduction

This annual report provides an account of the implementation of the Official Languages Program (the Program) within federal institutions subject to the *Official Languages Act* (the *Act*), and the activities and results with regard to their linguistic obligations for the 2005-06 fiscal year.

Mandate of the Public Service Human Resources Management Agency of Canada

Serving as the focal point for the people management of the public service of Canada, the Agency works towards establishing a workforce and workplace that is second to none.

In striving towards this goal, the Agency exercises leadership through policy and partnerships; delivers services that support public servants, managers and the human resource community; and maintains the integrity of the human resource management system through monitoring, measuring and reporting. These are the tools the Agency uses to support federal departments, agencies and institutions in delivering advice to the Government and services to Canadians.

Mission of the Official Languages Branch

Within the Agency, the Official Languages Branch monitors federal institutions and periodically audits to ensure they communicate with Canadians and provide service in the official language of their

choice, that they establish and maintain a work environment that is conducive to the effective use of both official languages in bilingual regions, and that the composition of their workforce tends to reflect the presence in Canada of both official language communities.

The excellence sought will only be achieved by means of enhanced leadership and accountability within institutions. For the Program, it means, in particular, strengthening accountability as well as increasing and maintaining linguistic capacity and knowledge in the area of official languages. The Official Languages Branch is working to this end in partnership with institutions and regional federal councils.

The Official Languages Branch is also working together with various bodies with obligations under the *Act* to enhance the vitality of official language minority communities and to support and assist their development, as well as to foster the full recognition and use of both English and French within Canadian society.

In November 2005, a number of amendments were made to the *Act*, one of the effects of which was to make Part VII of the *Act* (advancement of English and French) justiciable. The amendments strengthen the federal government's commitment with regard to fostering the use of English and French and require institutions to take positive measures to implement this commitment.

Structure and content of the report

The structure of this eighteenth report has been completely changed, reflecting the major changes to new templates (*Guide for the Preparation of the Annual Review on Official Languages*), which institutions must use to provide an account of their activities to the Agency. These new templates have been re-thought in line with the follow-up and reporting requirements set out in the Treasury Board's official languages policies (the Treasury Board policies). They are more results-based, enabling institutions to better evaluate the effectiveness of their activities.

For this reason, the report is structured around two principal elements: the evaluation of the governance of the Program and the evaluation of its implementation. The governance evaluation element includes activities and results relating to leadership and to information management, while the evaluation of the implementation of the Program covers communications with and services to the public, language of work, and human resources management as it relates to official languages, including equitable participation.

Chapter I situates the Program in the context of the modernization of the public service, restates the mandate of the Agency, presents the new structure of the report and describes its contents.

The Program is described in Chapter II. This chapter situates the *Act* in its legal context and presents the governance structure as well as the role and responsibilities of each of the key partners.

Chapter III deals with the evaluation of the governance of the Program within federal institutions, as regards leadership and information management. It also considers the follow-up activities that the Agency has conducted among the main stakeholders.

Chapter IV provides an account of the evaluation of the implementation of the Program within federal institutions with regard to Parts IV (communications with and services to the public), V (language of work), and VI (management of human resources, including equitable participation) of the *Act*. It reviews activities and results reported by these institutions for each of these parts, and provides action items to improve performance. This chapter also discusses Agency activities that support the work of institutions to enforce the various parts of the *Act*.

Chapter V considers the change of culture within federal institutions. The Agency presents a portrait of awareness and promotional activities that help remind institutions of their rights and responsibilities.

Chapter VI considers the marked achievements of the Program over this fiscal year but also looks at the work still to be done to achieve the objectives set.

Chapter VII (Statistical Appendix) contains statistical tables as well as technical notes to help in their interpretation.



II. Official Languages Program

Legal context

The British North America Act, now known as the *Constitution Act* of 1867, created the Canadian federation. This *Act* provided for the use of either English or French in the debates of the Houses of Parliament of Canada and the Houses of the Legislature of Quebec, as well as in any pleading or process in or issuing from any court of Quebec and Canada. Also, it required the use of English and French in the records, journals and Acts printed and published by the Parliament of Canada and the Legislature of Quebec.¹

In 1969, in the wake of the Laurendeau-Dunton Commission studies and recommendations, the Government of Canada adopted the *Official Languages Act*, a language management tool that affirmed the status of English and French as Canada's official languages and introduced the obligation of federal institutions to serve the public in the official language of their choice in certain circumstances.

In 1982, Canada adopted the *Canadian Charter of Rights and Freedoms* (the *Charter*). In the area of language, the *Charter* provided important legal protections.² Among other things, it established English and French as the official languages and their equal status, rights, and privileges in relation to their use in Parliament and in the Government of Canada. It also provided

that any member of the public in Canada has the right to communicate with, and to receive available services from, any head or central office of federal institutions in English or French, and has the same right with respect to any other office of such institutions where there is a significant demand for communications and services in English or French, or where due to the nature of the office, it is reasonable that communications and services be available in both English and French.

In 1988, Parliament adopted a new *Official Languages Act* (the *Act*)³ to give full effect to the guarantees provided in the *Charter*. This new *Act* deals, in particular, with parliamentary debates and works, legislation, the administration of justice, communications with and services to the public by federal institutions, rights related to the language of work of federal employees, equitable participation of the two official language communities within federal institutions, the promotion of the two official languages, the official languages responsibilities of the Treasury Board, the role and powers of the Commissioner of Official Languages, and court remedy.

In 1991, the government adopted the *Official Languages Regulations – Communications with and Services to the Public* (the *Regulations*).⁴ This legal instrument ensures the concrete application of certain provisions concerning services

1. See section 133 of *The Constitution Act*, 1867.

2. See sections 16 to 24 and 59 of the *The Constitution Act*, 1982.

3. 1988, c. 38, assented to July 28, 1988.

4. Registration SOR/92-48, P.C. 1991-2541, December 16, 1991, published in the *Gazette of Canada*, Part II, January 1, 1992.

to the public. Three types of dispositions are involved, that is, those that define the concept of significant demand included in the *Act* and in the *Charter*, those that take into consideration the nature of the offices, and those concerning specifically the travelling public. The *Regulations* thus define the exact situations in which federal offices are required to actively provide services⁵ in both official languages. It should be pointed out that the *Regulations* apply neither to offices located in the National Capital Region (the NCR) nor to head offices, because these are required under the *Act* and the *Charter* to communicate with and provide services to the public in both official languages.

In November 2005, certain changes were made to Part VII of the *Act*, including making Part VII justiciable. These changes strengthen the commitment of the federal government with regard to fostering English and French and require institutions to take “positive measures” to implement this commitment.⁶

Other legal tools that deal with official languages have been adopted under the regime of the *Public Service Employment Act*, the most recent amendments of which came into effect on December 31, 2005:⁷

- The *Public Service Official Languages Exclusion Approval Order* allows individuals appointed to non-imperative bilingual positions⁸ to be exempted from meeting the language requirements of their positions for a two-year period.
- The *Public Service Official Languages Appointment Regulations* list the responsibilities of deputy heads concerning the appointment to a bilingual position of individuals who commit themselves to becoming bilingual, and exemptions regarding acting appointments.

Canada's official languages policy

Canada's official languages policy is anchored in the *Constitution Act, 1867* and the *Charter* of 1982. In 1988 and 2005, the *Official Languages Act* clarified the rights and obligations created by the *Charter* in areas of federal jurisdiction.

Within the federal government, Canada's official languages policy is embodied in the Government of Canada's Official Languages Program (the Program). The Program is based not only on the above-mentioned legislative instruments, but also government policies adopted by Cabinet as well as directives that are more administrative in nature.

5. Actively offer: Clearly indicate visually and verbally that the public can communicate with and obtain services from an office or facility designated bilingual in either English or French. These obligations stem from s. 28 of the *Act*.
6. 2005, c. 41, assented to November 24, 2005, having amended s. 41 of the *Act*.
7. These amendments result from the *Public Service Modernization Act*, assented to November 7, 2003, whose step-by-step implementation ended with the coming into force of the *Public Service Employment Act* on December 31, 2005.
8. Non-imperative staffing allows individuals to be named to a bilingual position if they satisfy all the basic requirements of the position, with the exception of the language requirements.

All these tools ensure that the Government of Canada has a strategic horizontal vision when it comes to official languages, a vision that encompasses the initiatives of all federal institutions in this regard and allows the Government of Canada to verify the results in accordance with the accountability policy it has adopted.

Description of rights and responsibilities

Canada's official languages policy forms a single model, a key characteristic of which is known as "institutional bilingualism," namely the obligation of the government and its federal institutions to communicate with the public and federal employees in regions designated as bilingual in both official languages. In this way, the linguistic obligations rest on institutions rather than on citizens.

This model is based on the following four major pillars (the Agency is responsible for the first three):

1. Communications with and services to the public (Part IV of the *Act*), or the obligation of federal institutions subject to the *Act*, to actively offer and provide services to the public in both official languages, and the corresponding right of the public to communicate with these offices and to obtain services in the official language of its choice, under certain circumstances, not only in person at a service counter but also by telephone or in writing. The service must be of equal quality in both official languages.⁹
2. Language of work (Part V), or the obligation of federal institutions to establish work environments that are conducive to the use of both official languages in the NCR and in regions designated as bilingual for this purpose,¹⁰ and the corresponding right of federal employees to be able to work in the official language of their choice, within the limits defined in the *Act*.
3. Participation of English-speaking and French-speaking Canadians (Part VI), or the commitment of the government to ensure that Anglophones and Francophones have equal opportunities for employment and advancement within its institutions, so that the composition of the workforce tends to reflect the presence in Canada of the two official language communities.
4. Advancement of English and French (Part VII), or the obligation of federal institutions to take "positive measures" to implement the commitment to enhance the vitality of English and French linguistic minority communities in Canada, to support their development, and to foster the full recognition and use of English and French in Canadian society.

9. In accordance with ss. 16 and 20 of the Charter and s. 21 et seq of the *Act*, only at the head or central office of an institution, in the NCR and where there is significant demand for English or French or where due to the nature of the office.

10. See s. 35 of the *Act*. The regions designated as bilingual for language-of-work purposes are the National Capital Region, New Brunswick, parts of Northern and Eastern Ontario, the bilingual region of Montréal, and parts of the Eastern Townships, the Gaspé, and Western Quebec.

In a context where accountability and reporting have taken on increased importance, federal institutions must, in addition to reporting their achievements, evaluate their performance against the first three pillars, which fall under the Treasury Board’s responsibility, and report on these to the Agency, in accordance with the terms and conditions set out in Treasury Board policies.

Changes made in 2005 to the *Public Service Labour Relations Act* and to the *Financial Administration Act*, following the coming into force of the *Public Service Modernization Act* in 2003, have had an effect on the distribution of institutions subject to the *Official Languages Act*. These institutions were regrouped according to the following categories: the public service, which comprises the core public administration (departments and other portions), as well as separate agencies and departmental

corporations; privatized agencies; and Crown corporations and other federal bodies. Figure 1 illustrates this distribution.

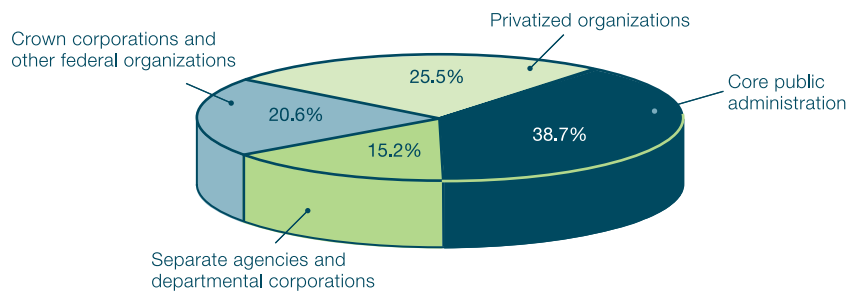
The Population Affiliation Report¹¹ provides information on departments, separate agencies, Crown corporations, and other federal institutions, with regard to their affiliation to the major Acts governing personnel management in the federal public service.

Governance structure

Responsibility for the implementation of the Program is shared by several bodies. Their obligations can be legal, administrative, or advisory. The governance structure established in February 2006 is essentially based on that of the preceding fiscal year, with some changes (see Figure 2).

Figure 1

Distribution of all Institutions Subject to the *Official Languages Act*

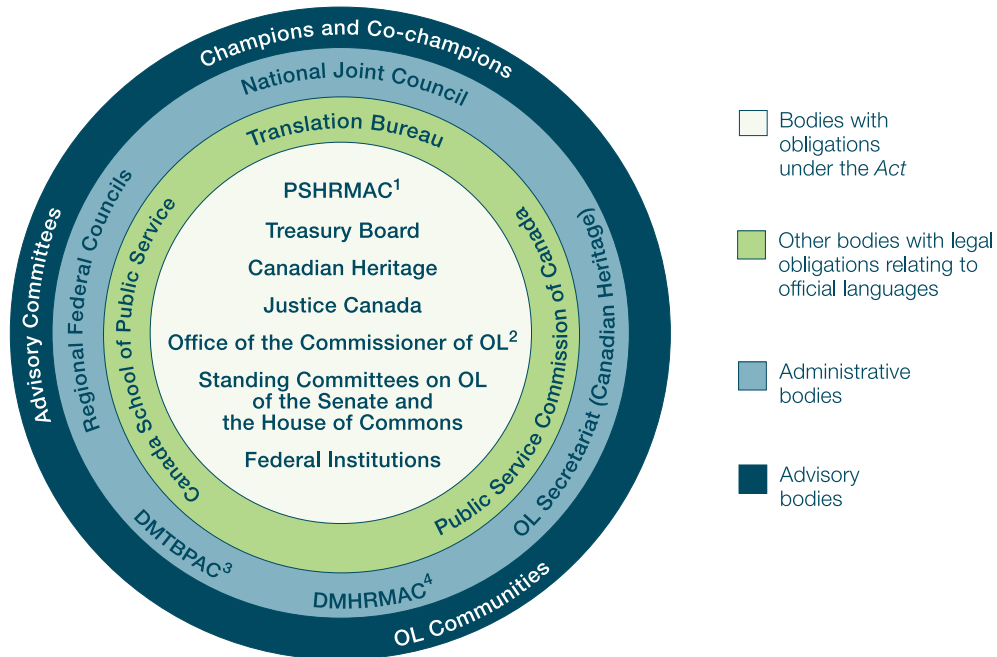


Source: Burolis

11. For more details, see the Population Affiliation Report at http://www.hrma-agrh.gc.ca/pas-srp/overview-apercu_e.asp, or visit the Official Languages Branch Web site at http://www.hrma-agrh.gc.ca/ollo/stats/index_e.asp.

Figure 2

Governance Structure of Official Languages



- ¹ Public Service Human Resources Management Agency of Canada
² Official Languages
³ Deputy Minister Treasury Board Portfolio Advisory Committee
⁴ Deputy Minister Human Resources Management Advisory Committee

Horizontal coordination

The Official Languages Secretariat of Canadian Heritage supports the Minister of La Francophonie and Official Languages in her responsibilities to provide leadership, strategic direction and horizontal coordination for all Government of Canada activities relating to the Program.¹² As part of its leadership mandate, the Secretariat provides information to stakeholders and supports government networks and partners. As part of its monitoring mandate, it works with federal institutions to identify shortcomings and opportunities, as well as

to implement horizontal strategies. As part of its innovation mandate, it can be called on to design, produce and disseminate tools to improve the operation of the Program.

Bodies with obligations under the Act

All federal institutions¹³ are required to comply with the *Act* and may be asked to give account to Parliament.

The Treasury Board is responsible, among other things, for approving directions and policies regarding Parts IV, V, and VI of the *Act*.¹⁴ It also plays a role in

12. Until February 2006, the Intergovernmental Affairs unit within the Office of the Privy Council had this responsibility.
 13. As defined in s. 3 of the *Act*.
 14. See s. 46 of the *Act*.

implementing Part VII in institutions by ensuring that the promotion of the vitality and development of the official language minority communities are taken into account in the initiatives it is asked to approve.

The Agency, through its Official Languages Branch, supports the Treasury Board in the development and general coordination of the policies and programs relating to Parts IV, V, and VI of the *Act* in institutions that are subject to the *Act*. More specifically, it supports the Treasury Board with respect to the following responsibilities:

- Establish policies, give direction and recommend regulations to the Governor in Council concerning Parts IV, V and VI of the *Act*;
- Monitor and audit institutions for their compliance with policies, directives and regulations of the Treasury Board or the Governor in Council relating to official languages;
- Evaluate the effectiveness and efficiency of policies and programs relating to official languages;
- Provide information to the public and to officers and employees of federal institutions relating to the policies and programs that give effect to Parts IV, V and VI.

Since December 31, 2005, when the *Modernization Act* came into force, the Agency has also been responsible for establishing linguistic standards.

For its part, Canadian Heritage encourages and promotes a coordinated approach to the implementation of Part VII of the *Act*.¹⁵ To this end, Canadian Heritage guides and supports federal institutions in their efforts to implement the commitment with regard to the vitality and development of the official language minority communities, and the full recognition and use of English and French in Canadian society. The department also takes numerous measures to advance the equality of status and use of English and French in Canada. In this regard, it signs agreements with the provinces and territories in education and other areas to improve services to communities in their own official language. A progress report on these matters is tabled in Parliament every year.

The Minister of Justice and Attorney General of Canada has the following roles and responsibilities with respect to language rights and access to justice in both official languages. This minister is responsible for the *Act* before Parliament; provides legal advice to the Government of Canada on language rights; represents the interests of the Government of Canada in language-related litigation; and develops legislative approaches regarding linguistic rights.¹⁶ The minister ensures that counsel for the Crown uses the other party's official language during criminal trials and in civil matters before federal courts;¹⁷ drafts federal legislation and regulations in both official languages;¹⁸ implements, in particular, measures contributing to improve access to justice in both official languages.¹⁹

15. See s. 42 of the *Act*.

16. These obligations are provided for in the *Department of Justice Act* (R.S., 1985, c. J-2).

17. In accordance with ss. 530 and 530.1 of the *Criminal Code* and Part III of the *Act*.

18. In accordance with s. 18 of the *Charter* and Part II of the *Act*.

19. See ss. 530 and 530.1 of the *Criminal Code*.

The Commissioner of Official Languages, who reports directly to Parliament,²⁰ has the duty to take all actions and measures within his or her authority to ensure recognition of the status of each of the official languages and compliance with the spirit and intent of the *Act* in the administration of the affairs of institutions, including any of their activities relating to the advancement of English and French in Canadian society.²¹ The Commissioner receives complaints from the general public and public servants, conducts investigations when appropriate, either on his or her own initiative or pursuant to a complaint, and then produces a report. The Commissioner may apply for a court remedy or intervene in court actions.²² The Commissioner acts as an ombudsman.

The House of Commons and Senate standing committees on official languages monitor the application of the *Act* and the related regulations and policies. They also review the reports to Parliament of the Commissioner of Official Languages, the President of the Treasury Board, and the Minister responsible for Official Languages, among others.²³

Other bodies with legal obligations relating to official languages

In accordance with the *Public Service Employment Act*, the Public Service Commission of Canada (the PSC) appoints qualified individuals according to the principle of merit, including proficiency in one or both official languages.²⁴ It is responsible for the integrity of the staffing process. In order to safeguard this integrity, the PSC carries out audits, studies, and statistical analyses, and administers provisions relating to political activities of employees and deputy heads.²⁵ In terms of official languages, it is also responsible for recruitment and language assessment and for the application of the new *Public Service Official Languages Exclusion Approval Order* (the *Exclusion Order*).

The Canada School of Public Service (the School) provides services to address the common learning needs of the public service of Canada.²⁶ It plays an important role in the implementation of the Government of Canada's *Policy on Learning, Training and Development*. The School provides language training and administers diagnostic tests.

Public Works and Government Services Canada, through its Translation Bureau, provides translation and revision products and services, as well as interpretation and terminology services, to Parliament and to federal courts, departments and agencies in both official languages.²⁷

20. See s. 49 of the *Act*.

21. See s. 56 of the *Act*.

22. See s. 78 of the *Act*.

23. See s. 88 of the *Act*.

24. See s. 30 of the *Public Service Employment Act*.

25. In accordance with s. 11 of the *Public Service Employment Act*.

26. See s. 4 of the *Canada School of Public Service Act*.

27. In accordance with section 6(i) and 26(1)(d) of the *Department of Public Works and Government Services Act*.

Administrative bodies

The new Deputy Minister committee structure (introduced by the Clerk of the Privy Council in March 2006) provides that, on the policy front, responsibility for the Program will be assumed by the Social Inclusion and Justice Committee. This approach will allow for issues related to official languages to be considered within the broader context of the Government of Canada's policy priorities, fostering deeper integration and enabling greater progress on all matters related to the government's official languages priorities.

For its part, the Human Resources Management Advisory Committee of Deputy Ministers (DMHRMAC) and the Treasury Board Portfolio Advisory Committee (DMTBPAC) of Deputy Ministers will continue to examine ways to modernize the management of official languages responsibilities, obligations and commitments within the government.

The new deputy minister committee structure also includes the creation of the Public Service Renewal Committee. This new committee will serve as a strategic forum to complement the DMHRMAC and the DMTBPAC and will facilitate a more in-depth discussion of how diversity and better representation and inclusiveness contribute to the success of the Program.

Finally, an Assistant Deputy Minister Committee on Official Languages will work to identify strategic directions to guide all federal institutions; oversee the implementation of the Horizontal Results-based Management and Accountability Framework; coordinate responses to major reports; discuss action plans and research activities; ensure the effective evaluation of the Action Plan and the Program in general; and oversee the preparation of the final report on the implementation of the Action Plan. The Official Languages Secretariat of Canadian Heritage will support the work of this new committee.

The National Joint Council (the NJC), made up of representatives of the employers and bargaining agents of the public service, aims to promote the efficiency of the public service and the well-being of those employed in the public service by providing for regular consultation between the government as the employer and bargaining agents on behalf of employees who come under the jurisdiction of the *Public Service Labour Relations Act*. In terms of official languages, the Official Languages Committee of the NJC reviews the *Bilingualism Bonus Directive* and hears final-level grievances on the directive, when required by the Executive Committee. It also provides advice regarding the official languages policies in the public service and discusses issues arising from these policies.²⁸

28. The NJC was established under the authority of the Governor in Council, on the recommendation of the President of the Treasury Board under Treasury Board Minute T.272382B of March 8, 1945, as amended by Orders in Council: P.C. 1966-37/2106 of November 10, 1966; P.C. 1980-2413 of September 5, 1980; P.C. 1981-2443 of September 3, 1981; P.C 1987-884 of April 30, 1987; and P.C. 1994-2/752 of May 5, 1994. The NJC's mandate is defined in its constitution.

The regional federal councils, comprised of senior officials from federal departments and agencies in the regions, serve as executive forums for dealing with highly important subjects such as service delivery, the implementation of policies, and official languages. The majority have official languages subcommittees, which consider official languages issues and ensure that the councils examine them.

Advisory bodies

Two advisory committees, one for departments and one for Crown corporations and other federal institutions, including privatized agencies subject to the *Act*, are managed by the Agency. These committees provide a forum for consultation and communication among institutions and primary official languages stakeholders. They deal with issues relating to the direction and implementation of the Program within federal institutions.

The Agency also has two networks of champions, who act as leaders and agents of change. In 2003, the departmental champions instituted the Council of the Network of Departmental Official Languages Champions to focus their efforts and maximize results. The Agency, together with this council, coordinates the meetings and initiatives of the two networks. It also works with the regional federal councils to ensure national outreach.

Finally, the bodies that represent the official language minority communities are key stakeholders; federal institutions should consult them, when necessary, to ensure that they are in tune with the needs and concerns of these communities.

III. Evaluation of the governance of the Official Languages Program

Leadership

The success of the modernization of the public service rests on the leadership provided by management. In official languages matters, the Agency strongly encourages the managers of federal institutions to provide continuing leadership, and to demonstrate their commitment through concrete actions.

Findings for evaluating the governance and implementation of the Program come mainly from an analysis of annual reviews and information systems, but also from a general understanding of the files as well as from the Agency's support and monitoring activities.

Regular meetings between the champion and the person responsible for official languages, the inclusion of official languages in the management committee agenda, and the systematic use of both official languages in meetings – particularly management committee meetings – are all simple but important activities that foster the integration of official languages into the work environment.

Good leadership practices

- In its brochure, *ABC – Roles and responsibilities of supervisors and managers*, senior management of the Canadian Security Intelligence Service gives clear direction to its supervisors and managers with regard to official languages. The brochure explains roles and responsibilities and stresses the importance of setting a good example.

Official Languages Innovation Program – Culture change

- The Public Health Agency of Canada, Atlantic Region, received \$20,000 to carry out an external review of its organizational culture as it relates to official languages.

Good leadership practices – Meetings

- Members of senior management at the Canada Border Services Agency set an example by using their second official language during meetings and activities involving all employees.
- The management committee at the Atlantic Canada Opportunities Agency makes an effort to include on all meeting agendas at least one item to be presented in French, and this rule also applies to related documents and all subsequent discussion on the topic.
- Members of the senior management committee at the National Capital Commission always try conscientiously to ensure a good balance in their use of both official languages during meetings.

The Agency notes that the great majority of annual reviews are approved by the deputy head of the institution, which clearly shows that senior executives are shouldering their official languages responsibilities. However, to ensure sound management of the Program, it is essential that these annual reviews be produced according to the timetable. Over the next fiscal year, the Agency intends to remind federal institutions (the institutions) of the

importance of these annual reviews and the possibility that institutions with unreasonable delays will be cited in its annual report.

Institutions are increasingly taking official languages into account in their strategic planning. The Agency strongly encourages institutions to draw up an official languages accountability framework, as has been done at Transport Canada.

Good leadership practices – Strategic planning

- The Canadian Food Inspection Agency emphasizes its commitment to official languages in its business plan, its human resources strategy, and its report on plans and priorities.
- Health Canada has adopted an official languages accountability framework. This document sets out the responsibilities of all accountable individuals and sectors at every level of the department. The framework describes the responsibilities of the deputy minister, the official languages champion, the managers, the Official Language Community Development Bureau, official languages coordinators, human resources advisors, and employees. Also, the institution made sure that it includes official languages in its communications strategy and in its framework and action plan relating to human resources planning. When drawing up their human resources plans, managers must complete a questionnaire that will allow them to identify the issues and the measures to be taken to respect their linguistic obligations.
- National Defence is working on the development of an Official Languages Program transformation model that will provide a strategic vision as well as an idea of the steps that will lead to its implementation. This model includes the improved Official Languages Awareness and Education Program, the purpose of which is to ensure that employees completely understand their language rights and responsibilities. Part of this training is being carried out by means of a new DVD, *Official Languages – A matter of service*, which presents the concept and operation of the Official Languages Program, as well as the particular interest it holds for the Canadian Forces.
- Natural Resources Canada and Industry Canada are among the institutions whose senior management accountability agreements include official languages commitments.

Regional Partnerships Fund – Strategic planning

- The Ontario Regional Council received \$125,000 to hold a forum that will lead to the development of a regional strategic plan on official languages.
- The Alberta Regional Council received \$251,000 to set up various initiatives identified during training and planning phases by the Alberta Linguistic Duality Network in 2004-05. The goal of the network is to change the organizational and institutional official languages culture in federal institutions in Alberta.
- The Pacific Regional Council received \$96,000 to create an official languages coordinator position. This individual will participate in interdepartmental, regional, and national initiatives, and will work together with the champion and the Official Languages Committee of the Pacific Federal Council.

The need for follow-up and reporting articulated in Treasury Board policies is bringing about a major shift in how institutions report on their activities. Institutions must now stress measurable results, which means setting up evaluation mechanisms. In addition, institutional annual reviews must be based on tangible, verifiable facts. Therefore, internal policies and action plans should be re-examined in the light of Treasury Board policies, and internal audits should include a section on official languages.

The Agency plans to organize information sessions over the course of the 2006-07 to assist institutions in preparing annual reviews that better meet the new accounting requirements.

Advisory committees within institutions

The creation of advisory committees on official languages constitutes another good example of leadership. More and more institutions are setting up this type of committee, made up of representatives from different sectors of the organization, and chaired by a member of senior management. These committees serve as

a forum for working together and are mandated to mobilize key stakeholders in order to create synergies and stronger leadership. The Canadian International Development Agency plans to take a particularly interesting approach. Its committee will include not only a representative of each branch but also a representative of the union and one person designated by the Advisory Committee on Employment Equity.

Institutions that reported in their annual reviews having an advisory committee on official languages

Canadian International Development Agency; Natural Resources Canada; Canada Revenue Agency; Canadian Transportation Agency; Public Works and Government Services Canada; Supreme Court of Canada; Public Safety and Emergency Preparedness Canada; Canadian Grain Commission; Public Service Human Resources Management Agency of Canada; Export Development Canada; Department of Finance; Statistics Canada; Canadian Heritage; and Canadian Radiotelevision and Telecommunications Commission.

Champions and co-champions

Champions play a crucial role within their institution in terms of leadership and promotion of official languages. As ambassadors and leaders in this area, Champions and co-champions are mandated to raise the visibility of official languages, to encourage the development of official language minority communities, and to ensure that their institution respects its government obligations with regard to communications with and services to the public, language of work, and equitable participation of English-speaking and French-speaking Canadians in the federal public service.

Middle managers and managers

Middle managers and managers in general are well aware of their responsibilities with regard to official languages and show leadership. For example, a number of managers expressly invite their employees to use the language of their choice during meetings, encourage language training for career development, and promote learning-retention activities, such as brown-bag lunches and employee-buddy systems.

Role of the champions and co-champions

- Help their deputy heads ensure that the institution respects its official languages commitments and obligations;
- Raise the visibility of official languages within their institution;
- Sensitize and influence their management committee;
- Maximize the use of both official languages in the workplace;
- Optimize governance and implementation of the Program;
- Sensitize their institution to the importance of taking official languages into account in their memoranda to Cabinet or their submissions to the Treasury Board, as well as in all their initiatives.

Official Languages Innovation Program – Language training and learning retention

- The Canadian Defence Academy received \$35,000 to evaluate the feasibility of a pilot project on second-language learning retention, for senior officers in the Canadian Forces and civilian senior managers.

Regional Partnerships Fund – Language training

- The Saskatchewan Regional Council received \$20,000 to carry out research to set up a progressive approach to French training for federal employees. The ultimate goal is to improve their mastery of French and thus improve service to the public.

Good practice in learning retention

- The Natural Sciences and Engineering Research Council of Canada creates opportunities to practice newly acquired skills with their “Let’s speak French” days. This activity helps Anglophone employees maintain their second-language proficiency and discourages Francophones from the habit of switching from one language to the other in the course of a conversation.

Leadership – Merit award

- Each year an employee or a group of employees at Statistics Canada, Indian and Northern Affairs, and the Canadian Radiotelevision and Telecommunications Commission receives a merit award for a remarkable and/or exceptional contribution to the enhanced image and promotion of official languages, whether within their own branch or throughout the entire organization.
- The Commissioner of the Canada Revenue Agency chose to acknowledge the leadership shown by his employees: “Thanks to our employees’ efforts, Canada’s linguistic duality is reflected and respected in the Agency’s day-to-day dealings with the Canadian public as well as with our own employees.”

Human resources

Sound official languages management requires adequate human resources. However, institutions do not always have staff with the skill set needed to accomplish the task. Institutional ability to act inevitably suffers as a result.

Also, the position profiles of those responsible for official languages are not always properly evaluated, as the complexity of associated tasks is not always taken into consideration. The advisory committees and the Agency’s champion networks are finding it difficult to solve this problem. It goes without saying that the support of senior management is essential if long-term solutions are to be found.

Good practice in human resources management – Recrutement component (*La Relève*)

- The Agency has added a recruitment component to the Management Trainee Program, to encourage the retention of official languages expertise within institutions. The pilot project seeks to recruit candidates who are attracted to the area of official languages, and to assure the transfer of knowledge. Public Works and Government Services Canada is participating in this pilot project. In March 2006, the Agency invited nine candidates to work in this area. The first appointments were to be made in September 2006.

Strengthening monitoring and performance measurement

Over the course of 2003-04, the Agency began to modernize its monitoring and performance measurement function, hoping to encourage institutions to submit information that was more analytic and results-based, and that would better meet the follow-up and reporting requirements set out in the new Treasury Board policies. This exercise has also aimed to provide institutions with diagnostic tools to use for drawing conclusions and taking the necessary corrective action. This work came out of the *Action Plan for Official Languages*, and was concurrent with the Management Accountability Framework (the MAF).

For the last two fiscal years, the Agency has used two types of annual review: full and quantitative. In order to determine the type of review suitable for a particular institution, the Agency has used a weighting grid based on set criteria. During the 2005-06 fiscal year, the Agency created a third type of annual review, the targeted review, which focuses on the collection of more specific information on the Program. The Agency set up a management mechanism that makes it possible to determine, on the basis of dynamic criteria, the type of review suitable for each institution. This mechanism is in the form of a decision tree. It shows clear, structured,

and objective steps that facilitate the choice of the annual review type for each of the approximately 200 institutions subject to the *Act*.

This dynamic management allows the Agency to concentrate its follow-up efforts on institutions with outputs that are unsatisfactory or difficult to establish due to a lack of information. Institutions that show good results need only to provide the Agency with information on certain aspects of the Program. Those that show excellent results or that have taken the necessary corrective action need only to submit a quantitative review. All institutions must provide a complete annual review at least every five years.

The Agency examines all reviews and verifies the data from information systems and other sources, in order to ensure that the institutions are meeting their linguistic obligations. The Agency then informs the institutions of its observations and recommendations, asks them to take whatever measures are needed, and carries out the necessary follow-up. The Agency has reminded institutions that they may be called upon to defend their annual review in the context of an audit or a parliamentary appearance on the implementation of the Program within their institution.

Institutions are more and more aware of the importance of performance measurement and accountability in the area of official languages and are intensifying their monitoring activities in this regard. Institutions such as Canadian Heritage, Defence Construction Canada, Canada Post Corporation, the Office of the Privacy Commissioner of Canada and the Office of the Information Commissioner of Canada have requested meetings with the Agency for more detailed discussions about the monitoring cycle, the new template, and the follow-up and reporting requirements contained in the Treasury Board policies.

Management Accountability Framework

The Agency has mobilized resources to contribute to the official languages component of the Management Accountability Framework (MAF). This involves an analysis and reporting framework managed by the Treasury Board Secretariat. It is intended to evaluate institutional performance in preparation for meetings with deputy heads in the core public administration.²⁹ Since the approach taken encouraged feedback from the institutions, the Agency's contribution to the MAF has required numerous exchanges and discussions with the institutions.

Official Languages Management Dashboard

The Official Languages Management Dashboard (the Dashboard) was designed to help institutions obtain a picture of the situation of official languages within their own organization. Users will be able to measure their progress with the help of

Good accountability practices

- Each month, Air Canada carries out a telephone survey that measures public satisfaction. This poll is carried out by a private firm and contains five questions on official language used in ground and on-board announcements and services. The linguistic situation is also evaluated every three months for each section of the company as well as for the company as a whole.
- The Canadian Space Agency assesses the effectiveness of its measures by means of internal surveys, an annual evaluation of managerial performance, and employee feedback.
- The Canadian Museum of Civilization systematically evaluates official languages as part of the employee performance evaluation process.
- The Canadian Food Inspection Agency, Canada Post Corporation and Industry Canada have put into place evaluation mechanisms and produce reports every three months.

more than 50 indicators, and can thus easily discern major trends. The Dashboard is intended as a user-friendly Web application that centralizes performance indicators and other information on the Program.

29. The core public administration includes only institutions for which the Treasury Board is the employer.

To ensure that this tool met the needs of institutions, the Agency worked together with five institutions: Justice Canada, Public Works and Government Services Canada, Canadian Heritage, Health Canada, and Passport Canada. The Dashboard will be available to institutions that are part of the core public administration in 2007, once it has accommodated the needs expressed by the institutions consulted, as well as relevant government standards.

Action items

On the basis of the information regarding the situation on official languages within the institutions, the Agency has developed a number of action items for each component of the evaluation of the governance and implementation of the Program. These items are presented in a box for ease of reference. Over the next year, the Agency will continue with these items to help institutions better evaluate their performance and take steps to improve their official languages situation.

Information management

In the context of its monitoring activities, the Agency requires accurate information that is as up to date as possible. Different sources of information are used to this end. The three principal information systems are as follows:

- **Position and Classification Information System (PCIS):** Public Works and Government Services Canada (PWGSC) administers this system. Institutions that are part of the core public administration extract information from their human resources management system and forward it to PWGSC (once a month in the case of departments and at least once a year for other institutions). The PCIS includes information on official languages, classification and designation of positions, exemptions, and incumbents.

Action items for improving leadership

- Invite deputy heads to take more concrete action as part of their leadership role.
- Remind senior management of the need to allocate the necessary resources to official languages management.
- Make institutions aware of the importance of preparing their annual review from a results-based accountability perspective.
- Make deputy heads aware of the importance of respecting timelines for the submission of their annual review.
- Urge greater numbers of champions and co-champions to participate in champion network activities.
- Remind institutions to use and share more widely the various good practices they initiate.
- Encourage institutions to integrate official languages into their strategic planning process.
- Provide a model description of the official languages-related tasks as part of the recruitment component (*La Relève*) of the Agency's Management Trainee Program.

- **Official Languages Information System II (OLIS II):** this system is managed by the Agency and contains information that concerns Parts IV, V, and VI of the *Act* and comes from the human resources management system of institutions not part of the core public administration. The institutions send their data directly to the Agency.³⁰
- ***Burolis*:** this system is also managed by the Agency and is the official directory of offices and facilities of institutions that are subject to the *Act* (including those outside the country). It lists the offices and facilities that are required to provide bilingual services, as well as those only required to provide services in the official language of the majority of the province or territory. *Burolis* can be consulted via the OLLO Web site, under the heading *Burolis*.³¹

Official Languages Human Resources Information System

Although the situation as a whole is improving, some institutions are still having difficulty ensuring sound management of their official languages information. High staff turnover, as well as a lack of knowledge, account to a great extent for persistent problems.

The Agency is continuing to work to improve the quality of data. Over fiscal year 2005-06, meetings, particularly to discuss *Burolis*, were held with Atomic Energy Canada Limited, Canada Mortgage

and Housing Corporation, Canada Border Services Agency, Canada Revenue Agency, Human Resources and Social Development, National Defence, Transport Canada, Royal Canadian Mounted Police, and Citizenship and Immigration Canada. The Agency reminded the institutions of the importance of maintaining sound statistics on their monitoring and reporting activities. The issue of data reliability was also discussed by its two advisory committees.

By contacting the institutions periodically, the Agency provides them with direct support to ensure the integrity of data within the PCIS and OLIS II. This fiscal year, an examination of the input, treatment, and analysis of the data in the PCIS was carried out to pinpoint shortcomings and propose solutions. The Agency will continue its efforts in this regard over the course of the coming year.

Aware of the role of senior management and its influence in this matter, the Agency will also call upon the champions and those in charge of human resources for assistance in providing a reminder of the importance of ensuring the accuracy and timeliness of data in information systems.

Burolis

The Agency has committed to improving the *Burolis* directory by 2008. The goal is to ensure enhanced data integrity and better application of the *Regulations*.³²

30. It should be noted that these institutions have some room to manoeuvre and are not required to use concepts like "position" and "incumbent". They may use "resources", which is more general and can be adapted to their particular situation. The PCIS therefore cannot be used for these institutions.

31. *Burolis* is directly accessible at the following address: <http://www.burolis.gc.ca>.

32. See "Legal Context" for more details.

Action items for improving information management

- Carry out targeted interventions in institutions and provide sustained support by supplying them with tools that will enable them to improve the quality of their data.
- Better inform institutions about their responsibility to update *Burolis*.
- Encourage institutions that are part of the core public administration to update their data in the PCIS more regularly and provide them with tools that will enable them to closely monitor their progress.

Other Agency support and follow-up activities with key stakeholders

Portfolio advisor interventions

Agency portfolio advisors act mainly as liaison officers with institutions. They assure better coordination of official languages issues. They advise institutions on the application and implementation of the Program and, by means of regular follow-up, monitor their efforts to fulfil their linguistic obligations.

The 2005-06 fiscal year was marked by important achievements. Exchanges between portfolio advisors and institutions fostered a better understanding of issues. The Agency benefits from these exchanges, communicating strategic directions intended to guide action plans and mechanisms that will help institutions achieve the results expected from the application of the new policy instruments.

Over the course of the year, portfolio advisors have responded to a considerable number of requests for advice and assistance on various aspects of the Program. In July 2005, the new policy instruments regarding communications with and services to the public came into effect, raising many questions, as did the adoption of the new *Exclusion Order* in December 2005 and its relation to Agency policies.

The Agency remains very committed to supporting the institutions and devotes much effort in this regard. For example, it actively participated in the work related to the Service Canada initiative and increased its efforts to help Air Canada fulfil its linguistic obligations. It also participated in retreats for regional official languages coordinators with National Defence and the Royal Canadian Mounted Police.

Advisory committees

The Agency works closely with the members of its two advisory committees (see the section on governance on page 11), the Departmental Advisory Committee on Official Languages and the Crown Corporations Advisory Committee on Official Languages. The work of the two committees promotes consultation and the exchange of information and good practices and includes workshops on management and implementation of the Program, as needed.

These two committees generally hold two meetings annually in the NCR, and one meeting in another region. The regional meeting allows them to meet official language minority communities and representatives of the regional federal councils. In this way, committee members can learn about local issues and witness the dynamism and leadership of their own community and of the government as a whole.

In 2005, members of the two committees took advantage of their meetings in Montréal to meet the executive director of the Quebec Community Groups Network (QCGN). They were thus able to acquaint themselves with the achievements of this association and with the particular issues and challenges of the Anglophone community in Quebec. This meeting also put the spotlight on the role that institutions can play in supporting the community.

Examples of interpretation and intervention

Case studies and the exchange of good practices in Program implementation by institutions are subjects that are regularly discussed during advisory committee meetings. Presentations by the Agency clarify common issues. These two types of activity promote understanding of the policies and contribute to the advancement of the Program in the institutions that adopt the practices shared. Some have used these meetings to promote their new tools and promotional material.

In 2005–06, the case studies involved directives concerning Web sites and the bilingualism bonus. One was called *How to set up a bilingual Web site to serve the public*. It was presented by the Agency after the new *Directive on the Use of Official Languages on Web Sites* came into force on July 15, 2005.

Throughout the fiscal year, the Agency worked together with other central agencies, notably with the PSC and Justice Canada, to deal with horizontal files. This partnership-based approach supports the Agency's objective of better integrating the various policy efforts of the central agencies.

For example, the PSC, with the help of the Agency, set up a half-day information session for members of the Departmental Advisory Committee and those in charge of human resources in the departments, on the new *Exclusion Order* and the related *Regulations*. At the request of the Crown Corporations Advisory Committee on Official Languages, the Agency also organized, on March 1, 2006, a meeting with the legal advisors of Crown corporations to enable Justice Canada to explain the implications of changes made to Part VII of the *Act*. In this way, these legal advisors were made aware of the new responsibilities of their institutions.

Regional federal councils

An official languages champion sits on the executive committee of each of the regional federal councils, with the exception of the Yukon. These councils play an important role. They are at the first level of initiatives to renew the public service so that it can respond more effectively to the particular needs of the regions. Their expanded role, which includes support for the councils' official languages committees, has been of particular importance since the recent changes to the Treasury Board policies.

The regional federal councils have proved to be an excellent forum and a very useful network for exchanges. This is why the Agency regularly meets with their executives and their official languages committees to provide them with information and to discuss, among other things, new policies. The Agency uses these opportunities to find out about regional concerns and to exchange ideas on good practices.

During 2005-06, the Vice-President of the Agency's Official Languages Branch met with the following federal councils: Pacific, Alberta, Yukon, Manitoba, Ontario, Quebec, New Brunswick, Nova Scotia, Prince Edward Island, and Newfoundland and Labrador. The Vice-President also participated in meetings of the Saskatchewan federal council, of which she was a full member as the Agency's representative. She also took advantage of these visits to meet members of official language subcommittees and to discuss regional issues with official language minority communities. This practice enriched the Agency's understanding of the day-to-day life and regional issues of these communities, and enabled the Agency to provide them with more effective support.

Good Practices Forum

In November 2005, the Agency, together with Statistics Canada and with the support of the Council of the Network of Departmental Official Languages Champions and of Canadian Heritage, held the *Official Languages Good Practices Forum* in the NCR. This meeting brought together Champions, persons responsible for official languages, and national coordinators responsible for the implementation of section 41 of the *Act*.

This event was intended primarily to stimulate the vitality and creativity of the individuals contributing to the advancement and promotion of official languages within their institution. Presentations dealt with initiatives on communications with and services to the public, respect for language of work, participation of the two official languages communities, promotion of English and French, second-language learning and retention, and, finally, support for official language minority communities.

In addition, this meeting discussed the changes made to Part VII of the *Act*. Participants were also asked to pinpoint ways to improve the synergy among key players within institutions.

Conference of Champions

Since the two networks of Champions were created (1997-98), the Agency has held eight annual conferences with departmental champions and five with Champions from Crown corporations and other institutions, as well as other ad hoc meetings to support newly appointed Champions.

Since 2005, these conferences have brought together both Champions from the departments and Champions from Crown corporations. This horizontal approach facilitates discussions and information sharing.

At the annual conference held in Vancouver in March 2006, the Agency, in partnership with the Council of the Network of Departmental Official Languages Champions, the Pacific Federal Council, and Canadian Heritage, brought together Champions from departments, agencies and other bodies, from Crown corporations, and from regional federal councils. This conference focused on the role of Champions in light of the new government priorities. Participants were also able to find out about the latest Program developments and discuss strategic issues and challenges for the future. The conference also provided an opportunity to acquaint participants with the realities of official language minority communities in the Pacific Region.

IV. Evaluation of the implementation of the Official Languages Program

Communications with and services to the public in both official languages

General

As provided for in the *Act*, federal offices and facilities³³ located in the NCR, head and central offices of the institutions, and offices that report directly to Parliament must communicate with the public and provide services in both official languages. Other institutional offices and facilities can also be subject to this requirement, but only under certain conditions set out in the *Regulations*: if there is significant demand for

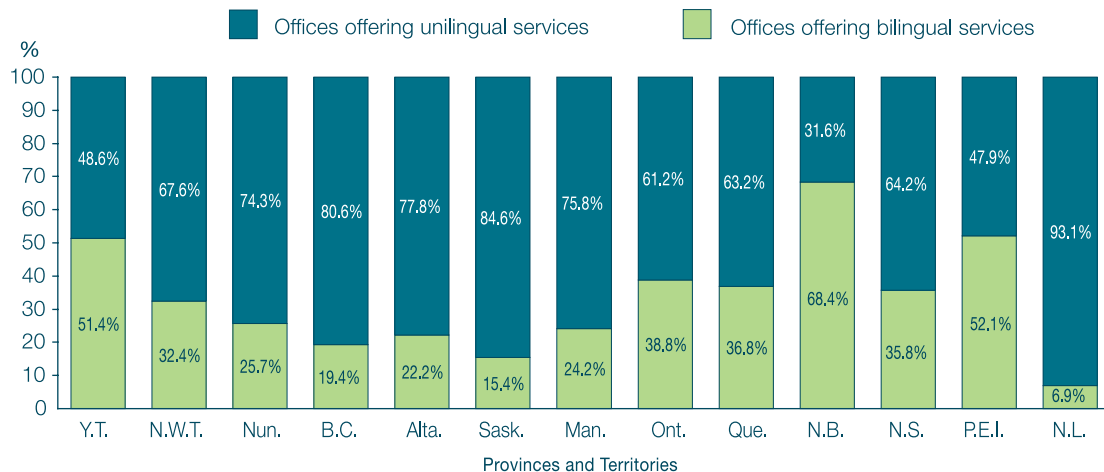
bilingual services,³⁴ if the nature of the office makes such services necessary, or if the office provides services to the travelling public. It is therefore the *Act* and the *Regulations* that determine which offices and facilities must be bilingual.

As of March 31, 2006, institutions had 11,973 offices and facilities of which 4,003 (33.4 per cent) were required to provide bilingual service to the public.

Figure 3 illustrates the distribution of offices and facilities in Canada (this does not include the 632 offices and facilities located outside Canada, travelling routes and toll-free call services).

Figure 3

Distribution of Offices and Facilities that are Required or not Required to Provide Services in Both Official Languages, by Province or Territory



"Other offices" include 632 offices and facilities located outside Canada, and routes and toll-free telephone services.

Note: Offices offering unilingual services in French are located in Quebec and those offering unilingual services in English are located elsewhere in Canada.

Source: Burolis

33. See footnote 10.

34. http://www.tbs-sct.gc.ca/pubs_pol/hrpubs/offlang/doir1_e.asp#_Toc475334087

Current situation

Availability of communications and services

Communications and services in all the institutions are generally available in both official languages in offices and facilities designated as bilingual. This conclusion is evident from the institutions' annual reviews and has been confirmed by various audits³⁵ carried out by the Agency over the last few years. This being said, there are still shortcomings, often due to limited capacity.

Content of Web sites

Web sites are a vehicle of choice for communicating and providing services to the public. The *Directive on the Use of Official Languages on Web Sites* stipulates that institutions must take particular care that documents are posted simultaneously in both official languages and must ensure the language quality of the documents.

In general, analysis of the annual reviews indicates that information on the Web sites is presented in both official languages. However, language quality is not always consistent and documents are not always posted simultaneously in each language.

Active offer

The requirements concerning communications with and services to the public are not limited to the availability of these services and communications. It is also essential that offices and facilities designated bilingual provide these services in an active manner, that is, there must be clear signage so that the clients understand immediately that service is available in the official language of their choice (visual active offer), and clients must be welcomed in both official languages in such a way that they feel invited to use the language of their choice (bilingual greeting).

Generally, the visual active offer, or signage, is not lacking. As for the bilingual welcome in person or on the telephone, employees responsible for service to the public do not always meet their obligations. Some assume that clients are aware that either of the two official languages may be used. Others do not completely understand their obligations in providing a bilingual greeting and offer the service in the other official language only when asked. Institutions should therefore remind their employees of their obligations and carry out regular checks. The greeting messages on telephone answering machines in offices designated bilingual are usually recorded in both official languages. However, given the simplicity of this measure, one might expect that all messages would be bilingual and be consistent in their nature.

35. http://www.hrma-agrh.gc.ca/ollo/aud-ver/index_e.asp

Good Active Offer practices

- Canada Post Corporation has developed an action plan to improve the active offer of service and provide better guidance to franchise operators. The Corporation carries out “info-training” visits to franchises in the NCR to help them with their language obligations.
- To help employees make an active offer of service, some institutions, including the Canadian Food Inspection Agency, have developed examples of greetings, automated answer messages in the case of absence, and e-mail signature blocks, as well as a collection of common expressions for telephone conversations.

Regional Partnerships Fund – Service to the public

- The Prince Edward Island Federal Council received \$91,000 for various measures targeting the improvement of services to the public. The results obtained over the course of the first two years of the P.E.I. Regional Partnerships Fund will lead to various new initiatives (workshops, communication and marketing products, information brochures, etc.).
- The Pacific Federal Council received \$54,000 to develop initiatives such as workshops, information sessions and a guide on official languages. The project is based on the principle that better information on official languages will bring improvement in the services provided to the public.

Official Languages Innovation Program – Service to the public

- Parks Canada (Mountain National Parks) received \$23,000 to make research results and important public safety information available throughout the country in both official languages, considerably improving services to the public.

In general, institutions assign great importance to the quality of services provided and put measures in place to maintain that quality.

For example, a number of Canada Revenue Agency and Canada Border Services Agency regional offices increased their efforts to improve the active offer of services in both official languages and the quality of services provided to the public, as shown by the activities below.

Bilingual capacity

Data from the Agency's information systems³⁶ indicate that some offices that are designated bilingual have the strict minimum of resources to provide bilingual communications and services. This can sometimes compromise an office's service delivery in the minority official language.

In some regions, it is difficult to recruit bilingual individuals. Offices faced with this challenge will have to change their normal practices to resolve this issue, for example, by soliciting the collaboration of associations representing the official language minority communities, as does Air Canada, or by enlarging their area of selection.

Good practices in active offer of services

- The Canada Revenue Agency official languages advisor in the Pacific Region, working together with the Official Languages Committee of the Pacific Federal Council, presented a workshop on active offer to more than 500 managers and employees, explaining the reason for it and stressing respect for the language chosen by an individual.
- The St. Catharines and Hamilton Tax Services offices are working together to check their active offer of services. The use of the "mystery client" method, where third parties visit facilities as clients, ensures the integrity of the check and pinpoints weaknesses so that they can be fixed.
- The Toronto-Centre Tax Services Office set up a virtual French-language organization made up of all employees in positions designated bilingual. The virtual organization's job is to ensure that all clients receive comparable services in the official language of their choice and that employees receive the support they need.
- The Canada Border Services Agency regularly reminds its employees of their obligations regarding active offer, both at its headquarters and in the regions. The Agency does this by means of computer screen wallpaper messages and training and awareness sessions. The use of pins to help clients identify bilingual agents, and monitoring activities and follow-up by managers are some examples of the leadership shown by the institution.

36. Position and Classification Information System (PCIS) and Official Languages Information System (OLIS II).

Third party recourse

Institutions that call on third parties to communicate with and provide services to the public must ensure that these third parties respect the linguistic obligations of the offices they represent. The vast majority of institutions include a clause on language obligations in third party contracts. Still, measures to verify the extent to which these clauses are observed are inadequate.

Monitoring activities

A number of institutions have carried out monitoring activities over the course of the year. Their surveys and audits show the

importance these institutions attach to bilingual service. Here are those that have indicated in their annual review that they carry out regular monitoring: Indian and Northern Affairs Canada; Canadian Food Inspection Agency; National Research Council of Canada; Business Development Bank of Canada; Parks Canada; Transport Canada; Infrastructure Canada; Montreal Port Authority; Canada Revenue Agency; Veterans Affairs Canada; Air Canada; Canada Council for the Arts; Farm Credit Canada; Canada Post Corporation; and the Canadian Museum of Nature.

Action items for improving communications with and services to the public in both official languages

- Remind institutions of the need to plan adequate resources to meet their language obligations at all times and to take appropriate measures when employees in bilingual positions assigned to serve the public are absent.
- Urge institutions to pay particular attention to releasing documents in both official languages simultaneously and to maintaining equal quality of written communications, including those on Web sites.
- Make institutions aware of the importance of regularly monitoring the compliance with the linguistic clauses included in third-party contracts.
- Promote the use of standardized greetings for answering machines within institutions.
- Urge institutions to continually monitor the active offer of services and remind their employees of their responsibilities towards the public.

Statistics on communications with and services to the public

Note: For statistics on the section on communications with and services to the public, refer to Tables 6 and 7 and Figures 4 and 5.

Bilingual positions and level of bilingualism within the core public administration

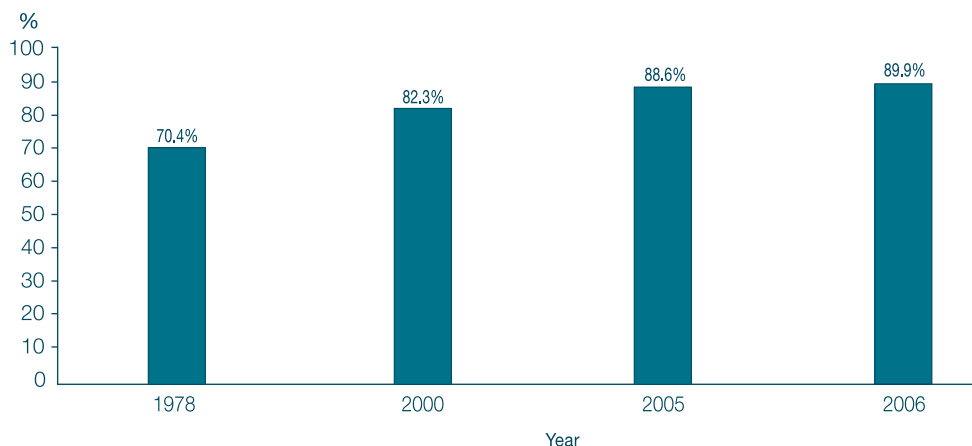
As of March 31, 2006, 89.9 per cent of incumbents in bilingual positions having to serve the public met the language requirements of their position. This is an increase of more than one percentage point over the previous year (88.6 per cent) (Table 6). In addition, the number and percentage of incumbents exempted from meeting the language requirements of their position dropped—it was 5.1 per cent, while the previous year it stood at 5.7 per cent (Table 6).

Figure 4 shows the percentage of incumbents in bilingual positions having to serve the public who meet the requirements of their position.

The percentage of positions designated bilingual at the superior level (level C in oral interaction) has decreased slightly, from 34.3 per cent to 33.7 per cent (Figure 5) when compared to the previous year. However, the number of positions increased in absolute numbers, from 14,248 in 2005 to 15,071 in 2006. This increase can be explained in part by the creation of the Canada Border Services Agency and the transfer of some employees from Canada Revenue Agency (employees who provided border services – customs – and who reported to the Canada Customs and Revenue Agency) to the core public administration.

Figure 4

Service to the Public—Incumbents of Bilingual Positions who Meet their Language Requirements*

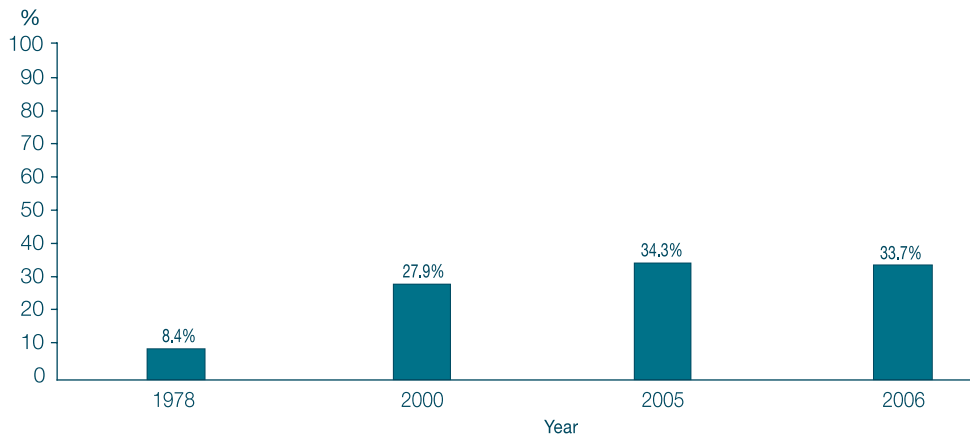


* See Table 6

Source: Position and Classification Information System (PCIS)

Figure 5

Service to the Public—Superior Level (Level C) of Second Language Proficiency Required (Oral Interaction)*



* See Table 7

Source: Position and Classification Information Systems (PCIS)

Language proficiency associated with bilingual positions for the purpose of service to the public has continued to improve over the last 28 years. Figure 5 shows that, of all positions designated bilingual for service to the public, the percentage of positions designated bilingual at the superior level (level C) rose from 8.4 per cent in 1978 to 33.7 per cent in 2006 (Figure 5).

Compliance Review and audits

To ensure that the offices and facilities involved meet their obligation to provide the public with bilingual services, the Agency conducts audits and measures the quality of these services to the extent possible. It also makes specially developed self-evaluation and audit tools³⁷ available to the institutions.

Over the course of the 2005-06 fiscal year, the Agency also worked on two major files: continuing the Compliance Review of the *Regulations* (the Compliance Review) and implementing its policies regarding official languages.

Compliance Review of the *Regulations*

The *Regulations*³⁸ provide that offices and facilities subject to the regulatory provisions regarding significant demand³⁹ must review their obligations to communicate with and provide services to the public in both official languages using the data from the most recent ten-year population census. A number of offices for which the application of regulation does not result in an obligation to provide bilingual services must measure the public demand for service in order to determine its importance.⁴⁰

37. http://www.hrma-agrh.gc.ca/ollo/tools-outils/pg/index_e.asp

38. Refer to “Legal Context” for a description of the *Regulations*.

39. Consult *A Description of the Official Languages Regulations on Service to the Public* at this address: http://www.tbs-sct.gc.ca/pubs_pol/hrpubs/offlang/dolr1_Toc475334087.

40. Demand is considered significant in either official language if at least 5 per cent of the population asks to be served in that language.

It is in this context that, shortly after the publication of the data in the *2001 Census of Canada* on “first official language spoken,”⁴¹ the Agency launched the Compliance Review and informed the institutions concerned that they had to implement the review as soon as possible. As well as coordinating the Compliance Review, the Agency has provided continued support to institutions and has acquired computer tools that greatly facilitate this work.

The Compliance Review comprises two major phases:

- The application of demographic data: this phase consists in determining, with the help of statistics on the first official language spoken, whether the application of the demographic rules of the *Regulations* meant that there was an obligation to offer bilingual services. At the end of this phase, 9,283 offices and facilities saw no change, 152 are now obliged to offer bilingual services, and 99 no longer have this obligation.
- Measuring demand: this phase consists in determining whether there is significant demand by polling the public’s language preferences. The targeted institutions must first establish the methodology to be used to measure the demand for services in their offices and facilities, and then present these to the Agency for

comment. As at March 31, 2006, the vast majority of institutions had undertaken this phase. Once the Agency’s comments have been received, the institutions conduct the surveys in question.

This phase is governed by two of the three directives for implementing the *Regulations*.⁴² Partial results concerning Directive B (assessment of demand) will be available in 2006-07. Directive C (restricted clientele) results were posted in *Burolis* in January 2006. Specifically, 335 offices and facilities saw no change, 18 others are now required to offer bilingual services, and 14 no longer have this obligation.

The Agency will continue to exercise its leadership in order to ensure progress in this area.

Implementation of the new policies – Phase II

The Agency decided to review its policy instruments in two phases. The first phase ended on April 1, 2004 with the coming into effect of the *Official Languages Policy Framework*, the *Policy on Official Languages for Human Resources Management*, the *Policy on Language of Work* and three new directives: the *Directive on the Linguistic Identification of Positions or Functions*, the *Directive on the Staffing of Bilingual Positions* and the *Directive on Language Training and Learning Retention*.

41. Information on first official language spoken is not gathered directly from respondents but is derived from three language variables on the census questionnaire, i.e. knowledge of official languages, mother tongue and language spoken at home. For more information, consult the publication *Population Estimates by First Official Language Spoken*, 2001:
http://www.hrma-agrh.gc.ca/ollo/reimplementation-reapplication/MP-PM200101_e.asp.

42. http://www.tbs-sct.gc.ca/pubs_pol/hrpubs/OffLang/CHAP5_2_e.asp

Phase II ended in July 2005 when the *Policy on the Use of Official Languages for Communications with and Services to the Public* and two new directives, the *Directive on the Use of Official Languages on Web Sites* and the *Directive on the Use of Official Languages in Electronic Communications* replaced six policy instruments.

In connection with Phase II, the Agency held a number of information sessions for its key stakeholders. It also developed a quiz⁴³ on the new policy instruments for institutions. The quiz was used several times at meetings or in forums and gave participants a chance to evaluate their understanding in matters relating to communication with the public and provision of services. The Agency also presented a case study on the creation of a bilingual Web site, at several forums. Finally, it designed a guide for producing texts in both official languages. This reference tool is available on the Agency Web site.⁴⁴

The revised policy instruments in Phase II do not impose new obligations but clarify those that already exist. They rest on the major principles of the *Act* and clearly establish expected results and responsibilities. The policy and both directives that came into effect in 2005 enable employees to better understand the rights of the public and the obligations of institutions in matters of communications and services, including Web sites, while clarifying rights and obligations related to language of work.

Audits

Over the fiscal year, the Agency carried out three audits on service to the public, including active offer. After each audit, institutions that were subject to recommendations were asked to draw up an action plan to address their shortcomings.

Audit of offices with new obligations following the Compliance Review of the Official Languages Regulations

This audit, which took place from February to April 2006, set out to determine to what extent institutions with new obligations to provide bilingual services were meeting their obligations. (For more background, see the section on the Compliance Review of the *Regulations* on page 30.)

The audit involved 33 offices: 13 in Quebec, 12 in Ontario and eight in Alberta. The results of this audit will be posted on the Official Languages Branch Web site in 2007-2008.

Audits of active offer and service to the public in both official languages in British Columbia and Alberta

These audits were carried out in January and February 2005 in British Columbia and from January to April 2006 in Alberta. They set out to determine to what extent institutions that are subject to the *Act* in these provinces were meeting their obligations with regard to active offer and service to the public.

In British Columbia, the audit involved 57 offices and facilities belonging to 15 institutions. It showed that service in person in French is available in

43. http://www.hrma-agrh.gc.ca/ollo/common/jeugame_e.asp

44. http://www.hrma-agrh.gc.ca/ollo/common/tools-outils/guide/gptbol-gptdlo_e.asp

84.2 per cent of the offices audited. As for the managers in the offices audited, 80.7 per cent clearly understand their language obligations.

As for active offer, the audit showed there is room for improvement. The pictogram indicating the availability of bilingual services was present in 77.2 per cent of offices. Inside the offices, signage was available in both official languages in 61.5 per cent of the offices studied, and on 59.1 per cent of the exteriors of the buildings housing these offices. Federal publications were displayed in both official languages (active offer) in 31.3 per cent of offices audited, while 56.0 per cent of offices provided the public with all publications in both official languages (availability).

In Alberta, the audit involved 33 offices in 12 institutions. The results will be posted on the Official Languages Branch Web site in 2007-08.

Self-evaluation and follow-up tools

Audit Guide

The Agency's Audit Guide (the Guide) has been thoroughly revamped. This document now contains hyperlinks to tools

and resources related to official languages policies. It comprises modules to help auditors evaluate, among other things, Web sites, telephone services or active offer. The Guide also provides information for human resources specialists, internal audit teams and managers on criteria for the various types of audits conducted by the Agency. The Guide will be available in 2007-08. New tools will be designed as the Agency launches new initiatives, including initiatives on language of work in 2006-07. These new documents will be annexed to the Guide.

Web site evaluation grid

The Web site language-quality evaluation grid (the Grid) is a separate, simplified module. It assists in monitoring the compliance of institutions' Web sites with standards and directives on official languages. Managers and official languages specialists will be able to use these modules as controls to ensure that they are meeting their official languages obligations. The Grid will be included in an appendix to the Guide.

Language of work

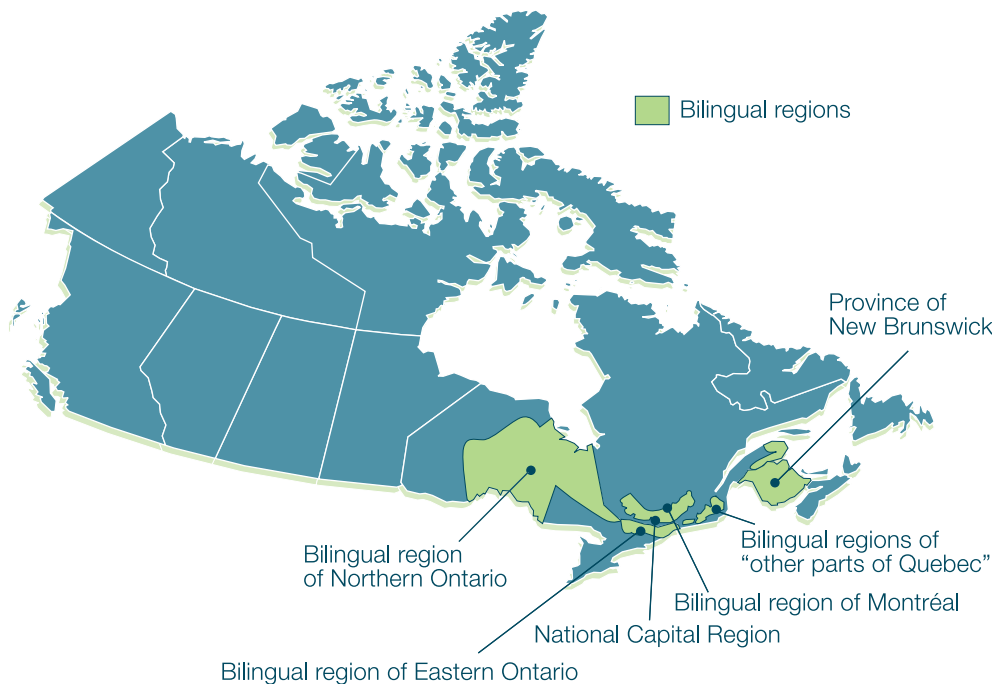
General

Under the *Act*, English and French are the languages of work in institutions. In the NCR and regions designated as bilingual⁴⁵ (see Figure 6), institutions are required to take the necessary measures to enable employees to work and be supervised in the official language of their choice. Institutions

must ensure that their work environment is conducive to the effective use of both official languages. They must also ensure that employees feel welcome to use either official language, subject to their obligation to serve the public or other employees, or to supervise employees.

Figure 6

Map of Designated Bilingual Regions for Language-of-Work Purposes



Source: Visual interpretation of subsection 35(2) of the *Official Languages Act*

45. Regions designated as bilingual for language-of-work purposes, as listed in Treasury Board and PSC circular No. 1977-46, which is referred to in the *Act*, include some parts of Eastern and Northern Ontario, the bilingual region of Montréal, parts of the Eastern Townships, of Gaspé and Western Quebec, as well as New Brunswick.

In these regions, institutions must provide their employees with regularly- and widely-used work instruments, computer systems, and training in both official languages. They must also make sure they have the capacity to provide personal and central services in both official languages to their employees. And finally, they must ensure that executives and other managers who supervise employees in bilingual or either/or positions are able to carry out their tasks in both official languages.

In unilingual regions, the language of work is the one that is predominant in the province or territory where the work units are located. Institutions must make sure that employees providing bilingual services have access to regularly- and widely-used tools in both official languages.

Current situation – The NCR and regions designated as bilingual for language-of-work purposes

Communications and intranet sites

In regions designated as bilingual, institutions must ensure that written communications to employees are always sent out in both official languages at the same time and are of equal quality. Institutions must continue efforts to assure equal status for both official languages as well as the right of employees to use English or French at any time.

Creating and maintaining an environment that is conducive to the use of both official languages

Senior management plays a decisive role in and is responsible for implementing practices that create a work environment that respects the right of employees to use either official language, and by making sure that their employees feel welcome to exercise this right.

Good practices aimed at maintaining a climate that is conducive to the effective use of both official languages

The Official Languages Committee of the Atlantic Canada Opportunities Agency, New Brunswick Region,⁴⁶ showed initiative and creativity when promoting the effective use of both official languages in its work environment. In 2003-04, the 15-member committee launched a peer-coaching program. The goal was to perfect second-language skills in speaking, writing or reading with the help of a mentor. Since its inception, more than 90 people have taken part in this program.

Another one of the committee's initiatives is the creation of a day for using French called "French Wednesdays". This initiative allows Anglophone employees to practice their second language and allows Francophones to express themselves in their mother tongue at work. These measures help employees maintain or improve their second language and promote a work environment that is truly bilingual.

46. In June 2006, this committee received a Public Service Merit Award.

Examples of measures suggested to the senior management of institutions for maintaining a climate conducive to the effective use of both official languages

- Establish a strategy and an action plan that creates and maintains a work environment conducive to the effective use of both official languages, drawing on the results of surveys and employees' and supervisors' feedback. Allocate the necessary resources for the implementation of the action plan.
- Include a specific commitment in supervisors' performance management agreements.
- Provide managers with tools and a clear direction. During bilingual team meetings, supervisors should assume their responsibilities and make sure that their employees can use the official language of their choice, and that they feel welcome to do so.
- Regularly remind managers of their roles and responsibilities regarding bilingual meetings.
- Remind managers that they must be attentive to the career development needs of their employees and provide as much support as possible for language-of-work initiatives.

Accessibility to work instruments and computer systems

In general, work instruments are available in both official languages. As far as computer systems are concerned, there are a few exceptions in the case of certain specialized products. Therefore, employees generally do have available the regularly and widely used tools they need to work in the official language of their choice.

Personal and central services for employees

PCIS data⁴⁷ show that 89.8 per cent of employees in personal and central services in institutions that are part of the core public administration met the language requirements of their position on March 31, 2006, compared with

88.6 per cent in 2005. As for institutions that are not part of the core public administration, data from OLIS II⁴⁸ seem to show that the situation is comparable. Thus, in many cases, it appears that institutions do have the language capacity they need to offer services, and that employees can receive these services in the official language of their choice.

Supervision

The annual reviews prepared by institutions indicate that employees who occupy a position designated bilingual or either/or are generally supervised and evaluated in the official language of their choice. This observation applies to institutions that make up the core public administration

47. See the section on information management on page 19.

48. It is impossible to compile data from institutions that are not part of the core public administration (OLIS II), since the notion of "resource" can vary from one institution to the next (positions, functions, tasks, etc.). However, if one compares the percentage of resources between institutions that are part of the core public administration (PCIS) and those that are not (OLIS II), certain comparisons can be made with regard to provision of personal and central services and to supervision of employees.

as much as to those which do not. When a supervisor does not meet the language requirements of the position, the institution must implement administrative measures to ensure that the language-of-work rights of employees are respected. In general, institutions report they carry out their obligations fully in this regard. Employees occupying a position designated unilingual are supervised and evaluated in the official language of their position.

Good practice in administrative measures

- Health Canada developed guidelines for its managers to inform them of their responsibilities and the procedures to adopt with regard to the use of temporary administrative measures within their organization. This document reminds users that the measures taken must respect the principles of human resources management and the values of impartiality and respect. Since November 2005, the information system at Health Canada captures data concerning administrative measures.

Official Languages Innovation Program – Maintaining a climate that is conducive to the effective use of both official languages

- Health Canada received \$59,000 for a videoconferencing system that is innovative and adapted to work conditions. This equipment will allow second-language learning and skill retention using an interactive and iterative approach with a “telementor”, each party remaining at his or her own workstation. Videoconferencing is a technology that uses a computer link to speak with someone who is elsewhere and to see that person in real time.
- The Royal Canadian Mounted Police (Pacific Region) received \$31,000 to implement a program based on the principles of accelerated learning techniques. Students in this program will be invited to actively participate in a variety of activities, role-playing and games to help them learn.

As nearly all headquarters and head offices are located in the NCR, it has the largest number of positions that are designated as bilingual.

In recent years, the Agency, together with the PSC, has made further efforts in this regard. For example, it carried out follow-up studies with institutions on executives who did not meet the language requirements of their position. The Agency also emphasized holding bilingual meetings, setting up action plans, and increasing monitoring of their obligations.

Therefore, institutions have been made more aware of the importance of creating and maintaining a work climate conducive to the use of both official languages, and several have paid it particular attention. Some institutions have adopted concrete measures, such as specific action plans, while others are at the internal survey stage. Canadian Heritage, Canadian Radiotelevision and Telecommunications Commission, Statistics Canada, Health Canada, Canadian Food Inspection Agency and Transport Canada are noteworthy examples.

Other good practices for maintaining a work environment conducive to the effective use of both official languages

- Statistics Canada has developed several products to help promote a good work environment:
 - The monthly e-newsletter @StatCan contains a feature called “Bilingualism from A to Z,” which provides practical tips for promoting bilingualism in the workplace.
 - The institution gives a dynamic, interactive workshop for all branches on language of work, to help create an environment that is conducive to the use of both official languages.
 - Their intranet provides employees with a bank of bilingual emails that can serve as models and can be adapted according to the needs of recipients.
 - The institution developed a kit on bilingual meetings that it provides to chairs and organizers of meetings, to help them hold effective bilingual meetings. A video “*An unpleasant bilingual meeting—Une réunion désagréable*” shows the pitfalls of a poorly conducted meeting. This video is used in the workshop on language of work.
- Agriculture and Agri-Food Canada sent all its employees in designated bilingual regions a brochure entitled *A Practical Guide for Employees*. The brochure clearly outlines the rights and obligations in the areas of service to the public and language of work. It also includes guidelines on bilingual supervision adapted to the corporate structure.

At times, an organizational culture is not conducive to the effective use of both official languages. This is particularly the case in several technical and scientific institutions where one language predominates. Senior managers in these institutions in particular must show leadership to meet their language-of-work obligations.

Adoption of an implementation principle

Following the announcement of the move by the Canadian Tourism Commission from the NCR to Vancouver, the Treasury Board established an implementation principle on language of work. This temporary measure allows

employees who work in a head office situated in a region that is designated as bilingual to maintain their language-of-work rights if the head office is relocated to a unilingual region. This principle, effective June 27, 2005, applies only to employees who move and not to new employees that the head office might recruit after the move.

When the move of the Canadian Tourism Commission took place in December 2005, the implementation principle was respected and nine Francophones out of the 19 employees who relocated to Vancouver maintained their rights with regard to their language of work.

Current situation – unilingual regions

Annual reviews of institutions indicate that employees are supervised and evaluated in the language that predominates in the province or territory in which their workplace is situated. Certain employees who are required to provide bilingual services do have access to regularly and widely used work instruments in both official languages, but the use of both languages is not yet systematic, as provided for in the Treasury Board *Policy on Language of Work*.

Statistics relating to language of work

Note: Statistics in the section on language of work are drawn from Tables 8 and 9 and Figures 7 and 8.

As at March 31, 2006, 89.8 per cent of employees in bilingual positions who provide personal and central services⁴⁹ (for example: pay, financial services, communications and library) and who are part of the core public administration—namely, 42,016 of the 46,805 incumbents in bilingual positions (Table 8)—met the language requirements of their positions, compared with 88.6 per cent in 2005.

Action items for establishing and maintaining a climate that is more conducive to the effective use of both official languages

- Remind institutions that communications with employees should be of equal quality and issued fully and simultaneously in both official languages.
- Encourage institutions to take the steps needed to create and maintain a climate that is conducive to the effective use of both official languages in regions designated as bilingual.
- Encourage institutions to make greater use of both official languages in bilingual environments.
- Encourage institutions to show leadership by putting in place measures to assist employees to work in the language of their choice in emergency situations and where the language of work is more scientific and technical.

Official Languages Innovation Program – Language of work

- Citizenship and Immigration Canada (Pacific Region) received \$24,000 to give some employees the opportunity to work in a Francophone environment. This allows them to discover Francophone culture and use French at work.
- The Canada Revenue Agency (Ottawa) received \$270,000 to partly fund the process of developing a procurement strategy to identify French-language training services that support the professional development of senior and executive personnel, incorporating language development in support of everyday business functions.

49. In light of follow-up and reporting requirements in Treasury Board policies, Tables 8 and 9 have been amended to include all staff providing personal and central services to employees located in the NCR and in regions that are designated as bilingual for language-of-work purposes. To maintain a basis for comparison, the 2005 data in these tables have been adjusted. Supplementary tables are available on the Official Languages Branch Web site at: www.hrma-agrh.gc.ca/ollo/stats/index_e.asp.

The percentage of positions that required level C second-language proficiency (in oral interaction) was 33.2 per cent, compared with 32.1 per cent in 2005 (Table 9), which meant an increase of 1,706 positions.

For all personnel supervising employees in bilingual regions⁵⁰ (supervisors and executives), the data show that 87.0 per cent (15,319) thereof met the language requirements of their position. This proportion was 84.9 per cent in 2005 (14,004) (Figure 7).

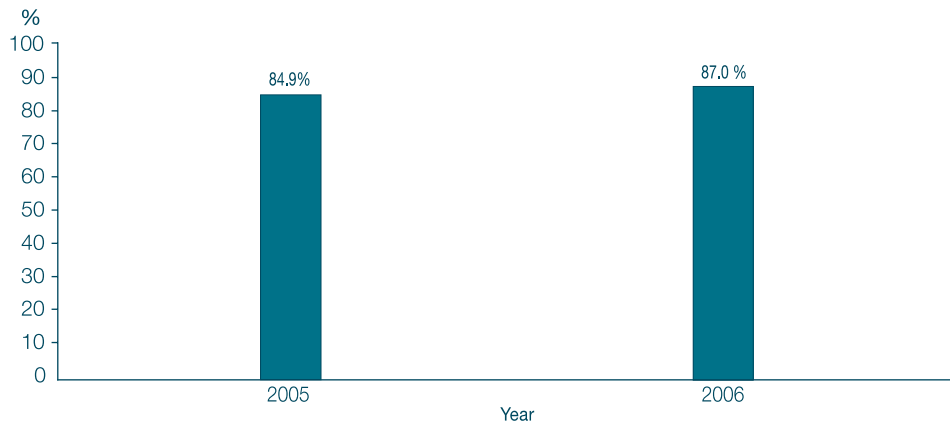
The data also reveal a marked increase of eight percentage points among executives (EXs) in the core public administration:

92.9 per cent of executives (3,361 out of 3,619) met the language requirements of their position as at March 31, 2006, compared with 84.4 per cent the previous year. A total of 3.1 per cent (112) did not have to meet the requirements, as they had received a two-year exemption to reach this level.

As at March 31, 2006 the percentage of positions designated bilingual which included supervisory tasks at the superior proficiency level (level C) was 50.2 per cent (8,846 positions) (Figure 8), compared with 49.8 per cent (8,219 positions) the previous year.

Figure 7

Supervision—Incumbents in Bilingual Positions who meet their Language Requirements*



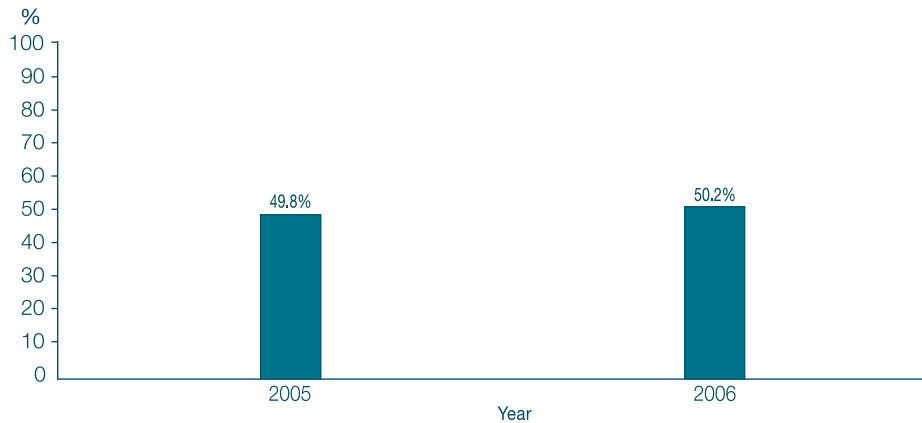
* See Table 10

Source: Position and Classification Information System (PCIS)

50. In light of the follow-up and reporting requirements in Treasury Board policies, Tables 10 and 11 have been amended in order to include all staff across the country who supervise employees located in the NCR and in regions that are designated as bilingual for language-of-work purposes. To maintain a basis for comparison, the 2005 data in these tables have been adjusted.

Figure 8

Supervision—Superior Level (Level C) of Second Language Proficiency Required (Oral Interaction)*



* See Table 11

Source: Position and Classification Information System (PCIS)

Human Resources Management (including equitable participation)

General

The *Act* deals with equitable participation and staffing, two elements relating to human resources management.

In relation to equitable participation, the *Act* confirms the federal government's commitment to ensure that the composition of the workforce tends to reflect the presence of the two official language communities in the country. This commitment is translated into action having regard to the institution's mandate, the target public group and the location of offices. The government is also committed to seeing that English-speaking and French-speaking Canadians have equal opportunities for employment and advancement.

The provisions on equitable participation, in view of the mandate and the circumstances, cannot adversely affect the merit-based selection method. Therefore, institutions cannot reserve positions for one particular community, nor can they set quotas to assure better participation of both communities.

As far as staffing is concerned, the *Act* provides that requirements related to official languages must be set objectively. The requirements should be truly necessary to carry out the work and be based on legitimate needs in supervision, communication and delivery of services, both from the point of view of the public and from that of employees.

Other provisions regarding human resources management are set out in other Treasury Board policy instruments. They take equal account of the obligations in the *Act*. The *Policy on Official Languages for Human Resources Management* and the related directives provide that positions or functions that are designated bilingual can, in exceptional circumstances, be filled by candidates who do not have the language skills required. In the case of non-imperative positions, institutions should encourage employees to take language training, while making sure that the bilingual duties of the position are carried out in the interim. In addition, policies on language training and learning retention set out that institutions must provide, where possible, language training for employees who wish to develop their second-language skills for career advancement purposes and occupy a bilingual position some day.

Current situation

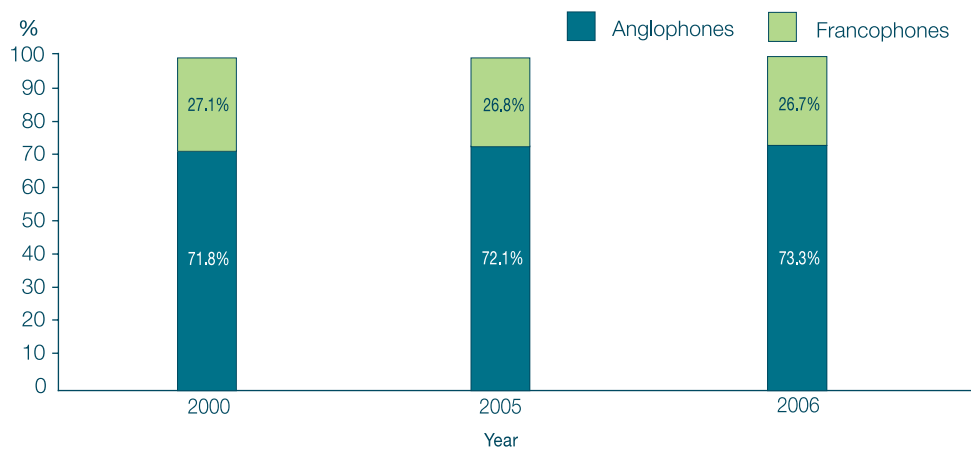
Equitable participation

As at March 31, 2006, the participation rate of Anglophones in all institutions subject to the *Act* stood at 73.3 per cent, and that of Francophones at 26.7 per cent (Table 16). For the core public administration alone, these rates were respectively 68.6 per cent and 31.4 per cent (Table 13). The most recent statistics from the *2001 Census of Canada* show that both official language communities are relatively well represented in all institutions subject to the *Act*.

Figure 9 illustrates the participation of both communities in all institutions subject to the *Act*.

Figure 9

Participation of Anglophones and Francophones in all Institutions Subject to the *Official Languages Act*

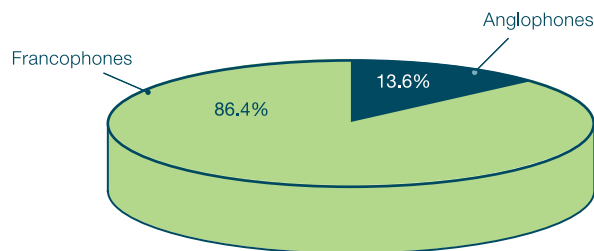


* See Table 16

Sources: Position and Classification Information System (PCIS) and Official Languages Information System II (OLIS II)

Figure 10

Participation of Anglophones and Francophones in Quebec in all Institutions Subject to the Official Languages Act (excluding NCR*)**



* National Capital Region

** See Table 16

Sources: Position and Classification Information System (PCIS) and Official Languages Information System II (OLIS II)

At the regional level, in all institutions subject to the *Act*, the participation of Anglophones in Quebec stands at 13.6 per cent in 2006 compared with 12.5 per cent the previous year (Table 16).⁵¹ For the core public administration alone, these rates were respectively 7.7 per cent (Table 18) and 6.9 per cent. This increase constitutes an important step forward to a more equitable situation. The Agency is keeping a close watch on this situation and is continuing to work with the PSC and the Quebec Federal Council to find ways to encourage more Anglophones in Quebec to become part of the core public administration.

Figure 10 illustrates the distribution of employees in Quebec (excluding the NCR) in all institutions subject to the *Act*.

The situation has changed significantly in the last 28 years. Nationally, for institutions that are part of the core public administration, the rate of participation of Francophones rose from 25.2 per cent in 1978 to 31.4 per cent in 2006 (Table 12). Regionally, the most notable changes are in the NCR and New Brunswick (Table 12).

51. Taking into account the National Capital Region (Quebec side), Anglophones make up 12.9 per cent of the Quebec population, according to the *2001 Census of Canada*.

Equitable participation initiative

- The Agency is working together with the PSC on an initiative to increase the number of bilingual candidates applying for jobs with the federal government. This initiative is phased over a five-year period (2003-08), and has given rise to a number of actions, including:
 - Creation of partnerships between the PSC and various key players such as universities, associations and government departments, fostering new synergies and broadening access to bilingual individuals who are interested in working in the government.
 - Production of a DVD that briefly describes language requirements and second-language assessment. The DVD helps to inform various sectors of the public and answer questions on the topic. A condensed version of the DVD will be posted on the PSC Web site in 2006-07.
 - Information sessions on language requirements and assessment in the federal government for various sectors of the public across Canada. This approach gives participants a more accurate picture and dispels certain myths. The dates for public sessions are posted on the PSC Web site.

The Agency participates in the work of the Interdepartmental Official Languages Information Network, created and chaired by the PSC. The group is made up of representatives of departments, the Quebec Federal Council and the Office of the Commissioner of Official Languages. Its objectives are to share information and good practices related to official languages, to create partnerships for interdepartmental initiatives and projects, and to make recommendations to the Interdepartmental Human Resources Development Committee on matters relating to language of work.

In certain regions of the country, staffing attracts a larger number of candidates from one of the two official language communities. This can occur when recruitment is done locally and the official language minority community is small. In such cases, institutions should analyse their situation and put into place a process that will foster the participation of both communities, for example, by extending the area of selection.

Good recruiting practices

- When staffing a position externally in the Pacific Region, the Canadian Grain Commission sends the competition poster to the Alliance Française so that it can pass the information on to the Francophone community.
- The Communications Security Establishment participates in job clinics organized by Francophone communities, to recruit bilingual employees.
- The Canadian Nuclear Safety Commission has a recruitment strategy which includes several initiatives designed to recruit bilingual personnel.
- The management unit at Parks Canada in Manitoba developed and set up a recruitment strategy in Francophone post-secondary institutions, student placement agencies and French departments in Anglophone universities, in order to broaden the pool of bilingual candidates in the Federal Student Work Experience Program.

Regional Partnerships Fund – Recruitment

- The Quebec Regional Council received \$160,000 to work on three fronts to improve the recruitment and advancement of Anglophones within institutions in Quebec:
 - a. Hiring student ambassadors in Anglophone universities or CEGEPs in Quebec and organizing job clinics.
 - b. Setting up an internship program for Anglophone students, in their area of study, within the federal public service in Quebec.
 - c. Following up on recommendations proposed after the Forum on Linguistic Duality held in February 2005, including setting up a partnership strategy between institutions and Anglophone community representatives.

Recruiting bilingual candidates

In order to guarantee Canadians access to services in the official language of their choice in designated bilingual offices, and in order to allow employees in regions designated as bilingual for language-of-work purposes to work in the official language of their choice, 40.1 per cent of positions in the core public administration are designated bilingual. The *Action Plan for Official Languages* allocated \$2 million to the PSC over a five-year period (until 2008) to intensify the recruitment of bilingual candidates.

This initiative is well under way. The PSC organized numerous awareness activities over the course of the year, to inform Canadians about employment opportunities, language requirements, and second-language evaluation within the federal public service. The PSC offered 199 workshops and created 64 regional or national partnerships with various interest groups. In addition, it designed communications and information tools for federal departments and agencies, for use in the recruitment of bilingual candidates.

Staffing and language training

Position language requirements are set in an objective manner according to needs for supervision and delivery of service to the public and to employees. At times, institutions use generic job descriptions together with standardized language requirements to fill similar positions. In other cases, institutions have to set the language requirements according to the tasks to be carried out.

Imperative staffing became the norm in April 2004, and since then institutions have had less recourse to language training to meet the language requirements of positions. On the other hand, language training is being offered more frequently from a career-advancement perspective, which helps to adequately prepare succession. Language training is starting to be offered proactively, and at an earlier point in an employee's career. This has certain advantages: younger employees are better at acquiring new language skills, and they can use them sooner and benefit from them throughout their career.

With regard to non-imperative staffing, institutions must send their employees for training as soon as possible, and implement administrative measures to ensure that bilingual services are provided throughout

the training period. According to information provided in the annual reviews, institutions are generally meeting their obligations in this regard.

Some institutions, such as Library and Archives Canada and Infrastructure Canada, are effectively applying this feature of the policies. They have put follow-up mechanisms in place for non-imperative staffing.

A number of institutions have worked to see that the linguistic designation and profile correspond to the communication and service needs of their employees and the public. Some have also reviewed their linguistic designations and competency profiles, fully aware of the rigour needed to meet the requirements of the *Act* and the policies. Some institutions mentioned that they have begun a review of their internal policies on human resources management to bring them more closely in line with those of the Treasury Board.

In learning and skill retention, institutions show creativity to help their employees learn, use and maintain their second language, and to improve their knowledge. A number of institutions have implemented skill-retention activities such as brown bag-lunches, buddy systems and toolboxes.

Good practices in learning and skill retention

- Export Development Canada set up a book club and writing workshops, as well as other special Friday activities.
- Canada Post set up a conversation club.
- The National Research Council of Canada created on-line language games.
- Public Works and Government Services Canada, Western Region, set up a networking group.
- A number of institutions, including certain services of the Old Port of Montreal Corporation, have designated one day a week for using the second language in the workplace.
- The Canada Border Services Agency set up a cultural and language immersion project that is very interesting: activities undertaken in the Windsor and Niagara regions, together with the Quebec Region, provide an opportunity for cultural exchange and appreciation of the other language that is difficult to obtain in a formal course. Every month, each region registers one employee with the project, which allows him or her to work and live in his or her second language for two weeks.

Some institutions are setting up language retention and improvement partnerships. The Newfoundland and Labrador office of the Atlantic Canada Opportunities Agency joined with the Canada School of Public Service and the federal council for the region, to organize a pilot project on language retention for all federal employees in the St. John's area. Also, the Office of the Auditor General initiated an exchange project with the Vérificateur général du Québec to give its employees an opportunity to work in an environment that is conducive to improving their second-language skills.

Although the *Directive on Language Training and Learning Retention* requires that institutions account for language training costs, there are differences in how this is done. That is why the Agency, in its *Guide for the Preparation of the Annual Review on Official Languages*, defined language training

Regional Partnerships Fund – Language training

- The Pacific Federal Council received \$80,000 to target federal employees whose first language is Cantonese and whose second is English. In the context of this project, participants will learn French but with an emphasis on cultural and community aspects of the Francophone community in British Columbia.

costs and requested a precise breakdown. A number of institutions did not have the time to put into place the mechanisms needed to meet this requirement, but this situation should be corrected over the next fiscal year.

Action items for improving equitable participation

- Remind institutions that their staffing practices should promote the participation of both official language communities, for example using Francophone and Anglophone media to make public announcements of vacant positions.
- Suggest that institutions consult official language communities when staffing positions externally.
- Remind institutions whose participation rates do not tend to reflect the presence of both communities in the general population that they should analyse the situation and, where needed, put in place appropriate recruitment strategies.

Action items for improving other aspects of human resources management

- Remind institutions that they must set language requirements for all positions or functions according to real needs in supervision, communication, and delivery of services both for the public and for employees.
- Remind institutions of the importance of integrating language training into their human resources planning in order to be able to meet current and future needs.
- Remind institutions that they should review their internal policies in the light of the Treasury Board policy instruments on official languages.
- Invite institutions to adopt appropriate accounting mechanisms for keeping track of language-training costs and to use the categories suggested by the Agency.

Human Resources Management Statistics

Note: Statistics in the section on human resources management are drawn from Tables 2 to 5 and Figure 11.

Linguistic designation of positions or functions

When required, institutions that are part of the core public administration give positions a bilingual designation in order to properly serve the Canadian public and federal employees in both official languages. The distribution of the bilingual positions varies greatly from one region to the next.

As at March 31, 2006, bilingual positions made up 40.1 per cent of core public administration positions. The other

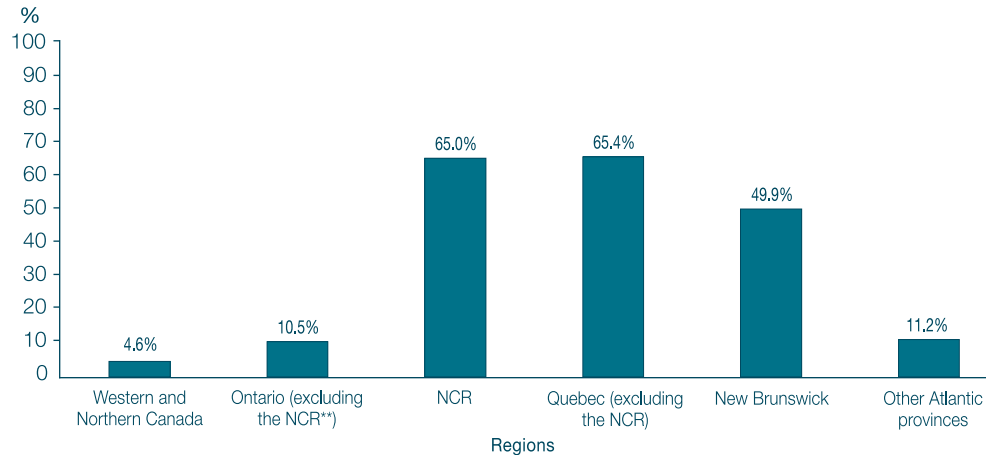
positions are designated unilingual and were distributed as follows: 51.3 per cent English essential, 4.1 per cent French essential, and 4.4 per cent either/or (English or French). The rate of incomplete records on the linguistic designation of occupied positions was 0.1 per cent (Table 2).

Linguistic designation of bilingual positions by region

The percentage of bilingual positions is generally higher in some regions of the country, notably those that have a larger number of members of official language minority communities. Also, regions that have been designated as bilingual, where both official languages are used as the language of work, affect the

Figure 11

Proportion of Bilingual Positions in the Core Public Administration by Region*



* See Table 3

** National Capital Region

Source: Position and Classification Information Systems (PCIS)

number of positions designated bilingual. In the NCR, 65.0 per cent of positions are bilingual, 65.4 per cent in Quebec (excluding the NCR), 49.9 per cent in New Brunswick, and 10.5 per cent in Ontario (excluding the NCR). In the other Atlantic provinces, the percentage is 11.2 per cent. In Western and Northern Canada, 4.6 per cent of positions are bilingual (Figure 11). The percentage of unilingual positions dropped from 75.3 per cent in 1978 to 59.8 per cent in 2006 (Table 2). Concurrently, the number of bilingual positions rose from 24.7 per cent in 1978 to 40.1 per cent in 2006 (Table 2).

The data in Figure 11 illustrate the percentage of bilingual positions by region.

The 2005-06 fiscal year saw an improvement. As at March 31, 2006, 89.5 per cent of incumbents met the language requirements of their position, compared with 88.5 per cent the preceding year (Table 4). Also of note is a drop in the number of incumbents who do not meet their language requirements, both in those who are exempted and in those who need to meet the requirements.⁵²

The Agency supports institutions and encourages them to reconcile their data and reduce the number of incomplete records. Despite these efforts, the rate of incomplete records rose from 2.5 per cent in 2005 to 3.2 per cent in 2006 (Table 4), primarily because of the addition of new institutions to the core public administration that need

52. For more precise information on exemptions, see Table 4 (Technical Notes).

to enter their data into the Position and Classification Information System (PCIS). The institutions in question will have to take the necessary steps to correct this situation.

The percentage of incumbents in designated bilingual positions requiring superior proficiency (level C) was 31.2 per cent, 0.1 per cent more than last year (31.1 per cent) (Table 5). Most bilingual positions (64.1 per cent) required intermediate proficiency (level B).

It should be noted that the proficiency level required has increased considerably over the years. The number of incumbents who need to achieve superior proficiency (level C) stood at 7.2 per cent in 1978, and 31.2 per cent in 2006 (Table 5).

Other files of interest in human resources management

Revision of the orientation to official languages course

Since the 1990s, the School has offered a three-day orientation-to-official-languages course. This course is intended primarily for individuals who provide official languages advice or who play a role in the Program as Champions, persons responsible for official languages, human resources specialists, and others.

Over the years, it has been necessary to bring the course up to date in order to properly reflect policy changes and to inform participants about new tools and guides. The most recent update took place when the first phase of the review of human resources management and language-of-work policies came into effect

in 2004. The implementation of the second phase of policies in July 2005 on communications with and services to the public provided a new opportunity to review the course. Changes to the policies are now discussed, as well as other innovations put in place by the Program, including the monitoring function and related tools.

The Agency has worked to reflect the new governance structure of the Program and the values underlying respect for official languages. A new version of the course will include the changes in November 2005 to the *Act to Amend the Official Languages Act (promotion of English and French)* (S-3), and the new *Exclusion Order*, which came into effect in December 2005. The School is developing the course, which should be offered in 2007.

Regulations – *Trans-Canada–Amherst*

In 1998, an Anglophone member of the Royal Canadian Mounted Police (the RCMP) stopped a citizen of Nova Scotia for speeding. He was driving on the Trans-Canada Highway, in an area patrolled by the Amherst detachment. The RCMP officer was unable to communicate in the citizen's language of choice and the citizen filed a statement before the Federal Court, alleging the violation of his language rights guaranteed in subsection 20(1) of the *Charter*.

However, under the *Regulations*, the RCMP detachment in Amherst was not required to provide services in both official languages in its territory. For this reason, communication with this citizen was in English.

On October 19, 2004, the Federal Court found that this part of the Trans-Canada is an area of “significant demand” within the meaning of paragraph 20(1)(a) of the *Charter* and that, consequently, the *Regulations* are inconsistent with the *Charter*. The Court ordered the government to amend the *Regulations* in order to remedy the violation within 18 months from the date of the judgment on April 19, 2006.

The Agency undertook the process of amending the *Regulations*. After consultation, a draft proposed amendment to the *Regulations* was tabled in the House of Commons on October 31, 2005. The dissolution of Parliament on November 28, 2005 interrupted the adoption process for this proposed amendment. In these circumstances, it was impossible for the government to respect the initial timeline based on the April 19, 2006 date set by the Federal Court. The government therefore requested an extension of the deadline, and again tabled the proposed amendment in the House of Commons on May 17, 2006.

National area of selection

The *Public Service Employment Act* allows the PSC to set geographic limits on who can apply for a particular position in the public service. The PSC broadened the national area of selection on April 1, 2006 for all officer-level positions open to the public in the NCR.

The Agency, together with the PSC, organized communications activities to provide information to champions and persons responsible for official languages within departments and agencies. It gave them the information they needed on staffing bilingual positions to help them

answer questions. The Agency underlined the fact that the coming into effect of the amendments to the *Area of Selection Policy* did not in any way change the obligations related to the designation or staffing of bilingual positions.

New Public Service Official Languages Exclusion Approval Order and new Public Service Official Languages Appointment Regulations

The new *Public Service Employment Act* came into effect on December 31, 2005, as did the new *Public Service Official Languages Exclusion Approval Order* (the *Exclusion Order*) and the *Public Service Official Languages Appointment Regulations* (PSOLAR). These two instruments developed by the PSC complement each other, since the *Exclusion Order* excludes official language proficiency from the application of merit, while the PSOLAR set out how persons excluded under the *Exclusion Order* will be dealt with.

These instruments are intended to provide appropriate balance. It is important, on one hand, to ensure that individuals appointed to bilingual positions have the required level of proficiency, and on the other hand, to facilitate unilingual Canadians’ access to bilingual positions in the federal public service.

The new *Exclusion Order* sets out three situations where, in the case of a non-imperative appointment, a person who is proficient in only one of the official languages is excluded from application of merit with respect to proficiency in both official languages: when the person submits an agreement to become bilingual; when the person is excluded for medical reasons; and when the person is eligible for an immediate annuity.

V. Culture Change

Over the last 30 years, the implementation of the Program was based on an approach that relied heavily on rules and process. In the last five years, the Program has made a major shift. Rooted in the values of respect, inclusiveness and fairness, it has adopted an approach based on achieving results and strengthening accountability. Although implementation of the Program is based directly on the application of the *Act*, it is important to remember that the integration of official languages into the activities of the institutions that are subject to it must also be based on fundamental values such as respect, fairness and inclusiveness.

Lasting change, which includes better service to the public and increased use of both official languages at work, is possible only if organizational culture with regard to language is able to change. In order to achieve this type of change, the principal players need to be mobilized to make a concerted, sustained effort. The overall coordination of the Program depends on the Agency but it is the task of the

institutions to ensure its implementation in their particular spheres of competence. Champions and those responsible for official languages play a key role in their institution and region.

No program or initiative can bring about a real culture change without an effective strategy to promote the Program. The Agency is working steadily to reposition official languages as a government priority.

In its *Action Plan for Official Languages*, the government allocated \$64.6 million over five years to make the public service exemplary in official languages. The goal of the *Action Plan* consists in revitalizing the Program throughout the federal public administration. Some of these funds were used to support innovative projects and strengthen the role of the Agency as a centre of excellence. The remainder is being used to increase the bilingual capacity of institutions.

Financial Commitments under the Action Plan for Official Languages 2003-2008

1.	Investing in innovation—Official Languages Innovation Program	\$14.0 million ⁵³
2.	Strengthening bilingual capacity	\$38.6 million
	\$36.1 million Canada School of Public Service (for language-training services for three years: 2003 to 2006)	
	\$2 million Public Service Commission of Canada (for recruitment of bilingual candidates)	
	\$500,000 ⁵⁴ Study on language training and testing for 2003-2004	
3.	Strengthening the Centre of Excellence	\$12.0 million

Update on the Implementation of the *Action Plan for Official Languages: Midterm Report*

The three major areas of development of the *Action Plan* are education, communities, and an exemplary public service. The Agency plays a major role in the “exemplary public service” strategy. The Agency is also helping to develop a horizontal management framework arising from the Management Accountability Framework.

The *Action Plan* anticipated providing a midterm and a final report to the government. It also required that official language minority communities be

consulted at least once a year by the institutions with major responsibilities for their development. In the 2005-06 fiscal year, the consultation took place on October 27, 2005 and participants received copies of the midterm report.⁵⁵

As indicated in this document, the Agency carried out several activities during this first phase, in particular the implementation of the Official Languages Innovation Program, the policy instrument review, the development of a Linguistic Needs Designator Tool, an evaluation of the linguistic situation of executives occupying positions designated bilingual, and an audit of Government of Canada telephone services.

53. This program was concluded as a part of the Expenditure Review Exercise, the results of which were announced in September 2006. It is not in place for 2006-07 and 2007-08.

54. From the \$500,000, \$450,000 was transferred to the Canada School of Public Service to conduct a study on language training and testing; \$25,000 was spent on a study entitled *Toward a New Vision for Language Training in the Public Service*; the remaining \$25,000 was used for administrative purposes.

55. <http://www.pco-bcp.gc.ca/olo/default.asp?Language=E&Page=midtermreport>

Official Languages Innovation Program

The Official Languages Innovation Program, with a budget of \$14 million over five years, allowed institutions (through the Innovation Fund) and the regional federal councils (through the Regional Partnerships Fund) to carry out innovative projects that have a ripple effect. This program targeted Parts IV, V and VI of the *Act* as well as a culture change. Projects with an impact on the vitality and the development of minority communities were strongly encouraged.

Projects that received funding⁵⁶ were intended to better equip the federal public administration to implement the principles and values of the *Act*. In its management of the Innovation Program, the Agency sought to encourage institutions and regional federal councils to use the funds not only to meet their own objectives but also to promote the results obtained in order to multiply the benefits within the government.

Over the first three years (2003-04 to 2005-06), the Innovation Program granted \$5.4 million to fund more than 75 projects. The sum of \$200,000 was set aside each year for program administration.

Project evaluation reports for 2004-05

Institutions and regional federal councils which received funding from the Innovation Program had to submit an evaluation of each of their projects two months after the end of each fiscal year. These reports provide a description of objectives, activities completed and results obtained. The evaluation reports from the first phase (2003-04), as well as those from the second (2004-05), can be viewed on the Official Languages Branch Web site.⁵⁷ According to the information in these reports, the projects yielded concrete results and had the sought-after ripple effect. The following box shows some of the results.

56. See the program admissibility requirements at http://www.hrma-agrh.gc.ca/ollo/innovation/index_e.asp (annexes A and B).

57. http://www.hrma-agrh.gc.ca/ollo/innovation/index_e.asp

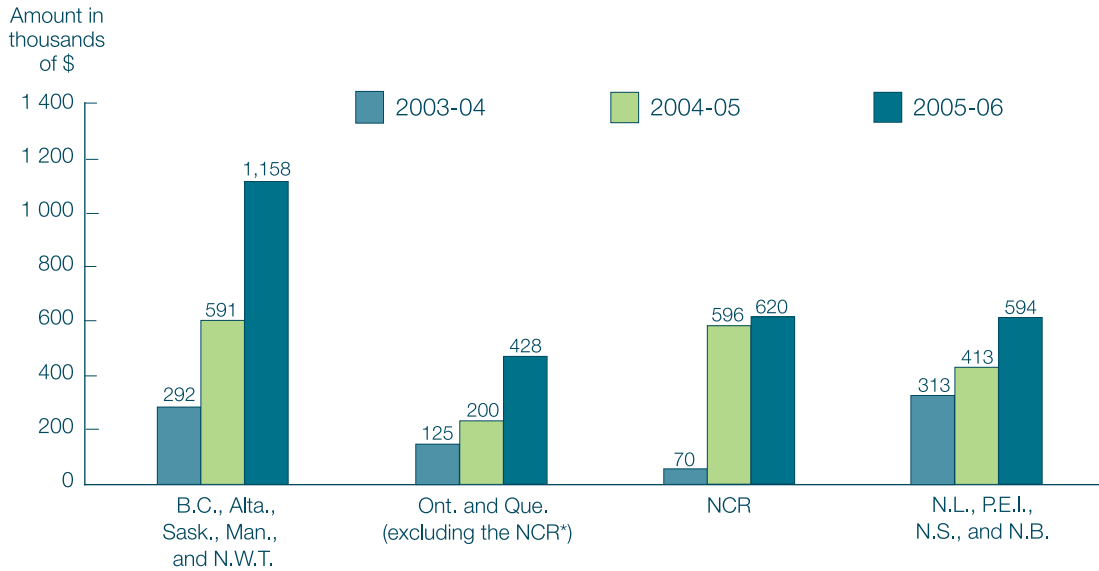
Official Languages Innovation Program – Results taken from evaluation reports

- Improved language skills through videoconferencing, mentoring and computer-assisted training.
- Improved understanding of the mechanisms and practices involved in evaluating oral interaction, and development of a prototype.
- A search system for scientific and technical documents that is very effective when translating such documents.
- Second-language teaching methods adapted to incorporate the special needs of various communities and cultural differences.
- Partnerships created in various regions of the country, particularly in the West, and increased collaboration among different partners.
- An official languages coordinators network created in the western provinces and the Maritimes, and the sharing of tools and information.
- A feasibility study on the different language tools available on the government Web sites.
- Forums, workshops, conferences, seminars and consultations on official languages topics, leading to concrete follow-up activities.
- Various tools developed: bookmarks, fact sheets, *Coup de Pouce* magazine, Francophone directories, information kits, portal, job clinics, strategic plan, etc.

Figures 12 and 13 illustrate the distribution of the amounts allocated by the Official Languages Innovation Program since its implementation in 2003-04. Figure 12 presents the amounts allocated for each fiscal year and each region. Figure 13 provides an overall picture of the amounts by region.

Figure 12

Official Languages Innovation Program—Geographic Distribution of Amounts Awarded for 2003-04, 2004-05 and 2005-06

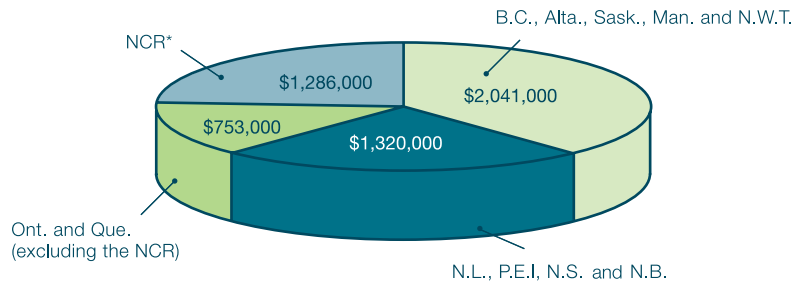


* National Capital Region
 Note: Not including Innovation Program administrative costs
 Source: Action Plan for Official Languages

Figure 13

Official Languages Innovation Program—Geographic Distribution of Amounts Awarded for 2003-04, 2004-05 and 2005-06

Total amount awarded: \$5,400,000



* National Capital Region
 Note: Not including Innovation Program administrative costs
 Source: Action Plan for Official Languages

Projects approved in 2005-06

For the third phase, which started in December 2004, the Official Languages Innovation Program had \$2.8 million available. The Agency received 52 proposals, which were evaluated by the Steering Committee. Of the 52 proposals, the Treasury Board approved 32. The complete list of projects can be viewed on the Official Languages Branch Web site.⁵⁸ A number of them have been highlighted in boxes or are mentioned in the report under the relevant subject or part of the *Act*. The evaluation reports will be available in 2006-07.

Perceptions of official languages

Several studies⁵⁹ show that official languages rights and responsibilities are often misunderstood. In addition, some media reports do not provide an accurate portrait of the official language situation. The table below looks at some of the issues raised in the public environment over the 2005-06 fiscal year. In each case, it gives the Agency's response.

Award of excellence for the regional federal councils in the West

In June 2005, the regional federal councils in the West were given the Public Service Award of Excellence—Official Languages for their project entitled Forum 4-2-1 (four provinces, two languages, one plan). This project, which received \$60,000 from the Regional Partnerships Fund, greatly contributed to the influence of the communities in this region.

Thanks to the participation of about one hundred representatives in the official languages field, the councils of these four provinces now have a strategic multi-year plan in line with the major objectives of the federal government's *Action Plan for Official Languages*.

On this occasion, representatives found innovative solutions to address common challenges and issues in the implementation of official languages programs in the West. The solutions correspond to four major pillars: service to the public, community development, language training, leadership and culture change. The results are tangible and reinforce the common vision of the participants in the West.

58. http://www.hrma-agrh.gc.ca/ollo/innovation/projects-projets-2005-2006_e.asp

59. Studies and reports from the Office of the Commissioner of Official Languages.

Misperceptions	Facts
<p>Official languages policies discriminate against unilingual employees.</p>	<p>The federal government must provide Anglophone and Francophone Canadians equal opportunity in hiring and promotion within institutions. Close to 60 per cent (59.8 per cent) of public service positions are unilingual: 51.3 per cent require English, 4.1 per cent French, and 4.4 per cent either language. The objective of these policies is not to increase the number of bilingual positions but to ensure that employees who fill them are bilingual.</p>
<p>Official languages policies are a barrier for the career advancement of visible minorities.</p>	<p>Studies carried out on behalf of the Agency have shown that official languages policies do not seem to affect visible minorities more than other groups. In addition, language training is becoming more integrated into career planning, so that employees, including members of visible minorities, can perfect their language skills.</p>
<p>Waiting two years for language training is unacceptable.</p>	<p>The government is now carrying out a complete examination of language training delivery in order to reduce wait times and to improve language training. The government will increase its use of the private sector, which will reduce wait times.</p>
<p>Language training is too expensive.</p>	<p>Language training is a profitable investment in establishing a bilingual public service, both in terms of serving citizens and language of work. It allows the government to respect its commitment to provide equal opportunities for employment and advancement to members of both language groups.</p>

<p>Deputy Ministers have to be bilingual.</p>	<p>Deputy Ministers are appointed by the Governor in Council and so are not subject to the <i>Directive on Staffing Bilingual Positions</i>. However, Assistant Deputy Minister positions are subject to Treasury Board policies. When these positions are staffed from within the public service, incumbents must be bilingual. The vast majority of Deputy Ministers are chosen from a pool of Assistant Deputy Ministers who have reached the CBC level.</p>
<p>Sooner or later, all positions in the federal public administration have to be bilingual.</p>	<p>The linguistic model is based on “institutional bilingualism”, which is defined as the ability of the government and its institutions to communicate with the population and with its employees in both official languages. Thus, linguistic obligations are placed on institutions, not on individuals and only those positions required to meet the obligations of the <i>Act</i> are designated bilingual.</p>
<p>There are too many bilingual positions.</p>	<p>Each institution is responsible for its own designations. It is possible that some positions or functions were designated bilingual because the incumbent was or became bilingual. This practice is contrary to Section 91 of the <i>Act</i>. There are various ways an individual can contest the language requirements of a position or a function in a staffing context.</p>

Government response to the reports of various bodies

The Office of the Commissioner of Official Languages regularly carries out investigations and studies concerning the application of the *Act* in those institutions that are subject to it, and then makes recommendations. Parliamentary Committees also monitor the application of the *Act* and sometimes publish the findings of their studies. The investigation and study reports below were published over the last fiscal year. The Agency, together with the Office of the Privy Council and (later) Canadian Heritage, formulated a government response to explain how it planned to act on the recommendations.

Making it Real: Promoting Respectful Co-existence of the Two Official Languages at Work (April 2005)

The Commissioner of Official Languages looked at the factors that have a direct influence on the use of both official languages in the work environment in the bilingual regions of Quebec. The report indicates that the leadership of senior management is an essential element in the truly respectful co-existence of both official languages in institutions, and it makes eight recommendations. The institutions involved are working on appropriate follow-up measures.

Bilingualism in the Public Service of Canada (May 2005)

This report by the House of Commons Standing Committee on Official Languages discusses, in particular, language of work in

the public service, language training, staffing bilingual positions and the bilingualism bonus. The government response to this report is posted on the Official Languages Branch Web site.⁶⁰

Bridging the Digital Divide: Official Languages on the Internet (September 2005)

This report follows up on two earlier studies by the Commissioner of Official Languages. There were three objectives: promote the provision of French Internet tools, ensure equal quality content in English and French, and encourage the government to put in place a solid governance framework. In her report, the Commissioner recognizes several initiatives by the government to bridge the digital divide between English and French. She encourages the government to continue its efforts to promote the creation of French content. In view of the cultural nature of the file, Canadian Heritage coordinated the government's response, together with the institutions involved, one of which was the Agency.

Report on the Investigation of Complaints concerning the Official Languages Obligations of Canadian Airports Authorities (March 2006)

Since 1992, 21 airports have been leased to airport authorities under the *Airport Transfer Act* (the *ATA*). In so doing, Transport Canada terminated its role as the central administration for the airports that it no longer runs. This role was not taken up by the airport authorities, who consider that the wording of *ATA* excludes their head offices from its application.

60. http://www.hrma-agrh.gc.ca/reports-rapports/grsrscol-rgdrcplo_e.asp

The Commissioner recommends that the Agency determine the linguistic obligations of airport authorities under the *Act* and the *Regulations*, with a “generous interpretation” of language rights. The Agency is studying the issue and will communicate the findings of its study of the 21 airport authorities during the 2006-07 fiscal year.

Awareness and promotional activities

Forums and conferences

In order to reach its various target populations, the Agency carries out various promotional activities for official languages within institutions. Over the 2005-06 fiscal year, it participated, through guest speaking or at a booth, in a dozen forums and conferences. This participation allowed it to answer questions from numerous visitors and to distribute information leaflets. For example, the Agency took part in the National Managers’ Professional Development Forum, the Communicators Conference, the APEX Symposium, the Management Trainee Program job fair, and the Leadership Conference.

At the Official Languages Forum held in Nova Scotia on March 16, 2006 and the retreat by official languages coordinators at the Department of National Defence held on November 30, 2005, the Agency was invited to present the new *Policy on the Use of Official Languages for Communications with and Services to the Public*, the *Directive on the*

Use of Official Languages on Web Sites, and the *Directive on the Use of Official Languages in Electronic Communications*, all of which came into effect on July 15, 2005.

Official languages information campaign

Toward the end of 2005-06, in the context of creating an exemplary public service, the Agency came up with the first elements of an intensified information campaign.

With regard to Parts IV, V, VI and VII of the *Act*, the campaign will make employees more aware of their rights and obligations. The objective is to anchor linguistic duality more deeply in the fundamental values of the public service and Canadian society.

With regard to Part VII of the *Act*, the campaign will inform employees of their responsibilities toward official language minority communities, in light of the amendments made to the *Act* in 2005.

In short, this campaign seeks to open the way for a culture change and to exercise a positive influence on the attitudes and behaviour of employees. Over the course of two years, targeted activities will promote bilingual service, and will encourage employees to increase their use of English and French in regions designated as bilingual for language-of-work purposes, to correct misperceptions, to improve their knowledge of their second language, and to recognize the importance of promoting official languages.

This joint national initiative will ask for the contribution of the regional federal councils and nine institutions (Canadian Heritage, Natural Resources Canada, Via Rail, Industry Canada, the Office of the Auditor General of Canada, the Canada Border Services Agency, the Public Service Commission of Canada, Public Works and Government Services Canada, and the Public Service Human Resources Management Agency of Canada), which will manage the campaign by means of a steering committee. A strong regional presence will allow the campaign to reflect the particular needs of each region.

Les Rendez-vous de la Francophonie

For eight years now, the Agency has taken the lead in organizing, together with several institutions, *Les Rendez-vous de la Francophonie* within the Government of Canada. For two weeks, numerous institutions across the country participate in several activities for promoting Canadian

Francophonie. In March 2006, over 600 Francophones and Francophiles gathered at the Canadian Museum of Civilization in Gatineau to celebrate La Francophonie.

Official Languages Branch Web site

The Official Languages Branch Web site, created in 1997, is a precious information resource. Information posted on this site informs users of the Agency's major directions, priorities, available tools, innovative projects and good practices. The site contains a vast array of information, organized by subject.

Publications

Official languages publications produced by the Agency are outreach tools. They help raise the visibility of official languages. They also serve to increase employees' knowledge and foster a change in culture. The publications below were published during the 2005-06 fiscal year.

Agency publications (Official Languages Branch)

- The brochure *Why are there positions designated as bilingual?* explains that these designations result from legal obligations set out in the *Act*, particularly so that the public will be served in the language of its choice.
- The pamphlet *Can you get 110 per cent on your bilingual service checklist?* is a self-evaluation tool for staff assigned to serve the public, and allows an evaluation of the linguistic quality of the services provided.
- The leaflet *Ten Benefits of Learning and Using Another Language* emphasizes the benefits of a second language.
- The guide *Tips for Maintaining your New Language Skills* invites employees to maintain and use their second language in the workplace.
- The publication *Communications Between Employees* depicts communications between employees in a language-of-work context.
- The leaflets *What's New?* and *Official Languages at a Glance* provide a glimpse into the new policy instruments, situating them in their legislative framework.



VI. Conclusion – Results for Canadians

There is no doubt that the 2005-06 fiscal year saw notable progress in both the governance and the implementation of the Official Languages Program.

On the Agency side, the review of official languages policies, the creation of various tools for evaluating official languages performance, the information and awareness activities, and the funding of innovative projects through the Official Languages Innovation Program and the Regional Partnerships Fund, all illustrate the Agency's determination and capacity to strengthen monitoring and help institutions fulfil their obligations towards the public and their employees.

On the institutional side, it is important to stress the increase in bilingual capacity. The Agency notes not only an increase in the number of bilingual supervisors and incumbents in positions designated bilingual having to serve the public – who meet the requirements of their position – but also a marked increase in the number of executives who meet the requirements. As well, the Agency notes that the problem of under-representation of Anglophones in the federal public service in Quebec is starting to show improvement.

Much has been accomplished but there is still much to be done. The use of French as a language of work in regions designated as bilingual is still an issue. This situation requires constant attention on the part of senior management.

The findings of audits carried out by the Agency as well as by the Office of the Commissioner of Official Languages show there are shortcomings in active offer. The Agency also notes problems in the language quality and simultaneous release of documents published on various government Web sites.

Some objectives are more difficult to meet because of particular circumstances within certain institutions. Other objectives may require more time because they rely on a change in culture and attitudes that calls for greater effort and stronger leadership. For this reason, the Agency will continue to work closely with its principal partners. It will remind institutions of their obligation to see that Canadians receive the quality service to which they are entitled, and that this service is in both official languages where required.

VII. Statistical Appendix

List of tables

The tables that follow are grouped into four categories: A, B, C and D.

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12. Official Languages Innovation Program—Geographic Distribution of Amounts Awarded for 2003-04, 2004-05 and 2005-06
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2. Governance Structure of Official Languages
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Data sources

There are four data sources:

- *Burolis* is the official directory of offices and points of service that indicates whether they have or do not have the obligation to communicate with the public in both official languages, as required by the *Act* or the *Regulations*.
- The Official Languages Information System (OLIS) was replaced in 1994 by the Position and Classification Information System (PCIS).
- The Position and Classification Information System (PCIS) covers the “positions” and employees of institutions that are part of the core public administration.
- The Official Languages Information System II (OLIS II), created in 1990–91, provides information on the resources of institutions that are not part of the core public administration (Crown corporations and separate employers).

The reference year for the data in the statistical tables differs according to the system:

- March 31, 2006, for the PCIS and *Burolis* (institutions that are part of the core public administration)
- December 31, 2005, for OLIS II (institutions that are not part of the core public administration)

Although the reference years differ, the data used for reporting purposes refer to the same fiscal year. Therefore, the same fiscal year is used in the statistical tables for the two data systems, in order to simplify their presentation and to allow comparisons between them.

Technical notes and definitions

Throughout this report, the term “positions” refers to positions staffed for an indeterminate period or a period of three months or more, according to the data available in the PCIS. The term “resources” refers to the resources needed to meet obligations on an ongoing basis, according to the data available in OLIS II.

Numbers have been rounded off to the nearest decimal, which means that percentages in the tables do not always total 100 per cent.

The data in this report concerning employees in the core public administration are taken from the PCIS and differ slightly from those in the Incumbent System,⁶¹ which is used to produce various Agency reports.

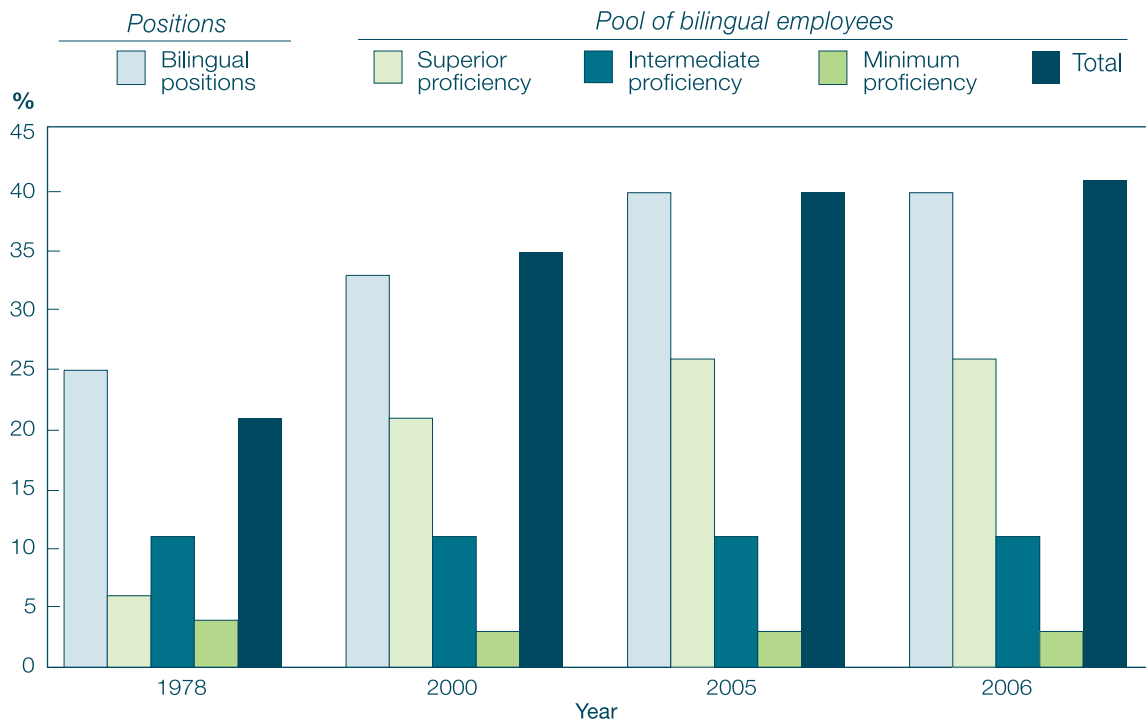
Interpretation and validity of the data

The tables contain some historical data. However, because of adjustments made over the years (for example, the creation, transformation, or dissolution of some departments or agencies), comparisons cannot always be made.

61. The total population of the core public administration according to the Position and Classification Information System is 177,779, compared with 177,502, according to the Incumbent System, as of March 31, 2006.

Table 1

Bilingual Positions and the Pool of Bilingual Employees in the Core Public Administration



Source: Position and Classification Information System (PCIS)

Technical Notes

Bilingual Positions refer to positions in which all or part of the duties must be performed in English and French.

The pool of bilingual employees is made up of incumbents whose Second Language Evaluation (SLE)* results in oral interaction (understanding and speaking) appears in the PCIS. It should be noted that the SLE assesses employees' skills regardless of the language requirements of their position.

The pool of bilingual employees consists of three categories:

- Superior proficiency of incumbent — (SLE results at level C or E** and data on bilingual positions requiring code P***);
- Intermediate proficiency of incumbent — (SLE results at level B);
- Minimum proficiency of incumbent — (SLE results at level A).

* Second Language Evaluation (SLE) — a language test that the Public Service Commission uses to determine second-language proficiency.

** Level E means that the incumbent does not need to be tested again (the incumbent is exempted).

*** Code P means that the incumbent has been tested by the institution for specialized proficiency (e.g. interpretation).

Since December 2005, the term "core public administration" has been used to refer to institutions for which the Treasury Board is the employer.

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
2005	65,884	39.7%	84,200	50.8%	7,490	4.5%	8,022	4.8%	235	0.1%	165,831
2006	71,269	40.1%	91,284	51.3%	7,247	4.1%	7,848	4.4%	131	0.1%	177,779

Source: Position and Classification Information System (PCIS)

Technical Notes

The language requirements of positions are determined on the basis of the specific needs of institutions arising from their language obligations. Positions are identified according to the following categories:

- Bilingual — positions in which all or part of the duties must be performed in English and French;
- English Essential — positions in which all the duties must be performed in English;
- French Essential — positions in which all the duties must be performed in French;
- English or French Essential (either/or) — positions in which all the duties can be performed in English or French, as the employee chooses.

Incomplete Records refer to the number of positions for which data on language requirements are incorrect or missing.

Since December 2005, the term “core public administration” has been used to refer to institutions for which the Treasury Board is the employer.

Table 3

Language Requirements of Positions in the Core Public Administration by Region

Region	Bilingual Positions		Unilingual Positions		Incomplete Records		Total
Western and Northern Canada	1,730	4.6%	36,270	95.4%	0	0.0%	38,000
Ontario (excluding NCR*)	2,465	10.5%	21,048	89.5%	10	0.0%	23,523
NCR	48,396	65.0%	25,959	34.9%	110	0.1%	74,465
Quebec (excluding NCR)	13,773	65.4%	7,290	34.6%	4	0.0%	21,067
New Brunswick	2,965	49.9%	2,969	50.0%	5	0.1%	5,939
Other Atlantic Provinces	1,531	11.2%	12,137	88.8%	0	0.0%	13,668
Outside Canada	409	36.6%	706	63.2%	2	0.2%	1,117
Total	71,269	40.1%	106,379	59.8%	131	0.1%	177,779

Linguistic Capacity outside Canada	939	84.1%	178	15.9%	0	0.0%	1,117
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* National Capital Region

Note: See Table 17 for a breakdown by province or territory.

Source: Position and Classification Information System (PCIS), 2006

Technical Notes

The language requirements of positions are determined on the basis of the specific needs of institutions arising from their language obligations. Positions are designated as bilingual or unilingual.

Bilingual Positions refer to positions in which all or part of the duties must be performed in English and French.

Unilingual Positions refer to positions designated as follows:

- English Essential — positions in which all the duties must be performed in English;
- French Essential — positions in which all the duties must be performed in French;
- English or French Essential (either/or) — positions in which all the duties can be performed in English or French, as the employee chooses.

Incomplete Records refer to the number of positions for which data on language requirements are incorrect or missing.

Linguistic Capacity outside Canada refers to all rotational positions outside of Canada, most of which are in Foreign Affairs Canada and International Trade Canada, that are staffed from a pool of employees with similar skills. It is important to note that the linguistic capacity outside Canada is higher than the percentage of bilingual positions due to the fact that many bilingual employees occupy unilingual positions. Consequently, offices outside Canada are able to meet their official languages obligations.

Since December 2005, the term “core public administration” has been used to refer to institutions for which the Treasury Board is the employer.

Table 4

Bilingual Positions in the Core Public Administration— Linguistic Status of Incumbents

Year	Meet		Do not Meet				Incomplete Records		Total
			Exempted		Must Meet				
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
2005	58,279	88.5%	3,889	5.9%	2,050	3.1%	1,666	2.5%	65,884
2006	63,756	89.5%	3,772	5.3%	1,474	2.1%	2,267	3.2%	71,269

Source: Position and Classification Information System (PCIS)

Technical Notes

The linguistic status of incumbents consists of two categories:

- Meet, that is, incumbents who meet the language requirements of their position;
- Do not Meet, that is, incumbents who do not meet the language requirements of their position.

This second category is divided into two sub-categories:

- Exempted, that is, incumbents who are not required to meet the linguistic requirements of their position because they fulfil specific criteria under government policies;
- Must Meet, that is, incumbents who must meet the language requirements of their positions in accordance with the *Public Service Official Languages Exclusion Approval Order*.

Incomplete Records refer to the number of positions for which data on language requirements are incorrect or missing.

Since December 2005, the term “core public administration” has been used to refer to institutions for which the Treasury Board is the employer.

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
2005	20,514	31.1%	42,479	64.5%	1,011	1.5%	1,880	2.9%	65,884
2006	22,216	31.2%	45,674	64.1%	1,000	1.4%	2,379	3.3%	71,269

Source: Position and Classification Information System (PCIS)

Technical Notes

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;
- Level C — superior proficiency.

The “Other” category refers to positions either requiring code P or those not requiring any second-language oral interaction skills. Code P means that the incumbent has been tested by the institution for specialized proficiency (e.g. interpretation).

In this table, the levels required in the second-language proficiency (A, B, C, and Other) refer only to oral interaction (understanding and speaking).

Since December 2005, the term “core public administration” has been used to refer to institutions for which the Treasury Board is the employer.

Table 6

Service to the Public—Bilingual Positions in the Core Public Administration—Linguistic Status of Incumbents

Year	Meet		Do not Meet				Incomplete Records		Total
			Exempted		Must Meet				
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
2005	36,786	88.6%	2,362	5.7%	1,340	3.2%	1,050	2.5%	41,538
2006	40,252	89.9%	2,266	5.1%	910	2.0%	1,325	3.0%	44,753

Source: Position and Classification Information System (PCIS)

Technical Notes

The linguistic status of incumbents consists of two categories:

- Meet, that is, incumbents who meet the language requirements of their position;
- Do not Meet, that is, incumbents who do not meet the language requirements of their position.

This second category is divided into two sub-categories:

- Exempted, that is, incumbents who are not required to meet the linguistic requirements of their position because they fulfil specific criteria under government policies;
- Must Meet, that is, incumbents who must meet the language requirements of their positions in accordance with the *Public Service Official Languages Exclusion Approval Order*.

Incomplete Records refer to the number of positions for which data on language requirements are incorrect or missing.

Since December 2005, the term “core public administration” has been used to refer to institutions for which the Treasury Board is the employer.

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
2005	14,248	34.3%	26,493	63.8%	565	1.4%	232	0.6%	41,538
2006	15,071	33.7%	28,712	64.2%	581	1.3%	389	0.9%	44,753

Source: Position and Classification Information System (PCIS)

Technical Notes

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;
- Level C — superior proficiency.

The “Other” category refers to positions either requiring code P or those not requiring any second-language oral interaction skills. Code P means that the incumbent has been tested by the institution for specialized proficiency (e.g. interpretation).

In this table, the levels required in the second-language proficiency (A, B, C, and Other) refer only to oral interaction (understanding and speaking).

Since December 2005, the term “core public administration” has been used to refer to institutions for which the Treasury Board is the employer.

Table 8

Personal and Central Services—Bilingual Positions in the Core Public Administration—Linguistic Status of Incumbents

Year	Meet		Do not Meet				Incomplete Records		Total
			Exempted		Must Meet				
2005	38,225	88.6%	2,516	5.8%	1,279	3.0%	1,111	2.6%	43,131
2006	42,016	89.8%	2,582	5.5%	923	2.0%	1,284	2.7%	46,805

Source: Position and Classification Information System (PCIS)

Technical Notes

IMPORTANT: To take into account the monitoring and reporting requirements set out in Treasury Board policies, this table has been amended to include all employees providing personal and central services to employees located in regions designated as bilingual for language-of-work purposes. To maintain a basis for comparison, the 2005 data in the table have been adjusted from the table in the 2004-05 Annual Report on Official Languages.

This table presents the linguistic status of incumbents in bilingual positions providing personal and central services within the core public administration, that is, positions in which there is a requirement to provide services (such as administrative services and pay and benefits services) in both official languages in regions designated as bilingual. These regions are the National Capital Region, New Brunswick, parts of Northern and Eastern Ontario, the bilingual region of Montréal, and parts of the Eastern Townships, the Gaspé, and Western Quebec.

The linguistic status of incumbents consists of two categories:

- Meet, that is, incumbents who meet the language requirements of their position;
- Do not Meet, that is, incumbents who do not meet the language requirements of their position.

This second category is divided into two sub-categories:

- Exempted, that is, incumbents who are not required to meet the linguistic requirements of their position because they fulfil specific criteria under government policies;
- Must Meet, that is, incumbents who must meet the language requirements of their positions in accordance with the *Public Service Official Languages Exclusion Approval Order*.

Incomplete Records refer to the number of positions for which data on language requirements are incorrect or missing.

Since December 2005, the term “core public administration” has been used to refer to institutions for which the Treasury Board is the employer.

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
2005	13,834	32.1%	27,655	64.1%	352	0.8%	1,290	3.0%	43,131
2006	15,540	33.2%	29,548	63.1%	326	0.7%	1,391	3.0%	46,805

Source: Position and Classification Information System (PCIS)

Technical Notes

IMPORTANT: To take into account the monitoring and reporting requirements set out in Treasury Board policies, this table has been amended to include all employees providing personal and central services to employees located in regions designated as bilingual for language-of-work purposes. To maintain a basis for comparison, the 2005 data in the table have been adjusted from the table in the 2004-05 Annual Report on Official Languages.

This table presents the required level of second-language proficiency of incumbents in bilingual positions providing personal and central services within the core public administration, that is, positions in which there is a requirement to provide services (such as administrative services and pay and benefits services) in both official languages in regions designated as bilingual. These regions are the National Capital Region, New Brunswick, parts of Northern and Eastern Ontario, the bilingual region of Montréal, and parts of the Eastern Townships, the Gaspé, and Western Quebec.

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;
- Level C — superior proficiency.

The “Other” category refers to positions either requiring code P or those not requiring any second-language oral interaction skills. Code P means that the incumbent has been tested by the institution for specialized proficiency (e.g. interpretation).

In this table, the levels required in the second-language proficiency (A, B, C, and Other) refer only to oral interaction (understanding and speaking).

Since December 2005, the term “core public administration” has been used to refer to institutions for which the Treasury Board is the employer.

Table 10

Supervision—Bilingual Positions in the Core Public Administration—Linguistic Status of Incumbents

Year	Meet		Do not Meet				Incomplete Records		Total
			Exempted		Must Meet				
2005	14,004	84.9%	946	5.7%	1,160	7.0%	393	2.4%	16,503
2006	15,319	87.0%	1,066	6.1%	732	4.2%	491	2.8%	17,608

Source: Position and Classification Information System (PCIS)

Technical Notes

IMPORTANT: To take into account the monitoring and reporting requirements set out in Treasury Board policies, this table has been amended to include all personnel across Canada who supervise employees located in regions designated as bilingual for language-of-work purposes. To maintain a basis for comparison, the 2005 data in the table have been adjusted from the table in the 2004-05 Annual Report on Official Languages.

This table presents the linguistic status of incumbents in bilingual positions in the core public administration with supervisory responsibilities (including EX positions) of employees located in regions designated as bilingual. These regions are the National Capital Region, New Brunswick, parts of Northern and Eastern Ontario, the bilingual region of Montréal, and parts of the Eastern Townships, the Gaspé, and Western Quebec.

The linguistic status of incumbents consists of two categories:

- Meet, that is, incumbents who meet the language requirements of their position;
- Do not Meet, that is, incumbents who do not meet the language requirements of their position.

This second category is divided into two sub-categories:

- Exempted, that is, incumbents who are not required to meet the linguistic requirements of their position because they fulfil specific criteria under government policies;
- Must Meet, that is, incumbents who must meet the language requirements of their positions in accordance with the *Public Service Official Languages Exclusion Approval Order*.

Incomplete Records refer to the number of positions for which data on language requirements are incorrect or missing.

Since December 2005, the term “core public administration” has been used to refer to institutions for which the Treasury Board is the employer.

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
2005	8,219	49.8%	8,152	49.4%	69	0.4%	63	0.4%	16,503
2006	8,846	50.2%	8,569	48.7%	70	0.4%	123	0.7%	17,608

Source: Position and Classification Information System (PCIS)

Technical Notes

IMPORTANT: To take into account the monitoring and reporting requirements set out in Treasury Board policies, this table has been amended to include all personnel across Canada who supervise employees located in regions designated as bilingual for language-of-work purposes. To maintain a basis for comparison, the 2005 data in the table have been adjusted from the table in the 2004-05 Annual Report on Official Languages.

This table presents the level of second-language proficiency required for bilingual positions within the core public administration with supervisory responsibilities (including EX positions) of employees located in regions designated as bilingual. These regions are the National Capital Region, New Brunswick, parts of Northern and Eastern Ontario, the bilingual region of Montréal, and parts of the Eastern Townships, the Gaspé, and Western Quebec.

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;
- Level C — superior proficiency.

The “Other” category refers to positions either requiring code P or those not requiring any second-language oral interaction skills. Code P applies to employees who have been tested by the institution for specialized proficiency (e.g. interpretation).

In this table, the levels required in the second-language proficiency (A, B, C, and Other) refer only to oral interaction (understanding and speaking).

Since December 2005, the term “core public administration” has been used to refer to institutions for which the Treasury Board is the employer.

Table 12

Participation of Anglophones and Francophones in the Core Public Administration by Region

Region	1978		2000		2005		2006	
Western and Northern Canada								
Anglophones	48,785	98.8%	31,238	97.6%	34,700	97.6%	37,088	97.6%
Francophones	610	1.2%	762	2.4%	853	2.4%	912	2.4%
Unknown	0	0.0%	0	0.0%	0	0.0%	0	0.0%
Total	49,395		32,000		35,553		38,000	
Ontario (excluding NCR*)								
Anglophones	33,536	97.1%	18,529	93.1%	19,547	95.0%	22,390	95.2%
Francophones	988	2.9%	1,366	6.9%	1,036	5.0%	1,133	4.8%
Unknown	0	0.0%	0	0.0%	0	0.0%	0	0.0%
Total	34,524		19,895		20,583		23,523	
NCR								
Anglophones	47,862	68.0%	31,656	59.0%	41,265	58.4%	43,697	58.7%
Francophones	22,478	32.0%	22,035	41.0%	29,348	41.6%	30,768	41.3%
Unknown	0	0.0%	0	0.0%	0	0.0%	0	0.0%
Total	70,340		53,691		70,613		74,465	
Quebec (excluding NCR)								
Anglophones	2,525	8.4%	1,405	7.5%	1,353	6.9%	1,630	7.7%
Francophones	27,397	91.6%	17,406	92.5%	18,250	93.1%	19,437	92.3%
Unknown	0	0.0%	0	0.0%	0	0.0%	0	0.0%
Total	29,922		18,811		19,603		21,067	
New Brunswick								
Anglophones	5,650	83.5%	3,247	62.4%	3,249	59.5%	3,486	58.7%
Francophones	1,113	16.5%	1,960	37.6%	2,215	40.5%	2,453	41.3%
Unknown	0	0.0%	0	0.0%	0	0.0%	0	0.0%
Total	6,763		5,207		5,464		5,939	
Other Atlantic Provinces								
Anglophones	18,805	97.9%	11,912	95.8%	12,489	95.4%	12,982	95.0%
Francophones	407	2.1%	522	4.2%	608	4.6%	686	5.0%
Unknown	0	0.0%	0	0.0%	0	0.0%	0	0.0%
Total	19,212		12,434		13,097		13,668	
Outside Canada								
Anglophones	1,316	76.1%	721	71.1%	641	69.8%	752	67.3%
Francophones	413	23.9%	293	28.9%	277	30.2%	365	32.7%
Unknown	0	0.0%	0	0.0%	0	0.0%	0	0.0%
Total	1,729		1,014		918		1,117	
All Regions								
Anglophones	158,479	74.8%	98,708	69.0%	113,244	68.3%	122,025	68.6%
Francophones	53,406	25.2%	44,344	31.0%	52,587	31.7%	55,754	31.4%
Unknown	0	0.0%	0	0.0%	0	0.0%	0	0.0%
Total	211,885		143,052		165,831		177,779	

* National Capital Region

Note: See Table 18 for a breakdown by province or territory.

Source: Position and Classification Information System (PCIS)

Technical Notes for Table 12

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 (that is, the official language in which they are generally most proficient).

Since December 2005, the term “core public administration” has been used to refer to institutions for which the Treasury Board is the employer.

Table 13

Participation of Anglophones and Francophones in the Core Public Administration by Occupational Category

Category	1978		2000		2005		2006	
Management (EX)								
Anglophones	914	81.7%	2,257	72.7%	2,718	70.7%	2,881	70.5%
Francophones	205	18.3%	849	27.3%	1,129	29.3%	1,206	29.5%
Unknown	0	0.0%	0	0.0%	0	0.0%	0	0.0%
Total	1,119		3,106		3,847		4,087	
Scientific and Professional								
Anglophones	18,315	80.9%	13,137	74.5%	18,078	74.9%	18,752	74.3%
Francophones	4,318	19.1%	4,489	25.5%	6,056	25.1%	6,495	25.7%
Unknown	0	0.0%	0	0.0%	0	0.0%	0	0.0%
Total	22,633		17,626		24,134		25,247	
Administrative and Foreign Service								
Anglophones	35,131	73.6%	33,654	64.3%	43,037	62.2%	50,024	63.4%
Francophones	12,579	26.4%	18,661	35.7%	26,122	37.8%	28,844	36.6%
Unknown	0	0.0%	0	0.0%	0	0.0%	0	0.0%
Total	47,710		52,315		69,159		78,868	
Technical								
Anglophones	21,054	82.3%	11,324	75.4%	12,754	75.7%	12,919	75.7%
Francophones	4,541	17.7%	3,703	24.6%	4,105	24.3%	4,151	24.3%
Unknown	0	0.0%	0	0.0%	0	0.0%	0	0.0%
Total	25,595		15,027		16,859		17,070	
Administrative Support								
Anglophones	45,865	69.6%	22,609	65.9%	21,794	67.5%	22,448	68.3%
Francophones	20,066	30.4%	11,702	34.1%	10,507	32.5%	10,436	31.7%
Unknown	0	0.0%	0	0.0%	0	0.0%	0	0.0%
Total	65,931		34,311		32,301		32,884	
Operational								
Anglophones	37,200	76.1%	15,727	76.1%	14,863	76.1%	15,001	76.4%
Francophones	11,697	23.9%	4,940	23.9%	4,668	23.9%	4,622	23.6%
Unknown	0	0.0%	0	0.0%	0	0.0%	0	0.0%
Total	48,897		20,667		19,531		19,623	
All Categories								
Anglophones	158,479	74.8%	98,708	69.0%	113,244	68.3%	122,025	68.6%
Francophones	53,406	25.2%	44,344	31.0%	52,587	31.7%	55,754	31.4%
Unknown	0	0.0%	0	0.0%	0	0.0%	0	0.0%
Total	211,885		143,052		165,831		177,779	

Source: Position and Classification Information System (PCIS)

Technical Notes for Table 13

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 (that is, the official language in which they are generally most proficient).

Since December 2005, the term “core public administration” has been used to refer to institutions for which the Treasury Board is the employer.

Table 14

Participation of Anglophones and Francophones in Institutions that are not part of the Core Public Administration by Region

Region	1992		2000		2005		2006	
Western and Northern Canada								
Anglophones	69,255	90.5%	74,245	93.6%	84,109	93.4%	86,960	95.9%
Francophones	4,695	6.1%	3,880	4.9%	3,724	4.1%	3,722	4.1%
Unknown	2,576	3.4%	1,159	1.5%	2,234	2.5%	0	0.0%
Total	76,526		79,284		90,067		90,682	
Ontario (excluding NCR*)								
Anglophones	57,427	90.0%	62,537	90.6%	72,435	90.8%	74,787	93.0%
Francophones	4,827	7.6%	4,770	6.9%	5,371	6.7%	5,603	7.0%
Unknown	1,532	2.4%	1,747	2.5%	1,956	2.5%	0	0.0%
Total	63,786		69,054		79,762		80,390	
NCR								
Anglophones	20,524	66.2%	23,703	65.9%	26,186	66.4%	26,459	66.8%
Francophones	10,427	33.7%	12,198	33.9%	13,178	33.4%	13,173	33.2%
Unknown	33	0.1%	76	0.2%	73	0.2%	0	0.0%
Total	30,984		35,977		39,437		39,632	
Quebec (excluding NCR)								
Anglophones	7,725	15.4%	7,664	15.1%	7,695	14.6%	8,491	16.0%
Francophones	41,800	83.2%	41,675	82.2%	44,490	84.5%	44,710	84.0%
Unknown	730	1.5%	1,352	2.7%	476	0.9%	0	0.0%
Total	50,255		50,691		52,661		53,201	
New Brunswick								
Anglophones	8,132	74.9%	6,552	73.6%	7,207	74.9%	7,186	74.9%
Francophones	2,465	22.7%	2,290	25.7%	2,396	24.9%	2,410	25.1%
Unknown	260	2.4%	65	0.7%	14	0.1%	0	0.0%
Total	10,857		8,907		9,617		9,596	
Other Atlantic Provinces								
Anglophones	26,997	91.1%	21,691	90.6%	22,185	92.1%	22,588	92.9%
Francophones	2,520	8.5%	2,078	8.7%	1,748	7.3%	1,734	7.1%
Unknown	112	0.4%	182	0.8%	153	0.6%	0	0.0%
Total	29,629		23,951		24,086		24,322	
Outside Canada								
Anglophones	5,970	72.0%	831	76.7%	414	54.7%	737	72.8%
Francophones	2,322	28.0%	245	22.6%	342	45.2%	276	27.2%
Unknown	0	0.0%	8	0.7%	1	0.1%	0	0.0%
Total	8,292		1,084		757		1,013	
All Regions								
Anglophones	196,030	72.5%	197,223	73.3%	220,231	74.3%	227,208	76.0%
Francophones	69,056	25.5%	67,136	25.0%	71,249	24.0%	71,628	24.0%
Unknown	5,243	1.9%	4,589	1.7%	4,907	1.7%	0	0.0%
Total	270,329		268,948		296,387		298,836	

* National Capital Region

Note: See Table 19 for a breakdown by province or territory.

Source: Official Languages Information System II (OLIS II)

Technical Notes for Table 14

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 (that is, the official language in which they are generally most proficient).

Since December 2005, the term “core public administration” has been used to refer to institutions for which the Treasury Board is the employer.

Table 15

Participation of Anglophones and Francophones in Institutions that are not part of the Core Public Administration by Occupational or Equivalent Category

Category	1992		2000		2005		2006	
Management								
Anglophones	5,168	71.7%	5,215	73.5%	9,066	75.5%	9,487	75.9%
Francophones	1,895	26.3%	1,790	25.2%	2,895	24.1%	3,006	24.1%
Unknown	146	2.0%	90	1.3%	45	0.4%	0	0.0%
Total	7,209		7,095		12,006		12,493	
Professionals								
Anglophones	8,458	72.9%	15,044	73.6%	17,627	73.1%	18,197	73.5%
Francophones	3,106	26.8%	5,326	26.1%	6,468	26.8%	6,567	26.5%
Unknown	38	0.3%	62	0.3%	6	0.0%	0	0.0%
Total	11,602		20,432		24,101		24,764	
Specialists and Technicians								
Anglophones	12,453	70.6%	35,678	75.3%	35,614	75.6%	36,484	76.1%
Francophones	5,082	28.8%	11,238	23.7%	11,141	23.6%	11,439	23.9%
Unknown	110	0.6%	471	1.0%	354	0.8%	0	0.0%
Total	17,645		47,387		47,109		47,923	
Administrative Support								
Anglophones	16,232	68.1%	23,750	68.7%	23,063	69.7%	22,843	70.8%
Francophones	7,084	29.7%	10,440	30.2%	9,692	29.3%	9,440	29.2%
Unknown	525	2.2%	371	1.1%	333	1.0%	0	0.0%
Total	23,841		34,561		33,088		32,283	
Operational								
Anglophones	66,547	71.9%	64,042	73.5%	78,742	75.2%	83,780	79.3%
Francophones	21,522	23.3%	19,496	22.4%	21,744	20.8%	21,874	20.7%
Unknown	4,423	4.8%	3,595	4.1%	4,169	4.0%	0	0.0%
Total	92,492		87,133		104,655		105,654	
Canadian Forces and Regular Members of the RCMP*								
Anglophones	87,172	74.2%	53,494	73.9%	56,119	74.4%	56,417	74.5%
Francophones	30,367	25.8%	18,846	26.1%	19,309	25.6%	19,302	25.5%
Unknown	1	0.0%	0	0.0%	0	0.0%	0	0.0%
Total	117,540		72,340		75,428		75,719	
All Categories								
Anglophones	196,030	72.5%	197,223	73.3%	220,231	74.3%	227,208	76.0%
Francophones	69,056	25.5%	67,136	25.0%	71,249	24.0%	71,628	24.0%
Unknown	5,243	1.9%	4,589	1.7%	4,907	1.7%	0	0.0%
Total	270,329		268,948		296,387		298,836	

* Royal Canadian Mounted Police

Source: Official Languages Information System II (OLIS II)

Technical Notes for Table 15

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 (that is, the official language in which they are generally most proficient).

Since December 2005, the term “core public administration” has been used to refer to institutions for which the Treasury Board is the employer.

Table 15.A

Participation of Anglophones and Francophones in the Canadian Forces (not part of the Core Public Administration)

Category	1992		2000		2005		2006	
Generals								
Anglophones			58	77.3%	52	74.3%	53	72.6%
Francophones			17	22.7%	18	25.7%	20	27.4%
Unknown			0	0.0%	0	0.0%	0	0.0%
Total			75		70		73	
Officers								
Anglophones			9,696	74.9%	10,741	75.9%	10,892	76.1%
Francophones			3,242	25.1%	3,412	24.1%	3,430	23.9%
Unknown			0	0.0%	0	0.0%	0	0.0%
Total			12,938		14,153		14,322	
Other Ranks								
Anglophones			32,476	71.5%	33,761	71.5%	33,585	71.5%
Francophones			12,930	28.5%	13,444	28.5%	13,377	28.5%
Unknown			0	0.0%	0	0.0%	0	0.0%
Total			45,406		47,205		46,962	
All Categories								
Anglophones	87,172	74.2%	42,230	72.3%	44,554	72.5%	44,530	72.6%
Francophones	30,367	25.8%	16,189	27.7%	16,874	27.5%	16,827	27.4%
Unknown	1	0.0%	0	0.0%	0	0.0%	0	0.0%
Total	117,540		58,419		61,428		61,357	

Note: In 1992, this breakdown by category was not available for the Canadian Forces.

Source: Official Languages Information System II (OLIS II)

Technical Notes

Table 15.A is a subset of Table 15.

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 (that is, the official language in which they are generally most proficient).

Since December 2005, the term “core public administration” has been used to refer to institutions for which the Treasury Board is the employer.

Table 15.B

**Participation of Anglophone and Francophone Regular Members of the RCMP*
(not part of the Core Public Administration)**

Category	1992	2000	2005	2006
Officers				
Anglophones		322 81.5%	355 81.4%	362 80.6%
Francophones		73 18.5%	81 18.6%	87 19.4%
Unknown		0 0.0%	0 0.0%	0 0.0%
Total		395	436	449
Non-commissioned officers				
Anglophones		3,973 83.1%	3,797 82.2%	3,953 81.2%
Francophones		809 16.9%	824 17.8%	915 18.8%
Unknown		0 0.0%	0 0.0%	0 0.0%
Total		4,782	4,621	4,868
Constables				
Anglophones		6,969 79.7%	7,413 82.9%	7,572 83.7%
Francophones		1,775 20.3%	1,530 17.1%	1,473 16.3%
Unknown		0 0.0%	0 0.0%	0 0.0%
Total		8,744	8,943	9,045
All Categories				
Anglophones		11,264 80.9%	11,565 82.6%	11,887 82.8%
Francophones		2,657 19.1%	2,435 17.4%	2,475 17.2%
Unknown		0 0.0%	0 0.0%	0 0.0%
Total		13,921	14,000	14,362

* Royal Canadian Mounted Police

Note: In 1992, this breakdown by category was not available for regular members of the RCMP.

Source: Official Languages Information System II (OLIS II)

Technical Notes

Table 15.B is a subset of Table 15.

For more information on the composition of the RCMP workforce, please consult the organization's annual report.

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 (that is, the official language in which they are generally most proficient).

Since December 2005, the term "core public administration" has been used to refer to institutions for which the Treasury Board is the employer.

Table 16

Participation of Anglophones and Francophones in all Institutions subject to the *Official Languages Act* by Region

Region	2000		2005		2006	
Western and Northern Canada						
Anglophones	105,483	94.8%	118,809	94.6%	124,048	96.4%
Francophones	4,642	4.2%	4,577	3.6%	4,634	3.6%
Unknown	1,159	1.0%	2,234	1.8%	0	0.0%
Total	111,284		125,620		128,682	
Ontario (excluding NCR*)						
Anglophones	81,066	91.1%	91,982	91.7%	97,177	93.5%
Francophones	6,136	6.9%	6,407	6.4%	6,736	6.5%
Unknown	1,747	2.0%	1,956	1.9%	0	0.0%
Total	88,949		100,345		103,913	
NCR						
Anglophones	55,359	61.7%	67,451	61.3%	70,156	61.5%
Francophones	34,233	38.2%	42,526	38.6%	43,941	38.5%
Unknown	76	0.1%	73	0.1%	0	0.0%
Total	89,668		110,050		114,097	
Quebec (excluding NCR)						
Anglophones	9,069	13.0%	9,048	12.5%	10,121	13.6%
Francophones	59,081	85.0%	62,740	86.8%	64,147	86.4%
Unknown	1,352	1.9%	476	0.7%	0	0.0%
Total	69,502		72,264		74,268	
New Brunswick						
Anglophones	9,799	69.4%	10,456	69.3%	10,672	68.7%
Francophones	4,250	30.1%	4,611	30.6%	4,863	31.3%
Unknown	65	0.5%	14	0.1%	0	0.0%
Total	14,114		15,081		15,535	
Other Atlantic Provinces						
Anglophones	33,603	92.4%	34,674	93.3%	35,570	93.6%
Francophones	2,600	7.1%	2,356	6.3%	2,420	6.4%
Unknown	182	0.5%	153	0.4%	0	0.0%
Total	36,385		37,183		37,990	
Outside Canada						
Anglophones	1,552	74.0%	1,055	63.0%	1,489	69.9%
Francophones	538	25.6%	619	37.0%	641	30.1%
Unknown	8	0.4%	1	0.1%	0	0.0%
Total	2,098		1,675		2,130	
All Regions						
Anglophones	295,931	71.8%	333,475	72.1%	349,233	73.3%
Francophones	111,480	27.1%	122,846	26.6%	127,382	26.7%
Unknown	4,589	1.1%	4,907	1.1%	0	0.0%
Total	412,000		462,218		476,615	

* National Capital Region

Note: See Table 20 for a breakdown by province or territory.

Sources: Position and Classification Information System (PCIS) and Official Languages Information System II (OLIS II)

Technical Notes for Table 16

Data from Table 12 and Table 14 are combined to present a global portrait of the participation of Anglophones and Francophones in all institutions subject to the *Official Languages Act* (the *Act*) by region, that is, all organizations that, under other federal legislation, are subject to the *Act* or parts thereof, such as Air Canada and designated airport authorities.

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 (that is, the official language in which they are generally most proficient).

Table 17

Language Requirements of Positions in the Core Public Administration by Province or Territory

Province or Territory	Bilingual		Unilingual Positions						Incomplete Records		Total
			English Essential		French Essential		English or French Essential				
British Columbia	532	3.3%	15,500	96.5%	0	0.0%	29	0.2%	0	0.0%	16,061
Alberta	426	4.5%	9,064	95.2%	0	0.0%	30	0.3%	0	0.0%	9,520
Saskatchewan	180	4.0%	4,320	95.9%	0	0.0%	3	0.1%	0	0.0%	4,503
Manitoba	542	7.9%	6,283	92.0%	0	0.0%	7	0.1%	0	0.0%	6,832
Ontario (excluding NCR*)	2,465	10.5%	20,818	88.5%	0	0.0%	230	1.0%	10	0.0%	23,523
NCR	48,396	65.0%	19,338	26.0%	219	0.3%	6,402	8.6%	110	0.1%	74,465
Quebec (excluding NCR)	13,773	65.4%	122	0.6%	7,000	33.2%	168	0.8%	4	0.0%	21,067
New Brunswick	2,965	49.9%	2,771	46.7%	28	0.5%	170	2.9%	5	0.1%	5,939
Prince Edward Island	493	28.1%	1,259	71.7%	0	0.0%	3	0.2%	0	0.0%	1,755
Nova Scotia	965	10.9%	7,803	87.9%	0	0.0%	108	1.2%	0	0.0%	8,876
Newfoundland and Labrador	73	2.4%	2,964	97.6%	0	0.0%	0	0.0%	0	0.0%	3,037
Yukon	20	6.6%	282	92.8%	0	0.0%	2	0.7%	0	0.0%	304
Northwest Territories	23	3.7%	593	96.3%	0	0.0%	0	0.0%	0	0.0%	616
Nunavut	7	4.3%	157	95.7%	0	0.0%	0	0.0%	0	0.0%	164
Outside Canada	409	36.6%	10	0.9%	0	0.0%	696	62.3%	2	0.2%	1,117
Total	71,269	40.1%	91,284	51.3%	7,247	4.1%	7,848	4.4%	131	0.1%	177,779

Linguistic Capacity Outside Canada	939	84.1%	178	15.9% (all unilingual incumbents)	0	0.0%	1,117
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* National Capital Region

Note: See Table 3 for a breakdown by region.

Source: Position and Classification Information System (PCIS), 2006

Technical Notes for Table 17

The language requirements of positions are determined on the basis of the specific needs of institutions arising from their language obligations. Positions are designated as bilingual or unilingual.

Bilingual Positions mean positions in which all or part of the duties must be performed in English and French.

Unilingual Positions mean positions designated as follows:

- English Essential — positions in which all the duties must be performed in English;
- French Essential — positions in which all the duties must be performed in French;
- English or French Essential (either/or) — positions in which all the duties can be performed in English or French, as the employee chooses.

Incomplete Records refer to the number of positions for which data on language requirements are incorrect or missing.

Linguistic Capacity outside Canada means all rotational positions outside of Canada, most of which are in Foreign Affairs Canada and International Trade Canada, that are staffed from a pool of employees with similar skills. It is important to note that the linguistic capacity outside Canada is higher than the percentage of bilingual positions due to the fact that many bilingual employees occupy unilingual positions. Consequently, offices outside Canada are able to meet their official languages obligations.

Since December 2005, the term “core public administration” has been used to refer to institutions for which the Treasury Board is the employer.

Table 18

Participation of Anglophones and Francophones in the Core Public Administration by Province or Territory

Province or Territory	Anglophones		Francophones		Unknown		Total
British Columbia	15,768	98.2%	293	1.8%	0	0.0%	16,061
Alberta	9,288	97.6%	232	2.4%	0	0.0%	9,520
Saskatchewan	4,439	98.6%	64	1.4%	0	0.0%	4,503
Manitoba	6,548	95.8%	284	4.2%	0	0.0%	6,832
Ontario (excluding NCR*)	22,390	95.2%	1,133	4.8%	0	0.0%	23,523
NCR	43,697	58.7%	30,768	41.3%	0	0.0%	74,465
Quebec (excluding NCR)	1,630	7.7%	19,437	92.3%	0	0.0%	21,067
New Brunswick	3,486	58.7%	2,453	41.3%	0	0.0%	5,939
Prince Edward Island	1,574	89.7%	181	10.3%	0	0.0%	1,755
Nova Scotia	8,395	94.6%	481	5.4%	0	0.0%	8,876
Newfoundland and Labrador	3,013	99.2%	24	0.8%	0	0.0%	3,037
Yukon	292	96.1%	12	3.9%	0	0.0%	304
Northwest Territories	596	96.8%	20	3.2%	0	0.0%	616
Nunavut	157	95.7%	7	4.3%	0	0.0%	164
Outside Canada	752	67.3%	365	32.7%	0	0.0%	1,117
Total	122,025	68.6%	55,754	31.4%	0	0.0%	177,779

* National Capital Region

Note: See Table 12 for a breakdown by region.

Source: Position and Classification Information System (PCIS), 2006

Technical Notes

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 (that is, the official language in which they are generally most proficient).

Since December 2005, the term "core public administration" has been used to refer to institutions for which the Treasury Board is the employer.

Table 19

Participation of Anglophones and Francophones in Institutions that are not part of the Core Public Administration by Province or Territory

Province or Territory	Anglophones		Francophones		Unknown		Total
British Columbia	35,593	96.3%	1,354	3.7%	0	0.0%	36,947
Alberta	26,181	95.3%	1,289	4.7%	0	0.0%	27,470
Saskatchewan	7,087	96.3%	270	3.7%	0	0.0%	7,357
Manitoba	16,969	95.8%	741	4.2%	0	0.0%	17,710
Ontario (excluding NCR*)	74,787	93.0%	5,603	7.0%	0	0.0%	80,390
NCR	26,459	66.8%	13,173	33.2%	0	0.0%	39,632
Quebec (excluding NCR)	8,491	16.0%	44,710	84.0%	0	0.0%	53,201
New Brunswick	7,186	74.9%	2,410	25.1%	0	0.0%	9,596
Prince Edward Island	1,825	95.0%	97	5.0%	0	0.0%	1,922
Nova Scotia	15,026	90.6%	1,551	9.4%	0	0.0%	16,577
Newfoundland and Labrador	5,737	98.5%	86	1.5%	0	0.0%	5,823
Yukon	350	95.9%	15	4.1%	0	0.0%	365
Northwest Territories	591	94.6%	34	5.4%	0	0.0%	625
Nunavut	189	90.9%	19	9.1%	0	0.0%	208
Outside Canada	737	72.8%	276	27.2%	0	0.0%	1,013
Total	227,208	76.0%	71,628	24.0%	0	0.0%	298,836

* National Capital Region

Note: See Table 14 for a breakdown by region.

Source: Official Languages Information System II (OLIS II), 2006

Technical Notes

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 (that is, the official language in which they are generally most proficient).

Since December 2005, the term “core public administration” has been used to refer to institutions for which the Treasury Board is the employer.

Table 20

Participation of Anglophones and Francophones in all Institutions subject to the *Official Languages Act* by Province or Territory

Province or Territory	Anglophones		Francophones		Unknown		Total
British Columbia	51,361	96.9%	1,647	3.1%	0	0.0%	53,008
Alberta	35,469	95.9%	1,521	4.1%	0	0.0%	36,990
Saskatchewan	11,526	97.2%	334	2.8%	0	0.0%	11,860
Manitoba	23,517	95.8%	1,025	4.2%	0	0.0%	24,542
Ontario (excluding NCR*)	97,177	93.5%	6,736	6.5%	0	0.0%	103,913
NCR	70,156	61.5%	43,941	38.5%	0	0.0%	114,097
Quebec (excluding NCR)	10,121	13.6%	64,147	86.4%	0	0.0%	74,268
New Brunswick	10,672	68.7%	4,863	31.3%	0	0.0%	15,535
Prince Edward Island	3,399	92.4%	278	7.6%	0	0.0%	3,677
Nova Scotia	23,421	92.0%	2,032	8.0%	0	0.0%	25,453
Newfoundland and Labrador	8,750	98.8%	110	1.2%	0	0.0%	8,860
Yukon	642	96.0%	27	4.0%	0	0.0%	669
Northwest Territories	1,187	95.6%	54	4.4%	0	0.0%	1,241
Nunavut	346	93.0%	26	7.0%	0	0.0%	372
Outside Canada	1,489	69.9%	641	30.1%	0	0.0%	2,130
Total	349,233	73.3%	127,382	26.7%	0	0.0%	476,615

* National Capital Region

Note: See Table 16 for a breakdown by region.

Sources: Position and Classification Information System (PCIS) and Official Languages Information System II (OLIS II), 2006

Technical Notes

Data from Table 18 and Table 19 are combined to present a global portrait of the participation of Anglophones and Francophones in all institutions subject to the *Official Languages Act* (the *Act*) by region, that is, all organizations that, under other federal legislation, are subject to the *Act* or parts thereof, such as Air Canada and designated airport authorities.

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 (that is, the official language in which they are generally most proficient).