



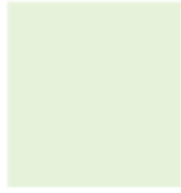
Canada Public Service
Agency

Agence de la fonction publique
du Canada

Annual Report on Official Languages 2006–07

ANNUAL REPORT TO PARLIAMENT

Canada^{ca}



Annual Report
on
Official Languages
2006–07

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Message from the President of the Treasury Board



As President of the Treasury Board and Minister responsible for the Canada Public Service Agency, I am pleased to present this 19th annual report on official languages, for fiscal year 2006–07, in accordance with section 48 of the *Official Languages Act*.

As Minister responsible for the Official Languages Program in federal institutions that are subject to Parts IV, V and VI of the Act, I encourage institutions to demonstrate clear and sustained leadership in delivering services to Canadians in the official language of their choice and creating bilingual work environments where appropriate.

We are encouraged by our progress in recent years, as shown by the data in this report. Linguistic duality is about more than just numbers, however. Bilingualism is a key element of our national identity, and linguistic duality is one of the fundamental values of the Public Service of Canada. The official languages policies contribute to building a Public Service founded on excellence, representative of the geographic and cultural diversity of Canada. Our progress here is shown by the commitment of institutions to make linguistic duality an integral part of their planning.

The Government's recent *Roadmap for Canada's Linguistic Duality 2008–2013: Acting for the Future* is giving fresh momentum to the promotion of Canada's linguistic duality. I trust that federal institutions will continue to play a vital role in achieving this objective.

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

February 2009



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 19th annual report on official languages covering the 2006-07 fiscal year.

Sincerely,

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

February 2009



Speaker of the House of Commons

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Summary

The Canada Public Service Agency monitors and periodically audits how federal institutions are complying with their linguistic obligations under the *Official Languages 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.

The highlights noted below address the evaluation of the governance and implementation of the Official Languages Program during the 2006–07 fiscal year.

Evaluation of the Governance of the Official Languages Program

Leadership

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

Noteworthy elements include the following:

- The vast majority of annual reviews are approved by the deputy head, reflecting senior management's commitment to official languages.
- More institutions report that official languages objectives are an integral part of the performance agreements of their executives and that they are assessed on the achievement of these objectives.

- For most institutions, official languages objectives are central to their strategic planning.
- A number of institutions have developed annual or multi-year plans clearly setting out their official languages vision.
- A growing number of institutions are striking official languages advisory committees made up of representatives of their various sectors and chaired by a senior manager.
- Most executives and managers are showing leadership by encouraging their employees to express themselves in the official language of their choice at meetings, and responding to their needs for language training for purposes of professional development and learning retention.
- Most institutions have sufficient human and financial resources to manage the Official Languages Program effectively.
- A growing number of institutions are adopting monitoring mechanisms to ensure better compliance with the Treasury Board's official languages policies.

Information management

- Institutions in the core public administration (CPA) regularly update their data in the Position and Classification Information System (PCIS). The Agency is thus able to provide a more accurate picture of the linguistic capacity of institutions with regard to service to the public and language of work.

- Some institutions outside the CPA that input data to version II of the Official Languages Information System (OLIS II) were not able to provide the Agency with data on their organization's situation at the end of the fiscal year within a reasonable time.

Evaluation of Program Implementation

Communications with and services to the public in both official languages (Part IV of the Act)

The Agency notes the following:

- A large majority of institutions are able to communicate with and serve the public in both official languages in offices and facilities that are designated bilingual.
- Information on the websites of a large majority of institutions is generally available in both official languages. The quality of communications and services is generally equal in both languages.
- A very large majority of institutions have sufficient bilingual capacity to offer bilingual services, although it may be limited in some offices.
- The percentage of incumbents of bilingual positions required to serve the public who meet the language requirements of their position increased slightly, from 89.9% in 2006 to 91% in 2007. The percentage of incumbents exempt from meeting the language requirements of their position has remained stable at 5.1%.
- The percentage of positions designated bilingual requiring superior proficiency (level C in oral interaction) increased slightly, from 33.7% to 34.4%.

- A large majority of institutions include clauses specifying language obligations in the contracts they award. However, few of them report that they take action to ensure that third parties comply with these clauses.
- More institutions have put mechanisms in place to measure performance in the delivery of service to the public.
- Audits during the fiscal year revealed some shortcomings in active offer signage of bilingual services, and in bilingual greetings in person and on the telephone.

Language of work (Part V of the Act)

- In general, electronic communications, websites, work instruments and computer systems for employees are available in both official languages.
- The great majority of institutions remain committed to official languages and are taking measures to enable employees to use the official language of their choice in the workplace.
- Although most institutions have made progress in recent years in holding bilingual meetings, the Agency still notes some shortcomings in this respect.
- Of the employees in the core public administration who provide personal and central services (for example, pay, financial, communications and library services), 90.7% met the language requirements of their position, compared with 89.8% in 2006. The percentage of positions requiring superior second language proficiency (level C) rose from 33.2% in 2006 to 33.7% in 2007.

- A total of 89.1% of the incumbents of supervisory positions in Canada, including executives, met the language requirements of their position, compared with 87% in 2006.
- Of executives in the core public administration, 94% met the language requirements of their position on March 31, 2007, compared with 92.9% on the same date the previous year.

Human resources management (including equitable participation) (Part VI of the Act)

- On March 31, 2007, the participation rate in all institutions subject to the Act was 73.1% for Anglophones and 26.9% for Francophones. These rates were practically unchanged from the previous year. For the core public administration, the rates were 68.5% and 31.5%. Based on data from the 2001 Census, the two official language communities are relatively well represented in all institutions subject to the Act.
- At the regional level, in all institutions subject to the Act, the participation rate for Anglophones in Quebec (excluding the National Capital Region) was 12.2% in 2007, compared with 13.6% the previous year. For the core public administration, the rates were 7.6% in 2007 and 7.7% in 2006.

- Institutions are using language training less often to meet the language requirements of positions. They are, however, increasingly offering language training for career development purposes.

In 2006–07, the Agency paid particular attention to the development of official languages management tools, such as the Regulations Management System, the Official Languages Follow-up System and the tool for determining the linguistic profile of bilingual positions. Among other things, the Agency provided briefings on policies related to the staffing of bilingual positions and on obligations related to the multilingual websites of institutions and Crown corporations subject to the Act. Three audits of active offer and service to the public were conducted to ensure that the offices and facilities of institutions subject to the Act were meeting their linguistic obligations. The Agency also offered various promotion and awareness activities for its main networks.



I. Introduction

This annual report provides an account of the implementation of the Official Languages Program in federal institutions subject to the *Official Languages Act*, and activities and results regarding their linguistic obligations for the 2006–07 fiscal year.

Canada Public Service Agency Mandate

As a central agency in the Treasury Board portfolio, the Canada Public Service Agency is responsible for ensuring that the employer (Treasury Board) discharges its responsibilities of supervision and leadership in the management of human resources in the Public Service. In that context, the Agency was established in 2003 to modernize human resources management and promote excellence throughout the Public Service. Its goal is to serve Canadians better through a workforce and a workplace second to none. Its role is to provide the necessary leadership and guidance to foster, support and ensure efficient results-based human resources management throughout the Public Service. Its main goal is to develop and support a new human resources management system that enables Public Service managers and employees to achieve better results in the service of Canadians.

The Agency's work on values and ethics, official languages and diversity offers a guarantee that the Public Service will have the qualities and characteristics it needs to reflect the composition and nature of Canadian society. Aware of the substantial challenges posed by population and job market trends, the Clerk of the Privy Council has made Public Service renewal a government priority.

Official Languages Branch Mission

The Agency's Official Languages Branch monitors federal institutions and periodically audits communications with Canadians and the offer of service in the official language of their choice, the establishment and maintenance of a work environment conducive to the effective use of both official languages in regions designated bilingual, and the participation of a workforce that tends to reflect the presence in Canada of both official language communities.

Excellence will only be achieved if institutions subject to the Act show increased leadership and accountability. This means strengthening accountability and increasing and maintaining linguistic capacity and knowledge in the area of official languages. To that end, the Branch works in partnership with institutions and the Regional Federal Councils.

The Branch also works with various bodies that have obligations under the Act to enhance the vitality of official language minority communities and support and assist their development, as well as to foster the full recognition and use of English and French within Canadian society (Part VII of the Act).

Report Structure and Content

The report has two main components—an evaluation of governance of the Official Languages Program and an evaluation of the implementation of the Program. The evaluation of governance covers activities and results related to leadership and information management. The evaluation of implementation covers communications with the public and the delivery of services (Part IV of the Act), language of work (Part V of the Act) and human resources management as it relates to official languages, including equitable participation (Part VI of the Act).

II. Official Languages Program

Legal Context

The *British North America Act*, now known as the *Constitution Act, 1867*, 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. It also 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, the Government of Canada, following the recommendations of the Laurendeau–Dunton Commission, adopted the *Official Languages Act*. The Act affirmed the status of English and French as Canada's official languages, and required 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*. In language matters, the Charter provided important guarantees.² Among other things, it established English and French as the official languages and their equal status, rights and privileges as 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

a federal institution in English or French, and has the same right with respect to any other office of such an institution 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 passed a new *Official Languages Act*³ to give full effect to the guarantees provided in the Charter. This new Act deals, in particular, with parliamentary debates and deliberations, 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 under the Act.

In 1991, the government adopted the *Official Languages Regulations (Communications with and Services to the Public)*.⁴ This legal instrument ensures the concrete application of certain provisions concerning services to the public. Three types of provisions are involved: those that define the concept of significant demand included in the Act and in the Charter,

1. See s. 133 of the *Constitution Act, 1867*.

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

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

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

those that take into consideration the nature of the offices, and those that specifically concern the travelling public. The Regulations thus define the exact situations in which federal offices are required to actively offer services⁵ in both official languages. It should be pointed out that the Regulations do not apply to offices located in the National Capital Region (NCR) or to head offices because they 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 amendments were made to Part VII of the Act to strengthen the commitment of the federal government to fostering the full recognition and use of both English and French, and require institutions to take “positive measures” for the implementation of that commitment.⁶ It is now possible to apply for a court remedy under Part VII.

Other legal instruments relating to official languages have been adopted under the *Public Service Employment Act*; the most recent amendments⁷ came into force on December 31, 2005, and include the following:

- The amended *Public Service Official Languages Exclusion Approval Order*, which provides for three circumstances in which a person may be appointed to a non-imperative bilingual position⁸ without having to meet the language requirements of the position upon appointment.
- The *Public Service Official Languages Appointment Regulations*, which contain provisions applicable to the appointment to a bilingual position of persons who undertake to become bilingual, and exemptions for acting appointments.

-
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 on November 24, 2005, amending s. 41 of the Act.
 7. These amendments resulted from the passage of the *Public Service Modernization Act*, assented to on November 7, 2003, the gradual implementation of which ended with the coming into force of the *Public Service Employment Act* on December 31, 2005.
 8. Non-imperative staffing allows the appointment to bilingual positions of persons who meet the basic requirements of the position, other than the language proficiency requirements.

Rights and Responsibilities

The Official Languages Program is based on the following major pillars of the Act (the Agency is responsible for the first three; Canadian Heritage is responsible for the fourth):

1. Part IV: Communications with and services to the public, 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 members of the public to communicate with these offices and to obtain services in the official language of their 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. Part V: Language of work, 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 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. Part VI: The commitment of the Government of Canada to ensure that the workforce of federal institutions tends to reflect the presence in Canada of the two official language communities, and that Anglophones and Francophones have equal opportunities for employment and advancement within those institutions.
4. Part VII: The commitment of the Government of Canada to enhancing the vitality of Canada's Anglophone and Francophone minority communities and supporting their development, as well as fostering the full recognition and use of English and French in Canadian society, and the obligation of federal institutions to take positive measures to implement that commitment.

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.

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, with federal institutions that report directly to Parliament and where there is significant demand for English or French, or due to the nature of the office.

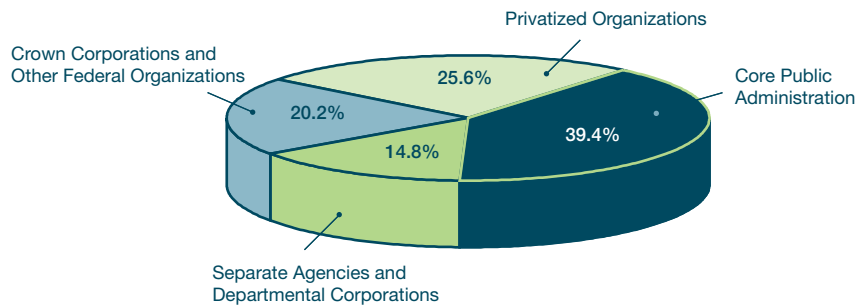
10. See s. 35 of the Act. The regions designated bilingual for language-of-work purposes are the National Capital Region, New Brunswick, parts of Northern and Eastern Ontario, the bilingual region of Montréal, and parts of the Eastern Townships, the Gaspé and Western Quebec.

The 2005 amendments to the *Public Service Labour Relations Act* and 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 are grouped in 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.

Figure 1

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



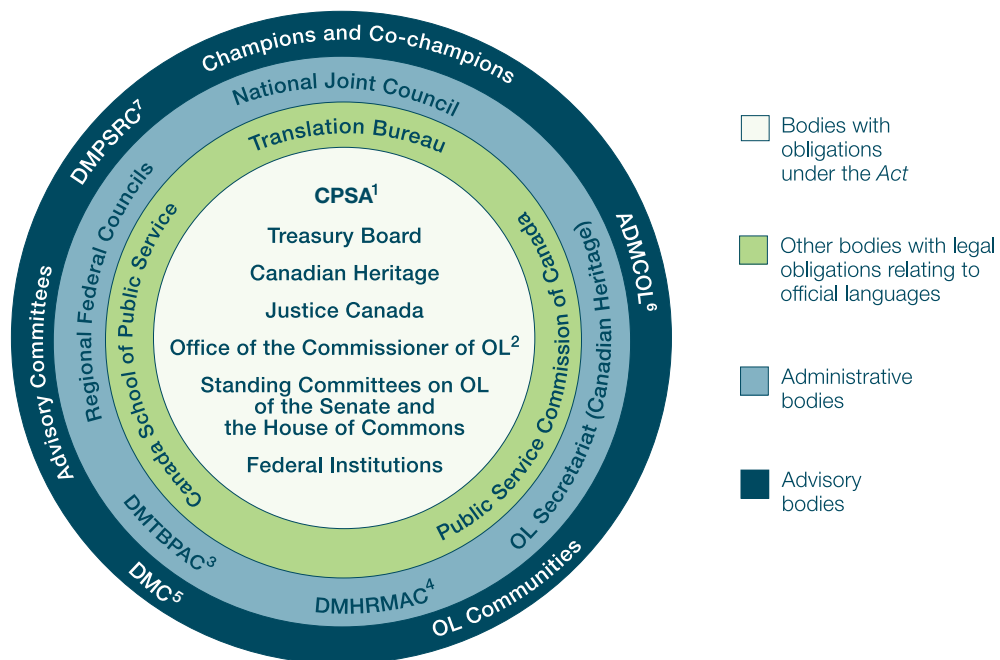
Source: Burolis

Governance Structure

Responsibility for implementation of the Program is shared by several bodies. Their obligations can be legal, administrative or advisory. Figure 2 illustrates the current official languages governance structure. For a full description of the responsibilities of the various bodies, consult the governance structure document.¹¹

Figure 2

Governance Structure of Official Languages



- 1 Canada Public Service Agency
- 2 Official Languages
- 3 Deputy Minister Treasury Board Portfolio Advisory Committee
- 4 Deputy Minister Human Resources Management Advisory Committee
- 5 Deputy Minister Committee
- 6 Assistant Deputy Minister Committee on Official Languages
- 7 Deputy Minister Public Service Renewal Committee

11. <http://www.psagency-agencefp.gc.ca/rp-eng.asp>.



III. Evaluation of the Governance of the Official Languages Program

Monitoring and Performance Measurement

To gain an overview of how the Official Languages Program is managed and implemented in federal institutions, the Agency analyzes the annual reviews of federal organizations for the fiscal year concerned. It then informs institutions of its observations, asks them to take any necessary action, and follows up as required. The Agency provides support to institutions to help them implement the identified corrective action.

In exceptional circumstances, institutions may not be able to provide the Agency with their annual review within the time specified. As a result, the horizontal analysis that is part of this exercise is based on the annual reviews received by the Agency, which cover 93% of all institutions subject to the Act.

Good leadership practice – Deputy Minister

- In 2006, Health Canada instituted a *Deputy Minister's Award for Excellence in Official Languages*. The award is presented during National Public Service Week and recognizes the efforts of a manager or employee who has shown leadership in official languages.

Leadership

The success of Public Service modernization depends on the leadership of management. In official languages matters, the Agency strongly encourages managers of federal institutions to provide continuing leadership and demonstrate their commitment through concrete actions.

The great majority of institutions give official languages objectives a central place in their strategic planning. To that end, some institutions have developed a strategic plan and an official languages accountability framework that clearly indicates the objectives and responsibilities of managers, and have chosen to integrate management of their human resources with their official languages goals to better achieve those objectives. Such actions are evidence of sound Program governance.

Most of the annual reviews were approved by the deputy heads, and many took this opportunity to reiterate their personal commitment and the commitment of senior management to official languages. This is an important message because the deputy heads clearly indicate to managers and staff the commitment to official languages of their senior management.

To implement their official languages strategy, institutions must develop an action plan and monitor progress closely. This ensures that they develop the tools they need to realize the objectives they have set. Some institutions have developed a multi-year plan, clearly setting out their official languages vision.

Good leadership practice – action plan

- Public Works and Government Services Canada updates its official languages action plan quarterly. The Assistant Deputy Minister, Human Resources, and the departmental champion and co-champion present the plan to the Minister, the Deputy Minister and the Associate Deputy Minister.

An increasing number of institutions report that official languages objectives are an integral part of executives' performance agreements and that they are assessed on the results they achieve. The examples set by NAV CANADA, the Canadian Radio-television and Telecommunications Commission (CRTC) and the Canadian Broadcasting Corporation (CBC) are worth mentioning. NAV CANADA incorporated an official languages component in its code of conduct to ensure that senior managers renew their commitment to official languages annually. The CRTC includes a statement on official languages, covering language of work and human resources

management, in every performance agreement. Managers must show that they have taken the necessary actions to fulfil their commitment. And the CBC informs employees of their official languages objectives, and the results are reflected in their performance evaluations.

Advisory committees

Starting an official languages advisory committee is another good example of leadership. Increasingly, institutions are setting up advisory committees of representatives from various sectors of the organization and chaired by a senior manager. They serve as a forum for coordination and for mobilizing key stakeholders in order to develop synergies and more sustained leadership.

Good leadership practice – advisory committee

- Natural Resources Canada set up a working group of representatives of the various sectors of the department to discuss best practices in official languages and notify employees of major changes relating to official languages. The working group meets monthly and is chaired jointly by a manager from operations and one from corporate services.

Good leadership practices – champions

- Farm Credit Canada set up a network of champions located at key points across Canada. Their role is to raise employee awareness, point out shortcomings and good practices, and apply their ingenuity to the development of solutions for official languages issues in their respective sectors.
- The Canadian Food Inspection Agency has a very active network of official languages champions who promote the Program and official languages initiatives within the institution.
- Industry Canada set up an official languages discussion group in January 2007. It is made up of employees from all sectors of the department, and its objective is to assist the champion in renewal of the official languages action plan, and analyze various measures that could be taken to enable the department to meet its obligations.

Champions and co-champions

As leaders of official languages, champions are responsible for raising the visibility of official languages within their institution, ensuring that their institution's linguistic obligations are met, encouraging their institution to take positive measures to assist the development of official language minority communities, and promoting English and French.

Middle managers and managers

Middle managers and managers must also show leadership in official languages matters in their respective areas of activity. For example, they are advised to encourage their employees to express themselves in the official language of their choice at meetings, encourage language training for career development, and promote language retention activities such as brown-bag lunches and buddy systems. To that end, the Agency strongly encourages institutions to give greater prominence in their annual reviews to actions taken by their managers during the fiscal year to promote the Program.

Human and financial resources

Organizations must ensure that they have the necessary resources for the sound management of official languages. According to their annual reviews, most have the resources they need to manage the Program effectively.

Good leadership practice – human resources management

- In the fall of 2006, the Economic Development Agency of Canada for the Regions of Quebec initiated a regional official languages training and awareness tour, which is to continue in 2007–08. The sessions given during this tour are designed to equip employees to better facilitate implementation of the Program in the department. The tour also takes in responsibility centres at headquarters. The organization has stressed the importance of improving existing good practices.

Examples of leadership in official languages within institutions

- Inclusion of official languages in the departmental action plan, strategic planning and human resources strategy.
- Inclusion of official languages objectives in the performance agreements of executives and managers.
- Development of mechanisms to oversee compliance with linguistic obligations.
- Regular surveys to gauge employee and public satisfaction, and random quality checks for official languages compliance.

Institutions are responsible for taking appropriate action to meet their linguistic obligations. They must therefore assess the results they achieve and use various means to monitor their compliance with policy requirements.

Monitoring activities are expanding in many institutions. For example, some official languages coordinators at National Defence now perform onsite diagnostic visits and follow up on complaints received. An annual inspection plan, with an analysis grid identifying desired results, was developed by the Support Group, Québec City Sector, at CFB Montréal and CFB Valcartier.

Information Management

In its monitoring activities, and for purposes of accountability to Parliament, the Agency needs access to information that is as accurate and current as possible. The three main information systems it uses are:

- The Position and Classification Information System (PCIS) is an Agency system administered by Public Works and Government Services Canada

(PWGSC). Institutions in the core public administration extract information from their human resources management system and forward it to PWGSC. The PCIS includes information on official languages, classification and designation of positions, exemptions and incumbents.

- The Official Languages Information System II (OLIS II) is managed by the Agency and contains information concerning Parts IV, V and VI of the Act derived from the human resources management systems of institutions outside the core public administration. Institutions send their data directly to the Agency.
- Burolis,¹² which is also managed by the Agency, 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 must provide bilingual services, as well as those that are only required to provide services in one official language. Burolis can be found on the Agency's website under Tools.

12. <http://www.burolis.gc.ca>.

In recent years, institutions in the core public administration (CPA) have made considerable efforts to ensure that data in PCIS reflects their actual status. These efforts have borne fruit: PCIS data is now updated regularly in almost all institutions in the CPA. As a result, the Agency has a more accurate picture of the linguistic capacity of institutions in relation to service to the public and language of work.

Continuing the work announced last year, the Agency has been developing a new web application called the Regulations Management System (RMS). This advanced interactive system will guide institutions in their application of the Regulations and facilitate the updating of contact information for offices communicating with or providing services to the public. Among other things, the RMS will enable institutions to manage the follow-ups needed for determining the linguistic obligations of a new office required under the Regulations, including defining the area an office serves and applying Treasury Board directives for assessing demand in both official languages.

Official Languages Management Dashboard

The Official Languages Management Dashboard is a web-based tool that centralizes performance indicators and other information on the Program. In January 2007, it was made available to institutions in the CPA.

Consolidation of official languages tools

To improve information management, the Agency has created a web page that brings together the various tools available to managers and persons responsible for official languages. This gives institutions access to a variety of tools so that they will be better informed of their responsibilities and achieve better results in their management of the Program. The web page is accessible at the addresses below.¹³

Follow-up to the 2005–06 annual reviews

During its monitoring and performance measurement cycle, the Agency occasionally notes problems or shortcomings in the annual reviews submitted by institutions. In such cases, it prepares letters to the institutions concerned identifying the shortcomings and suggesting corrective action. During the fiscal year, some 20 institutions had to take follow-up action with respect to PCIS or OLIS II, and 10 or so with respect to Burolis. The great majority have followed up, in whole or in part; consequently, almost all the institutions concerned made progress during the year. This indicates their willingness to meet their linguistic obligations.

13. Access for the general public: <http://www.psagency-agencefp.gc.ca/tou-eng.asp> and access through Publiservice: <http://publiservice.psagency-agencefp.gc.ca/tou-eng.asp>.

Agency Support and Follow-up Activities with Key Stakeholders

Policy renewal initiative

Early in 2005, the Treasury Board Secretariat (TBS) and the Agency launched a policy renewal initiative to review the Treasury Board's management policies. The Official Languages Branch was active in this exercise, providing key data on various policy instruments. The objective was to prepare relevant comments to make a clear connection between the new policy instruments and official languages obligations. As the decision-making centres complete the review of their policies, the work will continue into next year with a major contribution from the Branch.

Integration of the provisions of the *Policy on Grants and Contributions into the new Policy on Transfer Payments*

The *Policy on Transfer Payments* is designed to ensure that communications with and services to the public are available in both official languages when grants or contributions are awarded to non-governmental volunteer organizations serving the public in the two official language communities. To improve compliance with linguistic obligations in the administration of transfer payment programs, provisions of the *Policy on Grants and Contributions* were integrated into the *Policy on Transfer Payments*. The new policy will include clauses aimed at incorporating institutions' undertakings and obligations under Part VII of the Act into funding programs and funding agreements with recipients.

Official languages qualification standards

In December 2005, with the coming into force of the new *Public Service Modernization Act*, responsibility for qualification standards in relation to official languages was transferred to the Agency from the Public Service Commission (PSC). The qualification standards cover proficiency levels A, B and C in reading, writing and oral interaction.

The Agency has updated the descriptions of the standards and examples of proficiency levels while maintaining existing proficiency levels in order to reflect the realities of the contemporary work environment. In co-operation with the PSC's Personnel Psychology Centre, the Agency has developed a web tool¹⁴ that enables users to determine the linguistic profile of a bilingual position, based on the linguistic obligations with respect to service to the public and language of work, to meet the requirements of the *Directive on the Linguistic Identification of Positions or Functions*. The general component of the tool has been available since the spring of 2007 on the Agency's Publiservice site and on the Internet since the fall of 2007.

Regulations – Trans-Canada – Amherst

In 1998, a resident of Nova Scotia was arrested by an English-speaking Royal Canadian Mounted Police (RCMP) officer for speeding on the Trans-Canada Highway. Since the officer was unable to speak to him in the language of his choice, he claimed a violation of his language rights as guaranteed by the Charter. On October 19, 2004, the Federal Court determined that the stretch of the Trans

14. The tool is available at <http://www.psagency-agencefp.gc.ca/tou-eng.asp>.

Canada Highway served by the RCMP detachment in Amherst, Nova Scotia, constituted an area of significant demand, and that the *Official Languages Regulations (Communications with and Services to the Public)* were inconsistent with the Charter. The Court ordered the government to meet its constitutional obligations. In light of this decision, the Agency undertook to prepare an amendment to the Regulations to ensure that the RCMP detachment met its official languages obligations in accordance with paragraph 20(1)(a) of the Charter. In October 2006, the government published the proposed amendment in Part I of the *Canada Gazette*, to initiate public consultations.

Rescinding the *Directive on Language Training and Learning Retention*

In 2006, the Canada School of Public Service (CSPS) was authorized by the Treasury Board to apply the new model for the management of language training from April 1, 2007. The guiding principles set out in the *Directive on Language Training and Learning Retention* are found in the *Policy on Official Languages for Human Resources Management*. The directive will therefore be rescinded on April 1, 2007.

Revision of the Orientation to Official Languages course

Over the years, the Orientation to Official Languages course has had to be updated in order to reflect changes in official languages policies and to inform participants of new guides and tools. The Agency has ensured that the course reflects the new governance structure of the Program and the values associated with official languages. The new version of the course includes the November 2005 amendments to Part VII of the *Act*, and the new *Public Service Official Languages Exclusion Approval Order*, which came into effect in December 2005. The course has been available since January 2007.

IV. Evaluation of Official Languages Program Implementation

Communications With and Services to the Public in Both Official Languages

General

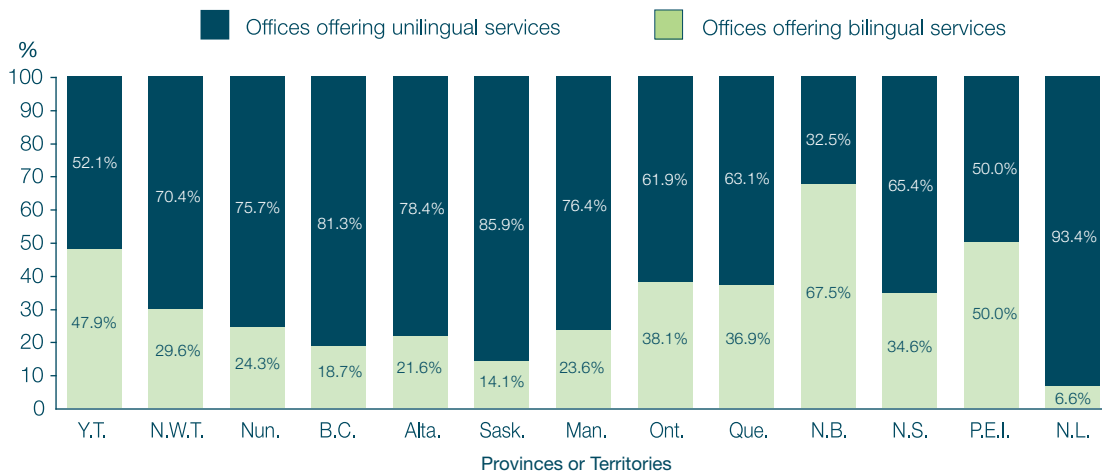
Under the *Official Languages Act*, federal offices and facilities¹⁵ in the National Capital Region, the head offices and central offices of federal institutions, and offices that report directly to Parliament must communicate with and provide services to the public in both official languages. Other offices and facilities of such institutions

may also be subject to this requirement, but only under the conditions set out in the Regulations, if there is sufficient demand for bilingual services¹⁶ and if the nature of the office so warrants. Thus, it is the provisions of the Act and the Regulations that determine which offices and facilities must provide bilingual services.

On March 31, 2007, federal institutions had 12,091 offices and facilities, of which 3,958 (32.7%) were required to serve the public in both official languages. Figure 3 illustrates the distribution of offices and facilities in Canada.

Figure 3

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



This figure does not include the 659 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

15. See footnote 10.

16. See *A Description of the Official Languages Regulations on Service to the Public* at http://www.tbs-sct.gc.ca/pubs_pol/hrpubs/OffLang/dolr_e.asp.

Current Situation

Availability and quality of communications and services

Analysis of the annual reviews indicates that the great majority of institutions are able to communicate with and provide

services to the public in both official languages at all offices and facilities designated bilingual. However, the Agency still finds shortcomings with respect to this requirement, which are often attributable to limited bilingual capacity. It notes that the quality of communications and services is generally equal in both languages.

Good practices in serving the public – availability of service

- The Canada Border Services Agency has developed a communication plan to ensure that key messages relating to service to the public are conveyed to employees who serve the public, and that employees clearly understand the importance of actively offering service in both official languages.
- In 2006, Air Canada airport and in-flight services employees who have contact with the general public were given the “Aerovocab,” a pocket-sized glossary that includes technical terms in both official languages, and a reminder of the company's linguistic obligations, its commitment to bilingualism, its clients’ expectations and the consequences for Air Canada if its obligations are not met. The booklet is designed as a simple, practical tool that employees can use to help them find the right word.
- Service Canada seeks to build a culture of excellence in client service. The Ontario Region has formed a bilingual support team to provide continuous technical assistance, helping employees assigned to client service to respond correctly to requests from the public. Some regions are providing training to employees who deal with the public. The Prince Edward Island Region provided a group of about 10 service delivery staff with a one-day course on how to greet clients. Employees were also given an opportunity to practise the active offer of bilingual service, with an emphasis on how to use expressions in French. In addition, employees who provide services in both official languages have taken a three-day refresher course.

Active offer

Under the Act, bilingual offices and facilities of federal institutions must actively offer services and communications to the public in both official languages: there must be clear signage so that the public understands at once that service is available in the official language of their choice (visual active offer), and clients must be greeted in both official languages to encourage them to use the language of their choice (bilingual greeting).

While visual active offer—signage¹⁷—is generally not a problem in any institution, the bilingual greeting in person and on the

telephone is still too often lacking. In many cases, employees serving the public have a poor understanding of their obligations with respect to the bilingual greeting and provide service in the other official language only on request. Institutions must therefore put more effort into the training of employees who serve the public. Moreover, they must remind them regularly of their obligations with regard to active offer and regularly monitor this aspect of service to the public. A number of institutions are already paying special attention to correcting the weaknesses observed, as shown by the following initiatives.

Good practices in serving the public – active offer reminders

- In 2006, Export Development Canada launched an internal campaign with the theme “Hello/Bonjour” to remind employees of the importance of actively offering services to internal and external clients in both official languages.
- The Canadian Food Inspection Agency regularly reminds its employees about active offer. Reports forwarded to employees include a selection of messages for their voicemail, e-mail “out of office” replies, electronic signature blocks and common telephone expressions in both official languages.
- The Canadian Security Intelligence Service has posted a reminder about active offer on its electronic bulletin board to alert employees to the importance of actively offering service to the public in both official languages.
- Fisheries and Oceans Canada distributes a guide to its employees to help them offer bilingual service actively on the telephone and in person. The guide explains how to greet people, how to transfer a call or refer the caller to another employee, and how to request feedback from the client about the service provided.
- VIA Rail Canada’s official languages communications plan includes recurring reminders about active offer timed to coincide with peak travel periods.

17. <http://www.psagency-agencefp.gc.ca/pol/puolcsp-pllocpps02-eng.asp>.

Good practices in serving the public – active offer training

- Public Works and Government Services Canada offered its staff in Toronto and London a half-day course on how to answer the telephone. Focusing on active offer, this course provides unilingual employees with the French expressions they need to transfer a call to a bilingual employee. This training improved the ability of the Ontario Region to respond to calls in French, even when the bilingual employees assigned to serve the public are away.
- Air Canada offers its employees a workshop entitled “Un moment s.v.p.” to help them actively offer service even if they are not bilingual.
- Citizenship and Immigration Canada has held briefings and consultations to ensure that its staff meets active offer requirements.
- At the beginning of the summer season, a number of Parks Canada management units offer orientation sessions on the Official Languages Program to employees, students and business partners. These sessions stress the active offer of service in both official languages.
- The Ontario and Atlantic regions of Transport Canada have offered training on telephone and in-person reception to unilingual employees to help them offer bilingual service and enable them to refer clients to an employee who can serve them in the language of their choice.

Content of websites

Websites are a vehicle of choice for communicating and providing services to the public. The *Directive on the Use of Official Languages on Web Sites*¹⁸ states that institutions are to disseminate information simultaneously in both official languages and ensure that the content of documents and the language are of equal quality.

Overall, the great majority of institutions report that information posted on their

websites is available in both official languages. Although the Agency noted a few shortcomings in this area, the very great majority of institutions are aware of the importance of respecting the equality of status of both official languages, and are indeed taking the necessary measures to ensure that documents posted on their websites are equal in quality and content in both official languages and are made available simultaneously.

Good practices in serving the public – websites

- National Defence has set up a compliance program to ensure that its websites are consistent with government standards and policies.
- The International Development Research Centre has established a clear and simple process containing five mandatory steps in the dissemination of information on its website.

18. <http://www.psagency-agencefp.gc.ca/pol/duolw-dulow-eng.asp>.

Bilingual capacity within institutions

On the whole, the very great majority of institutions have the linguistic capacity they need to provide bilingual services, although it may be limited in some offices. Offices with limited bilingual resources are therefore encouraged to bolster their linguistic capacity, either by developing the capacity of their staff, or by recruiting bilingual employees. Moreover, offices must make the necessary administrative arrangements to ensure the delivery of bilingual services while employees appointed to bilingual positions who do not meet the language requirements of their position are in language training or when their bilingual staff is away.

A number of institutions reported an improvement in 2006–07 in their ability to offer services in both official languages, either through the recruitment of candidates who meet the language requirements of the positions to be staffed, or through better access to language training.

Third-party recourse

Institutions that call on third parties to communicate with and provide services to the public on their behalf must ensure that these third parties respect the linguistic obligations of the offices they represent. Most institutions include a clause on language obligations in third-party contracts, as was noted in last year's report. Few of them, however, mention how they ensure compliance. Some institutions, like the National Capital Commission and the Bank of Canada, monitor their suppliers. The Agency urges all institutions to establish evaluation and monitoring mechanisms to ensure that suppliers meet their linguistic obligations and that the public is able to obtain service in the language of its choice, in accordance with the signed contracts.

Good practices in serving the public – third-party recourse

- The Canada Post Corporation visits postal outlets managed by its private sector operators in the NCR to discuss official languages objectives with them and refer them to good customer service practices.
- The Canadian Air Transport Security Authority has increased the premium it pays to suppliers for superior performance from 5 percent to about 20 percent. To earn performance premiums, screening contractors must achieve or exceed their contractual obligations with respect to official languages by having the required minimum number of bilingual employees at each checkpoint and by providing the active offer and appropriate signage.
- The Canadian Food Inspection Agency has developed a guide for managers on the delivery of services in both official languages, which contains tools to ensure that language obligations are respected in agreements with third parties.

Performance measurement mechanisms

Deputy heads are responsible for monitoring the implementation of official languages policies in their organizations and for establishing appropriate mechanisms to discharge that responsibility.

Some 50 institutions clearly indicated in their annual review that they had set up mechanisms to measure performance in the delivery of services to the public. These mechanisms range from systematic verification of policy elements to the use of cards for evaluating client satisfaction with active offer and the availability of services in both official languages. For example, the Canada Post Corporation employs mystery shoppers who make unannounced visits to postal stations, outlets and concessions to assess the situation from the customer's point of view.

Complaints to the Office of the Commissioner of Official Languages constitute the performance measurement mechanism most often mentioned by institutions. While complaints provide a good indicator for assessing the situation, institutions must develop additional evaluation mechanisms, such as audits and surveys, so that they can paint a more accurate picture of the situation in all their bilingual offices. To that end, more institutions are reporting annual monitoring activities, which shows the importance they attach to the quality of service provided and demonstrates diligence in the discharge of their responsibilities.

Good practices in serving the public – monitoring mechanisms

- The Canada Revenue Agency conducts an annual public opinion survey, which it uses to evaluate services offered in both official languages, among other things.
- Veterans Affairs Canada takes an annual survey of the active offer of service on the telephone in all its offices required to provide services to the public and to its clients.
- The Canadian International Development Agency conducts an annual audit of its employees' voicemail greetings.
- Marine Atlantic Inc. regularly assesses active offer through customer satisfaction surveys.
- The Canadian Security Intelligence Service makes random checks to ensure active offer of service in both official languages.
- The Financial Consumer Agency of Canada uses mystery callers to assess and monitor quality control in several aspects of the services provided by its call centre.
- The Montréal Port Authority systematically audits service points annually to ensure that service is actively offered in both languages.
- At the Canadian Air Transport Security Authority, one of the regional managers' main responsibilities is a daily inspection of checkpoints. The organization takes appropriate action with contractors when shortcomings are noted in active offer or the delivery of services in both official languages.
- The Canadian Space Agency plans to carry out an annual survey at its head office to ensure excellence in the service offered to the public in both official languages and to determine if the practice of active offer is entrenched.

Follow-up action resulting from the letter of response to the 2005–06 annual reviews

When the Agency notes shortcomings during its performance measurement and monitoring cycle, it points them out to the institutions concerned and requests corrective action. Most of the institutions the Agency asked to take follow-up action during the fiscal year did so, in whole or in part. Thus, nearly all the institutions concerned made progress during the year. These actions were in addition to the other measures required of institutions that were audited during the fiscal year.

Statistics on Communications With and Services to the Public

For statistics relating to the section on communications with and services to the public, see Tables 6 and 7 and Figures 4 and 5.

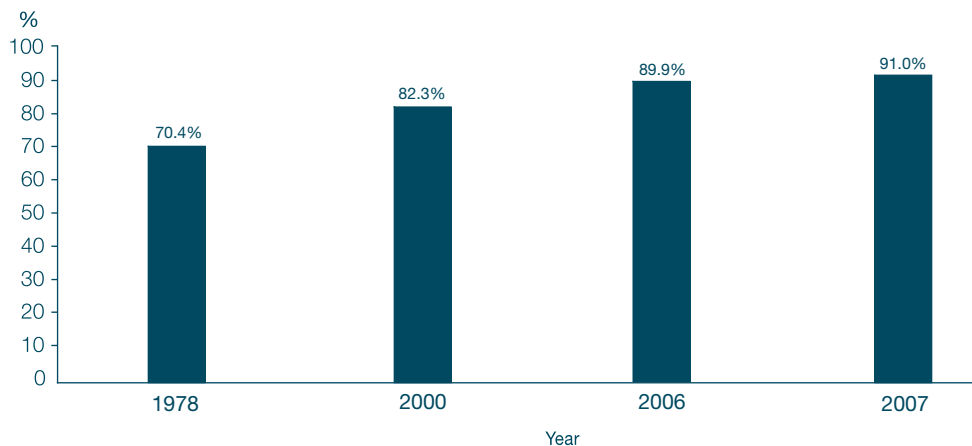
Bilingual positions and level of bilingualism in the core public administration

On March 31, 2007, 91% of incumbents of bilingual positions who serve the public met the language requirements of their position. This is an increase of more than 1% over the 89.9% of the previous year. Since 2000, there has been a gradual progression of nearly 8%. The percentage of incumbents exempted from meeting the language requirements of their position has been stable for the last few years. The percentage of incomplete records, however, continues to fall; in 2007 it stood at 2.2%, having been at 3% in 2006 and 5% in 2000. This reduction in the number of incomplete records is largely attributable to the Training and Special Response Team that targeted institutions having difficulty with the quality of their data in the PCIS.

Figure 4 shows the percentage of incumbents of bilingual positions serving the public who meet the language requirements of their position.

Figure 4

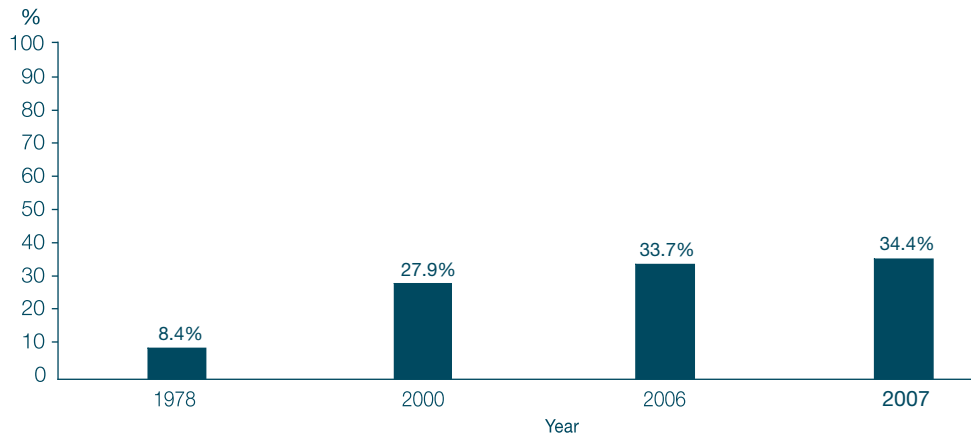
Service to the Public—Incumbents of Bilingual Positions who Meet Their Language Requirements*



* 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)

The percentage of bilingual positions serving the public and requiring superior proficiency (level C in oral interaction) increased slightly over last year: from 33.7% to 34.4%. Language proficiency associated with bilingual positions serving the public has risen steadily since 1978 but has remained relatively stable over the last five years.

Figure 5 shows that of all bilingual positions serving the public, the percentage requiring superior proficiency (level C) has risen from 8.4% in 1978 to 34.4% in 2007.

Review of compliance with the Regulations

The Regulations¹⁹ require offices and facilities subject to the regulatory provisions respecting significant demand to review their obligations to communicate with and provide services to the public in both official languages, using population data from the most recent 10-year census. Some 11,000 of the 12,000 offices of institutions subject to the Act are affected by these rules.

19. See “Legal context” for a description of the Regulations.

Shortly after publication of the data on first official language spoken²⁰ in the 2001 Census, the Agency launched the Compliance Review and informed the institutions concerned that they were to implement the review as soon as possible. In addition to coordinating this review, the Agency provided institutions with ongoing support and computer tools that greatly facilitated their work.

The Compliance Review comprises two major phases:

- Application of demographic data: this phase consists of 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 and communications services. This phase ended in December 2004, and indicated that about 250 of the 10,000 or so offices affected experienced a change in their obligation to communicate with and provide services to the public in both official languages.
- Measuring demand: this phase consists of determining whether there is significant demand by polling the public's language preferences. The Regulations state that significant demand in an official language exists where at least 5% of public demand is in that language. The institutions affected must first determine how they will measure demand for service in their offices and facilities, and submit their method to the Agency for comments. On March 31, 2007, nearly all of them

had done so. Once the Agency has commented, the institutions conduct their surveys. This phase is governed by two of the three directives for implementing the Regulations:²¹

- The results of the measurement of demand in offices subject to Directive C (restricted clientele) were posted in Burolis in January 2006. Of the 350 or so offices concerned, 32 experienced a change in their obligation to communicate with and provide services to the public in both official languages.
- With respect to the measurement of demand for offices subject to Directive B (assessment of demand), by March 31, 2007, the Agency had received and posted in Burolis the results for more than two-thirds of the institutions affected by the Compliance Review. Of the roughly 240 offices for which results were submitted, 33 experienced a change in their obligation to communicate with and provide services to the public in both official languages. More specifically, 16 are now obliged to do so, and 17 are no longer obliged to do so. Other institutions have since submitted their results to the Agency, and these will be posted in Burolis as they are received.

The Review is effectively at an end. However, the Agency will continue to monitor those institutions that, for exceptional reasons, have not yet completed the Review.

20. Information on the first official language spoken is not gathered directly from respondents but is derived from three language variables on the Census questionnaire: knowledge of official languages, mother tongue, and language spoken at home. For more information, see *Population Estimates by First Official Language Spoken 2001*: <http://www.psagency-agencefp.gc.ca/res/mppm2001-eng.asp>.

21. <http://www.tbs-sct.gc.ca/pol/doc-eng.aspx?id=12529&AspxAutoDetectCookieSupport=1>.

Audits

The Agency conducts audits and spot-checks of service quality to ensure that federal offices and facilities are complying with their obligations to communicate with and serve the public in both languages. It also makes self-assessment and audit tools²² available to institutions to assist them in meeting their obligations.

In 2006–07, the Agency conducted three compliance audits to determine to what extent offices were meeting their linguistic obligations to communicate with and provide services to the public in English and French.

Except for telephone service, institutions for which recommendations had been issued following an audit were asked to prepare an action plan to correct the shortcomings noted. For complete results of the audit and more information on the method used, see the Audits²³ page on the Agency's website.

Audit of communications with and services to the public in both official languages at bilingual offices in the Atlantic Region*

This audit was conducted from October 2006 to March 2007, and covered a sample of 13 bilingual offices and facilities in the Atlantic Region of five federal institutions: the Canada Revenue Agency, the RCMP, Fisheries and Oceans Canada, Passport Canada and Transport Canada. Five of these offices were in Nova Scotia, five in New Brunswick, two in Prince Edward Island and one in Newfoundland and Labrador.

The audit indicated a need for corrective action with respect to active offer. With regard to active offer in person, auditors were greeted in both official languages at 15% of the offices concerned. With respect to visual active offer, postings and signage were bilingual in 46% of the offices. Onsite service was available in French in all offices.

Audit of communications with and services to the public in both official languages in offices with new linguistic obligations in the Atlantic Region*

This audit was designed to assess services provided to the public in offices and facilities with new obligations following phase one of the Compliance Review (demographic data).

The audit covered a sample of 15 offices with new obligations of the following institutions: the Canadian Food Inspection Agency, Agriculture and Agri-Food Canada, the RCMP and the Canada Post Corporation. Six offices were in Nova Scotia, five in New Brunswick, three in Prince Edward Island and one in Newfoundland and Labrador. The audit and analysis of observations took place between October 2006 and May 2007.

The audit indicated that 21% of the offices met their obligations with respect to active offer in person. With regard to visual active offer, postings and signage were bilingual in 53% of the offices. Onsite service was available in French in 72% of the offices.

22. http://www.psagency-agencefp.gc.ca/arc/ollo/tools-outils/pg/index_e.asp and http://www.psagency-agencefp.gc.ca/ollo/AppOlo/index_e.asp.

23. <http://www.psagency-agencefp.gc.ca/rp-eng.asp>.

* The results of this audit will be posted on www.psagency.gc.ca during the next fiscal year.

Audit of communications with and services to the public in both official languages by telephone*

The purpose of the audit was to assess to what extent offices of federal institutions provide bilingual service and greet the public in both official languages on the telephone. It covered 2,916 calls and was conducted from January to April 2007. The auditors placed calls in English and French to each of the numbers selected. For purposes of analysis, the numbers were divided into two categories: those connecting to an automated system, and toll-free and local numbers.

The results indicated that improvements are required in the bilingual greeting and the delivery of services in the minority official language, more particularly with respect to the numbers connecting to an automated system: these offered a bilingual greeting 48% of the time, whereas service was available in response to 84% of calls in English and 64% of calls in French. With regard to local and toll-free numbers, the auditors heard a bilingual greeting 78% of the time. Service was available in response to 97% of calls in English and 84% of calls in French.

Self-evaluation and follow-up tools

Official Languages Follow-up System

In March 2006, the Official Languages Branch launched the Official Languages Follow-up System, which brings together all the recommendations concerning official languages made since April 1, 2006, by the Commissioner of Official Languages, the Canada Public Service Agency and the House of Commons and Senate Standing Committees on Official Languages.

The system is a user-friendly web tool that gives users an overall view of the official languages recommendations affecting their institution and enables them to coordinate follow-up action. Institutions affected by recommendations can register any follow-up action taken in response to a specific recommendation, monitor its development and keep the information up to date.

The system also promotes networking among persons responsible for official languages and the exchange of information on action that institutions take in response to a recommendation. Users can also review follow-up action taken by other institutions, which can serve as a model.

* The results of this audit will be posted on www.psagency.gc.ca during the next fiscal year.

Language of Work

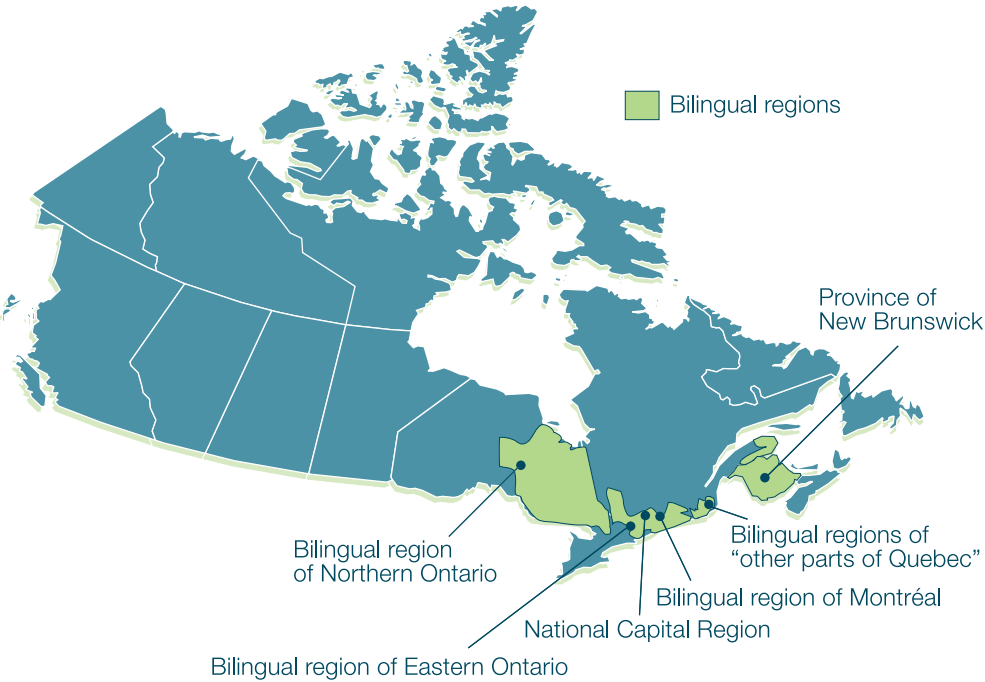
General

In institutions subject to the *Official Languages Act*, English and French are the languages of work. They are therefore required to put in place measures to establish and maintain a work environment that respects the right of employees to use either official language, subject to their obligation to serve the public or other employees, or to supervise employees.

In the National Capital Region (NCR) and the regions designated as bilingual²⁴ (see Figure 6), institutions are required to take the necessary measures to enable employees to work, receive personal and central services, and be supervised in the official language of their choice.

Figure 6

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



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

24. The regions designated 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, the Gaspé and Western Quebec, and New Brunswick.

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

Communications

In regions that are designated bilingual, institutions must ensure that written communications to employees are distributed in both official languages, concurrently, and that they are of equal quality. This requirement applies to electronic communications and to all material on institutions' websites for employees.

The Agency notes that electronic communications are generally disseminated to employees simultaneously in both official languages. Websites for employees' use are generally bilingual. However, institutions must continue their efforts to ensure equality of status for both official languages and the right of employees to use English or French. Managers must pay special attention to the institution's obligations and demonstrate the necessary leadership to ensure that they are met at all times.

Establishment and maintenance of an environment conducive to the use of both official languages

In regions designated bilingual for language-of-work purposes, institutions must provide their employees with work instruments, data systems that are "regularly and widely used" and training in both official languages. They must also ensure that they have the capacity to provide personal and central services to their employees in both official languages and that executives and other managers who supervise employees in bilingual or either/or positions are able to perform their duties in both official languages.

Analysis of annual reviews indicates that the great majority of institutions remain committed to official languages and are taking measures to enable employees to use the official language of their choice in the workplace. A number of them indicated that the deputy head is setting an example in using either official language, particularly in meetings or other activities, and encouraging employees to follow that example.

Good language-of-work practice – oral and written communications

- PWGSC has published a number of documents in the "Did you know..." series on the rights and obligations of employees with respect to language of work and supervision. The department has also briefed a number of committees, reminding managers of their obligations respecting bilingual communications and the establishment of a work environment conducive to the use of both official languages.

Good language-of-work practices – environment conducive to the use of both official languages

- The Official Languages Advisory Committee of the Office of the Registrar of the Supreme Court of Canada regularly sends messages to all employees reminding them of their rights and obligations, and posts hints and tips on the intranet to maintain an environment conducive to the use of both official languages.
- In 2006–07, Canadian Heritage launched an awareness campaign and designated an annual Official Languages Day. One objective of the campaign was to encourage employees and managers to accept linguistic duality in the workplace, to learn and retain a second official language and to become language partners for their colleagues.
- At Correctional Service Canada, some regions have adopted various measures to improve respect for bilingualism in the workplace. For example, the Atlantic Region has held more than 12 presentations on the language rights of employees in various institutions in New Brunswick and Nova Scotia. In the Quebec Region, a circular was sent out to regional managers to inform them of the language rights of employees and the importance of continuing efforts to increase linguistic capacity within their respective sectors.

Bilingual meetings

While most institutions have made progress in recent years in holding bilingual meetings, it is still common for meetings to be held in one official language only, even when members of both language communities are present. In some cases, meetings begin in both languages, but continue in one. To ensure bilingual discussion throughout the meeting, the chair should set an example by switching from one language to the other as it proceeds. Some institutions, with the support of their employees, have adopted the practice of alternating English and French at meetings of work units.

Access to work instruments, computer systems and training

The great majority of federal institutions make work instruments and computer systems in general use available to their employees in both official languages. Accordingly, employees in regions

Good language-of-work practices – bilingual meetings

- At Statistics Canada, new supervisors are given an information kit on bilingual meetings to help them hold effective meetings in both languages.
- At NAV CANADA, official languages guidelines for managers include a checklist of measures to establish a work environment conducive to the use of both official languages, particularly at meetings.

designated as bilingual for language-of-work purposes generally have access to the instruments, documents and support they need to work in the official language of their choice. The great majority of institutions reported that their employees could take training and development programs in the official language of their choice.

Personal and central services for employees

In most cases, employees receive personal and central services in the official language of their choice. According to PCIS data, on March 31, 2007, the very great majority of employees providing personal and central services in institutions within the core public administration met the language requirements of their position (see section on Statistics relating to language of work, below). With respect to institutions outside the core public administration, OLIS II data seem to indicate a comparable situation. In almost all cases, institutions have the necessary linguistic capacity to provide such services.

Supervision

Analysis of the annual reviews shows that employees in bilingual or either/or positions are generally supervised and evaluated in the official language of their choice. As a rule, supervisors are able to communicate with their employees in the language of the employee's choice (see section on Statistics relating to language of work, below). When a supervisor does not meet the language requirements of the position, the institution takes administrative measures to ensure that the language-of-work rights of employees are respected. This is true for institutions both within and outside the core public administration. It should be noted that employees in unilingual positions are supervised and evaluated in the official language of their position.

Current situation in unilingual regions

In unilingual regions, the language of work is the one that predominates in the province or territory in which work units are located. Institutions must ensure that

employees providing bilingual services have access to work instruments in common use in both official languages.

In the very great majority of institutions, employees working in unilingual regions are supervised and evaluated in the predominant language of the province or territory where their work unit is located. Nevertheless, institutions must comply with the provision in the Treasury Board's *Policy on Language of Work*, whereby employees providing bilingual services in unilingual regions are to have access to work instruments in regular and wide use in both official languages.

Performance measurement mechanisms

More than 35 institutions reported that they had developed mechanisms to measure their performance with respect to the implementation of Part V of the Act and the policies derived from it. Some used the results of the 2005 Public Service Employee Survey as a basis for their language-of-work action plan. Organizations mentioned in newsletters from the Office of the Commissioner of Official Languages (OCOL) indicate that they also use the results of the OCOL annual survey to assess their situation.

Follow-up action resulting from the letter in response to the 2005–06 annual reviews

A dozen institutions were to take follow-up action with respect to language of work, and almost all have done so, in whole or in part. The language-of-work situation is stable in the remaining institutions.

Statistics relating to language of work

The statistics in this section are drawn from Tables 8 and 9 and Figures 7 and 8.

Within the core public administration

On March 31, 2007, 43,620 incumbents of bilingual positions providing personal and central services (90.7%) met the language requirements of their position, compared with 89.8% on the same date in 2006.

The percentage of positions requiring level C second language proficiency (in oral interaction) increased slightly over the previous year from 33.2% to 33.7%.

The data shows that 16,110 (89.1%) of the employees supervising staff in bilingual regions (supervisors and executives) met the

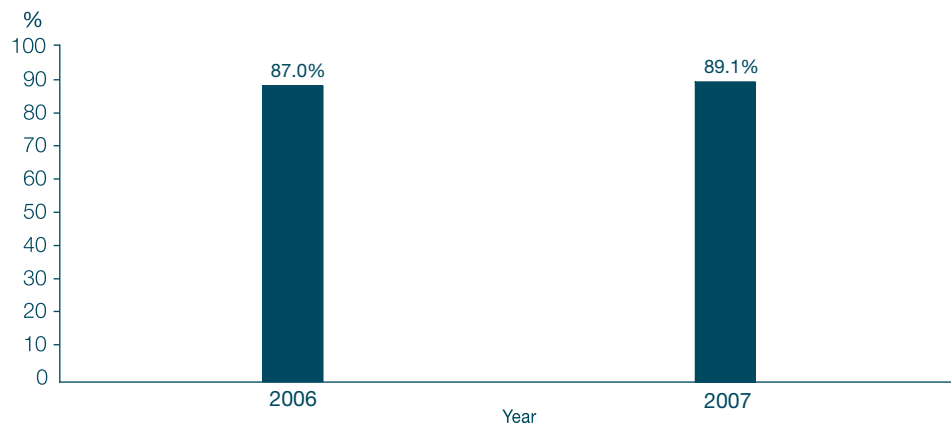
language requirements of their position. This was an increase of more than two percentage points: the proportion was 87% in 2006.

The number and percentage of those in the “exempted” and “record incomplete” categories fell. The number of incumbents exempted fell from 1,066 (6.1%) in 2006 to 981 (5.4%) in 2007. The number of incomplete records fell from 491 (2.8%) in 2006 to 393 (2.2%) in 2007.

The percentage of bilingual positions that included supervisory tasks at the superior proficiency level (level C) was 51.4% compared with 50.2% (8,846 positions) the year before.

Figure 7

Supervision—Incumbents in Bilingual Positions who Meet Their Language Requirements*



* See Table 10

Source: Position and Classification Information System (PCIS)

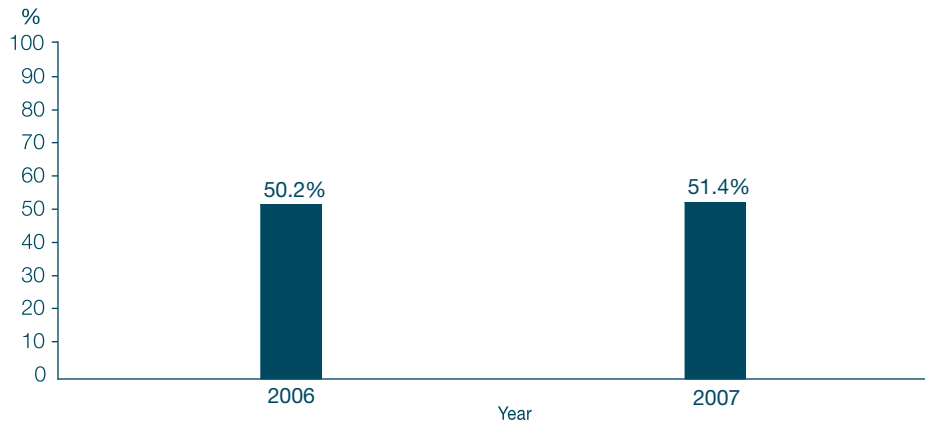
Executives (EX)

The data also shows a continued increase in the number of executives meeting the language requirements of their position: 3,620 (94%) met the language requirements of their position on March 31, 2007, compared with 92.9% the year before. A total of 100 (2.6%) were exempted from meeting the requirements.

With respect to those who did have to meet the language requirements of their position, there was an improvement of 1.3%. On March 31, 2007, 71 (1.8%) had to meet the language requirements of their position within the two-year exemption period, compared with 3.1% the year before.

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 addresses two aspects of human resources management: equitable participation and staffing.

In relation to equitable participation, the Act confirms the federal government's commitment to ensuring that the composition of the workforce tends to reflect the presence of the two official language communities in Canada. This commitment is translated into action keeping in mind 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 within federal institutions. The provisions respecting the participation of the two communities cannot adversely affect the principle of merit-based selection; therefore, institutions cannot reserve positions for one particular community, nor can they set quotas to ensure better participation by both communities.

As far as staffing is concerned, the Act²⁵ provides that requirements related to official languages be set objectively. The requirements should genuinely reflect the duties of the position 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 the employee.

Other provisions respecting the management of human resources also take into account the requirements of the Act. They are contained in Treasury Board policy instruments. For example, the *Policy on Official Languages for Human Resources Management*²⁶ states that in exceptional circumstances, a bilingual position or function may be filled by a candidate who does not meet the required language skills. In such cases, the institution provides language training to enable the employee to acquire those skills, and takes appropriate administrative measures to ensure that the bilingual functions of the position are carried out in the interim. The policy further states that institutions provide language training to employees who wish to develop their second-language skills in order to advance their careers and possibly fill bilingual positions in the future.

Current situation

Equitable participation

On March 31, 2007, the participation rate in all institutions subject to the Act was 73.1% for Anglophones and 26.9% for Francophones (Table 16). The rates for the core public administration only were 68.5% and 31.5%, respectively (Table 12). On the basis of the most recent available Census data,²⁷ the two official language communities are relatively well represented within all the institutions subject to the Act.

The situation has changed greatly over the last 29 years. Nationally, and for institutions within the core public administration, the participation rate for Francophones has risen from 25.2% in 1978 to 31.5% in 2007 (Table 12). Regionally, the most marked changes are found in the NCR and in New Brunswick (Table 12).

25. Section 91: Parts IV and V authorize the application of official language requirements to a staffing action only when they "are objectively required to perform the functions for which the staffing action is undertaken."

26. <http://www.psagency-agencefp.gc.ca/pol/polhrm-plogrh-eng.asp>.

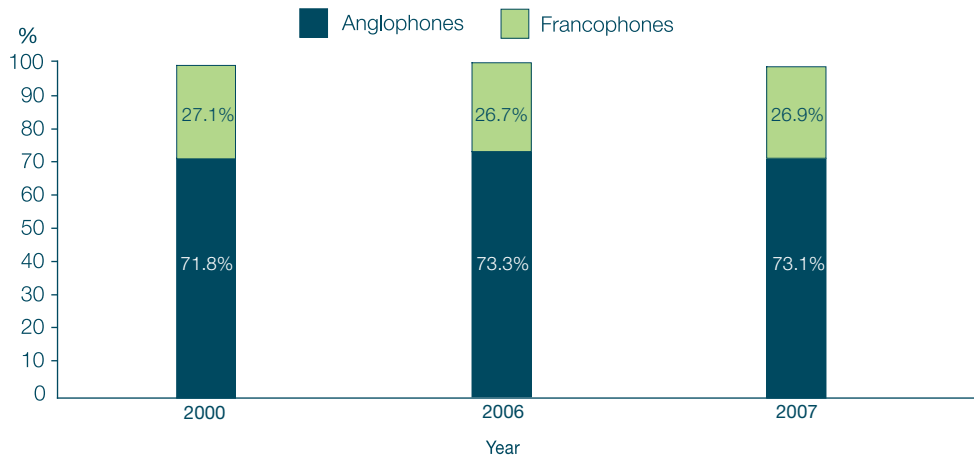
27. During the year under review, 2006 Census data was not yet available.

Figure 9 shows the participation by the two communities in all institutions subject to the Act.

Institutions must ensure that measures are in place to promote participation by both communities in the recruitment process. One practice that institutions can follow to promote equitable participation is to advertise employment opportunities in minority media and circulate information within local networks in official language minority communities.

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)

Good human resources management practices – equitable participation

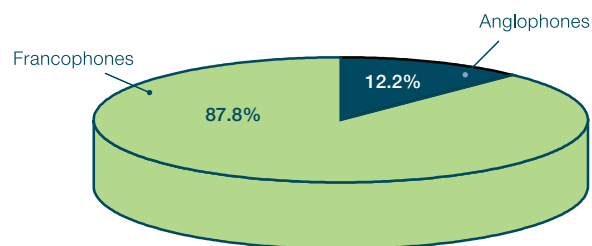
- For its recruitment campaign, the Canadian Food Inspection Agency developed an information kit that includes a section on official languages requirements and official language minority communities. By stating its commitment to official languages in its recruitment documentation, the Agency hopes to attract as many Francophones as Anglophones.
- The Office of the Privacy Commissioner of Canada regularly analyzes data on the composition of its workforce, and submits the results quarterly to the senior management committee for review and to make any necessary adjustments to its staffing strategy.
- Marine Atlantic Inc. maintains a close relationship with the Fédération acadienne de la Nouvelle-Écosse and other local groups. Employment opportunities are posted in Francophone community centres in all recruitment areas.
- The Quebec Region of the Canada Revenue Agency visits university campuses to promote job opportunities with its organization. Three of its nine student ambassadors are Anglophones, which is helpful in targeting Anglophone campuses and possibly increasing Anglophone representation within its workforce.

At the regional level, in all institutions subject to the Act, participation by Anglophones in Quebec (excluding the NCR) was 12.2% in 2007, compared with 13.6% a year earlier (Table 16). For the core public administration only, the participation by Anglophones in Quebec (excluding the NCR) was 7.6% in 2007 (Table 12) and 7.7% in 2006.

Figure 10 shows the breakdown of employees in Quebec (excluding the NCR) in all institutions subject to the Act.

Figure 10

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



* National Capital Region

** See Table 16

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

Recruiting bilingual candidates

The *Action Plan for Official Languages* allocated \$2 million over a five-year period (until 2008) to intensify the recruitment of bilingual candidates. This initiative, which was launched by the PSC, is very promising.

In 2003, the Agency joined the PSC in a five-year effort to increase applications from bilingual candidates for positions in the federal public service. As the last year of this bilingual recruitment initiative comes to an end, the PSC continues to gain ground in this area, increasing the number of partnerships and making public presentations to recruit candidates. Presentations made during this period have reached out to more than 20,000 participants across Canada. They focus on promoting the federal government as an employer of choice and dispelling myths, particularly those having to do with official languages requirements. As a result of these efforts and other activities conducted by the PSC, the recruitment of bilingual candidates has been increasing over the last four years.

The success and importance of this initiative are conclusive. The PSC is therefore looking for ways to integrate efforts to recruit bilingual candidates into all staffing activities.

Staffing and language training

An analysis of the annual reviews indicates that the great majority of institutions have developed mechanisms so that they can ensure that the language requirements of positions are determined objectively in accordance with section 91 of the Act. A number of annual reviews report the holding of briefings and training activities for classification officers to clarify their understanding of the provisions of the Act in this matter.

Since April 2004, candidates appointed to bilingual positions must have the required language skills upon appointment; however, under special circumstances, it is possible to appoint a candidate without the necessary language skills. The Agency notes that, increasingly, candidates have these skills upon appointment. It is therefore possible to staff vacant positions by appointing candidates who already meet the requirements, and provide language training for career development purposes.

Where candidates are appointed even though they do not meet the language requirements of their position, institutions must send them on language training as soon as possible and take administrative measures to ensure the provision of bilingual services while training is under way. Analysis of annual reviews indicates that, in general, institutions are meeting their obligations in this area.

Good human resources management practices – staffing

- Health Canada has developed a guide for managers that addresses the official languages aspects of human resources management. It is a useful tool for determining language requirements and staffing bilingual positions.
- The management committee of the Office of the Superintendent of Financial Institutions conducts a quarterly review of appointments of candidates who do not meet the language requirements of their position, to ensure that employees do not exceed the time allowed for language training.
- Public Safety and Emergency Preparedness Canada closely monitors employees appointed to positions for which they do not meet the language requirements, to ensure that their managers register them in language training as soon as possible.

Good human resources management practices – language training

- Industry Canada has developed a guide to language training for managers in the Prairies and Northern Region to ensure that they review all applications for career development purposes against standard criteria to facilitate budgeting, funding and planning.
- The Canadian Food Inspection Agency produced an information kit called “Getting Ready for Your Second Official Language” to help employees who are waiting for language training to prepare for the experience of learning a second official language.
- Fisheries and Oceans Canada:
 - In the Maritimes, the department set up a pilot project to ensure the equitable, efficient and uniform delivery of language training for development purposes. A similar approach is envisaged for the Central and Arctic Region.
 - The department also tested a distance learning program that enables teachers and students to communicate online, using personal computers, microphones and webcams. This program could reduce the problems associated with part-time and full-time language training for employees working in remote areas.
 - The department also developed a French course and gave it to the Canadian Coast Guard. The program could be adapted to meet the special requirements of the Marine Communications and Traffic Services Centres.
- The Pacific Region of the Canada Border Services Agency launched a successful French-language training program in the fall of 2006. It is available to all employees, including shift workers and those in remote locations. It uses self-learning software, supported by individual tutoring, and requires employees to set aside five hours a week outside their work schedule. More than 75 employees have taken part in the program.

Language training costs

The very great majority of institutions within the core public administration now have mechanisms to acquire data on language training costs, and use the breakdown recommended by the Agency.

Learning retention

Nearly half the institutions indicated that they had taken action to ensure that employees trained in their second official language are able to maintain or improve their level of bilingualism. These initiatives generally reflect senior management's vision in this matter. For example, some institutions provide employees with numerous opportunities to use both official languages daily in the workplace. Others report that they have taken very specific initiatives, as noted in the examples below.

Performance measurement mechanisms

Over 40 institutions reported that they had set up mechanisms to assess their performance in implementing the provisions of the *Policy on Official Languages for Human Resources Management*. A number of them said that they had incorporated a section on official languages in their human resources plan.

Follow-up action resulting from the letter in response to the 2005–06 annual reviews

Eight institutions were to take follow-up action with respect to human resources management. Two indicated that they had completed the action requested by the Agency in whole or in part. The Agency will be following up with those that have yet to respond.

Good human resources management practices – learning retention

- Canadian Heritage developed a new Language Buddies Program that enables colleagues to work together to improve their second-language skills for conversation purposes or in preparation for a test. This informal learning approach seems to be very popular with employees.
- At the Courts Administration Service, bilingual Registry employees who work in offices and have little opportunity to use their second official language were invited to change places with other employees working in a region where their second language is the predominant one. Exchanges last for two weeks and are giving good results.
- At National Defence, the Canadian Defence Academy developed the pilot project “Second Language at Work.” Participants receive a learning retention kit and take part in weekly activities in the target language based on routine job tasks.
- The Canada Revenue Agency has twinned employees from different regions who work in the same sector and are at the same language level. Monthly two-hour meetings—an hour in English and an hour in French—on work-related issues help each employee to improve his or her second-language skills. This initiative has also led to the development of a network of resource persons.

Statistics relating to human resources management

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

Language requirements of positions or functions

When required, institutions within the core public administration designate positions bilingual in order to serve Canadians and federal employees in both official languages. The distribution of bilingual positions varies significantly from region to region.

On March 31, 2007, 40.2% of all positions in the core public administration were bilingual. Of the remaining unilingual positions, 51.2% were English essential, 4% were French essential and 4.4% were either/or. The rate of incomplete records on the linguistic designation of occupied positions was 0.2% (Table 2).

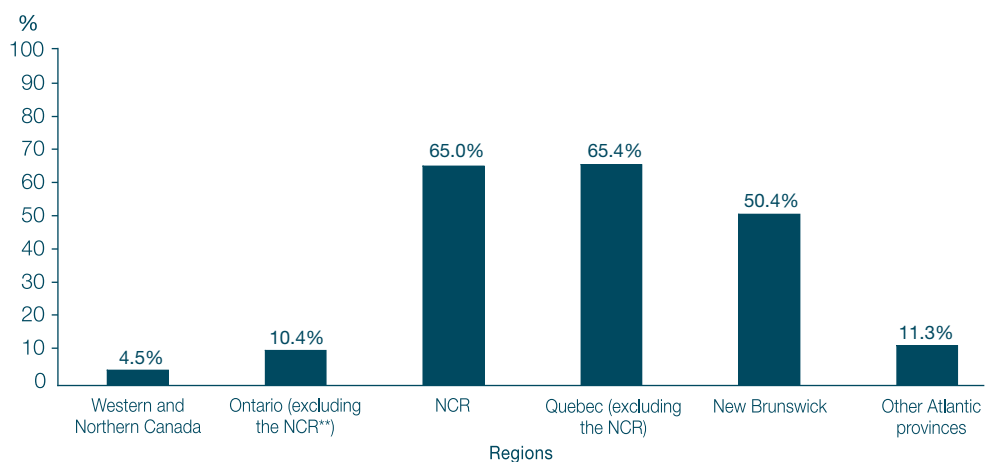
Bilingual positions by region

The percentage of bilingual positions is generally higher in some regions of Canada, particularly where members of official language minority communities are more numerous. Similarly, regions designated bilingual for language-of-work purposes have an impact on the number of positions designated bilingual. In the NCR, 65% of positions are bilingual; in Quebec (excluding the NCR), 65.4%; in New Brunswick, 50.4%; and in Ontario (excluding the NCR), 10.4%. In the other Atlantic provinces, the percentage is 11.3. In northern and Western Canada, 4.5% of all positions are bilingual (Figure 11). The percentage of unilingual positions has fallen from 75.3% in 1978 to 59.6% in 2007 (Table 3).

The data in Figure 11 shows the percentage of bilingual positions in the core public administration by region.

Figure 11

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



* See Table 3

** National Capital Region

Source: Position and Classification Information System (PCIS)

The percentage of incumbents who met the language requirements of their position improved in 2006–07. On March 31, 2007, the figure was 90.8% compared with 89.5% the year before (Table 4). There was also a drop in the number of incumbents who did not meet the language requirements, both for those who were exempted and those who were not.²⁸

The Agency supports institutions and encourages them to reconcile their data and reduce the number of incomplete records. Efforts by the PCIS Training and Special Response Team have borne fruit: the rate of incomplete records fell from 3.2% in 2006 to 2.4% in 2007 (Table 4).

The rate of incumbents in bilingual positions requiring superior proficiency (level C) was 31.9%, or 0.7% more than the 31.2% of the year before (Table 5). The majority of bilingual positions (64.2%) required intermediate proficiency (level B).

The proficiency level required has increased considerably over the years. The rate of bilingual positions requiring superior proficiency was 7.2% in 1978, and 31.9% in 2007 (Table 5).

28. For more specific information on exemptions, see Table 4 (Technical Notes).



V. Culture Change

Over the last 30 years, implementation of the Official Languages Program has been largely based on an approach relying heavily on rules and process. In the last few years, there has been a major shift, with an approach based more on results and enhanced accountability. This shift was necessary to better ensure that Canadians could be served in the official language of their choice in bilingual offices, and to establish a work environment in which the organizational culture allows employees to use the official language of their choice in regions designated bilingual for language-of-work purposes.

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 institutions subject to it must also be based on fundamental values such as respect, fairness and inclusiveness.

No program or initiative can bring about a real culture change without an effective strategy to promote the Program. While the overall coordination of the Program with respect to Parts IV, V and VI of the Act is the responsibility of the Agency, it is the institutions that implement it. Champions and persons responsible for official languages therefore have a key part to play in their institution and their region in the integration of official languages into the culture of their organization.

Evaluation of the *Action Plan for Official Languages*

In its *Action Plan for Official Languages*, which was launched in 2003, the Government allocated \$751.3 million over five years to give new momentum to Canada's linguistic duality. The Action Plan called for the submission of midterm²⁹ and final reports to the government.

In preparing the final report, to be published in the fall of 2008, institutions that have received financial support to execute initiatives under the Action Plan must evaluate them in accordance with section 36 of the Accountability and Coordination Framework that is an integral part of the Action Plan. These evaluations, designed to determine to what extent the objectives of the Action Plan have been achieved, will be conducted during the next fiscal year. Canadian Heritage is providing overall coordination of the work.

Awareness and Promotion Activities

Regional Federal Councils

An official languages champion sits on the executive committee of every regional federal council, except that of the Yukon. The Agency meets regularly with the executive and the official languages committee of each council to brief them

29. See *Update on the Implementation of the Action Plan for Official Languages* at <http://epe.lac-bac.gc.ca/100/205/301/pco-bcp/website/06-10-10/www.pco-bcp.gc.ca/olo/default.asp?language=e&page=midtermreport.htm>.

and to discuss such matters as the parameters of new policies. It provides a good opportunity to learn about regional concerns and share good practices.

Briefings for newly appointed champions and co-champions

The Agency holds regular and ad hoc meetings with newly appointed champions and co-champions to brief them on the Program and explain their role as official languages leaders within their organizations. In June 2006, the Agency held two sessions attended by some 20 champions and co-champions.

Meeting with champions on current official languages issues

In February 2007, the Agency held a meeting with champions from institutions subject to the Act to update them on current official languages issues. The Canada School of Public Service was invited to make a presentation on the new language training model, which took effect on April 1, 2007, and talk about its implications for second-language learning and the various options available to institutions. PWGSC is responsible for developing the procurement strategies to implement the model, whereas the PSC will continue to be responsible for language evaluations. The PSC and the Agency also briefed champions on the evaluation of second-language skills and qualification standards.

This meeting, one of a series of activities designed to improve understanding, promotion and dissemination of information on official languages, gave champions an opportunity to discuss matters of importance to them and initiate a discussion on language training, the evaluation of second-language skills,

executive bilingualism and the integration of language knowledge into the work environment.

Good Practices Forum

In December 2006, the Agency held its second Official Languages Good Practices Forum, the theme of which was “Moving Forward Together with Good Practices.” The Agency’s President stressed the need to publicize and share good practices in official languages, particularly in such areas as policy development, service delivery, the work environment, advancement and promotion, if we are to build an exemplary Public Service dedicated to excellence.

The Forum was held in the NCR, and gave official languages champions, persons responsible for official languages and national section 41 coordinators an opportunity to attend interesting and informative presentations on the management of the Program, service to the public, language of work, promotion of English and French within institutions and support for official language minority communities.

Regional retreat

Regional retreats provide opportunities to meet with members of official language minority communities and regional representatives of federal councils. They help those taking part to become aware of regional official languages issues and recognize the dynamism and leadership being exercised at both the community and federal levels. At the 2006 retreat, members of the Crown Corporations Advisory Committee on Official Languages met with the executive director of the *Fédération des Francophones de la Nouvelle-Écosse*, who talked to them about the organization’s achievements and the issues and challenges facing the Francophone community in

Nova Scotia. The meeting also enabled community members to learn about the role federal institutions can play in providing them with more support.

Briefing on sections 11 and 30 of the Act

The Agency held a briefing in February 2007 for federal government officials responsible for advertising to discuss the theoretical implications of section 11 and section 30 of the Act, which deal with the publication of notices and advertisements for the information of members of the public.

The interpretation of these two sections of the Act still presents some challenges for institutions. The purpose of the briefing was to clarify the obligations of institutions with respect to the use of both official languages in the publication of notices and advertisements for the information of members of the public, and assist them in determining which of the two sections applies in a given context.

Official languages information campaign

In pursuit of the objective of an exemplary Public Service, a component of the *Action Plan for Official Languages*, the Agency worked with Industry Canada, the PSC, the Canada Border Services Agency, the Office of the Auditor General of Canada, Canadian Heritage, Natural Resources Canada, PWGSC and VIA Rail Canada to set up an official languages information campaign, which was launched in the fall of 2007. The campaign has also received support from the Regional Federal Councils, the Canada School of Public Service, the Official Languages Secretariat of Canadian Heritage, the Council of the Network of Official Languages Champions and the National Joint Council.

The main purpose of the campaign is to correct misperceptions about official languages and it will target employees across Canada who work in institutions subject to the Act. It will run from October 2007 to March 2008 and is designed to increase employee awareness of official language minority communities, increase the knowledge of official languages and maximize the impact of the campaign throughout the federal government. The expected results of the campaign are a linguistic duality more firmly anchored in the culture of the federal public administration, a receptive atmosphere conducive to the use of and respect for both official languages, and a sharing of good practices.

Rendez-vous de la Francophonie

In partnership with a number of institutions, the Agency has taken the lead in organizing the launch of the Rendez-vous de la Francophonie within the federal public service for the last nine years. For two weeks, numerous institutions across Canada take part in activities promoting the Canadian Francophonie. In March 2006, some 500 Francophones and Francophiles met in the Canadian Museum of Civilization in Gatineau to celebrate La Francophonie and kick off the two weeks of the Rendez-vous de la Francophonie.

Official languages section of the Agency's website

The official languages section of the Agency's website,³⁰ created in 1997, is a valuable source of information about the Agency's main orientations, priorities, available tools, innovative projects and good practices. The site offers a wealth of information, grouped by subject.

30. <http://www.psagency-agencefp.gc.ca/tou-eng.asp>.

VI. Conclusion – Toward An Exemplary Public Service from the Official Languages Point of View

An omnibus survey³¹ conducted by Decima Research in 2006 included questions about official languages. The results show that Canada's official languages policy is increasingly a part of Canada's social fabric and of what defines us as a country. A strong majority of Canadians are personally in favour of bilingualism for the country as a whole. The level of support was 72% in 2006, compared with 56% in 2003. This substantial increase confirms the importance of bilingualism in Canada.

The data in this report also reflect this support within the federal public administration. The vast majority of incumbents of bilingual positions meet the language requirements of their position. Use of the *Exclusion Approval Order* for employees who do not meet the language requirements has decreased substantially. Most executives also have the language skills their positions require. Positions designated bilingual for purposes of language of work and service to the public are concentrated mainly in the regions designated bilingual. Increasingly, institutions subject to the Act are staffing bilingual positions or functions by appointing candidates who are already bilingual. Institutions are also encouraging language training for career development purposes.

The key to success in effectively implementing the Program lies mainly with the leadership exercised within institutions. For that reason, the Agency continues to be interested in this factor in the annual

reviews of institutions, which are asked to report on activities they have developed to demonstrate their commitment to official languages. The stress placed on identifying good practices is bearing fruit: a number of institutions are using such practices as examples and adapting them to their own requirements.

To assist and support institutions subject to the Act, the Agency is intensifying its support and monitoring activities. To that end, it meets regularly with the main stakeholders in official languages to respond to concerns raised. For example, it provides workshops, custom case studies, advice and interpretations to clarify the requirements of the official languages policy instruments.

Aware of the importance of the quality of official languages data in reporting accurately to Parliament, the Agency is increasing the frequency of meetings and other activities with those experiencing data management difficulties.

The Agency favours an inclusive approach based on co-operation with institutions and key official languages stakeholders. Although it is responsible, on behalf of the Treasury Board, for the development and overall coordination of official languages policies, it is deputy heads who are responsible for implementing them within their institutions. The Agency is therefore continuing its liaison work with institutions to maximize the positive impact of the Official Languages Program on Canadian society as a whole, and on official language minority communities in particular.

31. http://www.ocol-clo.gc.ca/html/evolution_opinion_e.php.



VII. Statistical Appendix

Data Sources

There are four data sources:

- Burolis is the official directory of offices and facilities that indicates whether or not they 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, 2007, for the PCIS and Burolis (institutions that are part of the core public administration).
- December 31, 2006, for OLIS II (institutions that are not part of the core public administration).

Although the reference years differ, the data used for reporting purposes refers to the same fiscal year. Therefore, the same fiscal year is used in the statistical tables for the two data systems, 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 percent.

The data in this report concerning employees in the core public administration is taken from the PCIS and differs slightly from that in the Incumbent System,³² which is used to produce various Agency reports.

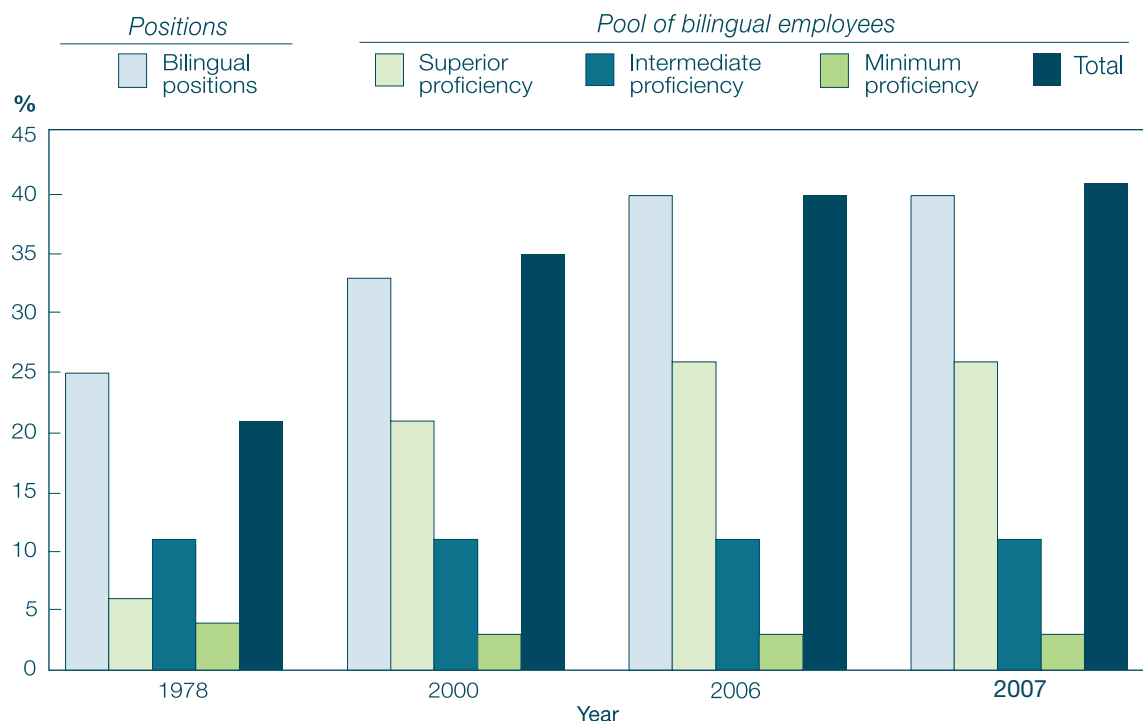
Interpretation and Validity of Data

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.

32. According to the PCIS, the total population in the core public administration was 179,490, compared with 179,540 according to the Incumbent System on March 31, 2007.

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).

* 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).

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
2006	71,269	40.1%	91,284	51.3%	7,247	4.1%	7,848	4.4%	131	0.1%	177,779
2007	72,138	40.2%	91,983	51.2%	7,129	4.0%	7,871	4.4%	369	0.2%	179,490

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.

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	1,719	4.5%	36,774	95.5%	1	0.0%	38,494
Ontario (excluding NCR*)	2,410	10.4%	20,649	89.1%	107	0.5%	23,166
NCR	49,422	65.0%	26,473	34.8%	161	0.2%	76,056
Quebec (excluding NCR)	13,626	65.4%	7,124	34.2%	88	0.4%	20,838
New Brunswick	2,956	50.4%	2,894	49.4%	10	0.2%	5,860
Other Atlantic Provinces	1,583	11.3%	12,365	88.6%	2	0.0%	13,950
Outside Canada	422	37.5%	704	62.5%	0	0.0%	1,126
Total	72,138	40.2%	106,983	59.6%	369	0.2%	179,490
Linguistic Capacity Outside Canada	960	85.3%	166	14.7%	0	0.0%	1,126

* National Capital Region

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

Source: Position and Classification Information System (PCIS), 2007

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 (rotational employees), most of which are in Foreign Affairs 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.

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
2006	63,756	89.5%	3,772	5.3%	1,474	2.1%	2,267	3.2%	71,269
2007	65,466	90.8%	3,633	5.0%	1,297	1.8%	1,742	2.4%	72,138

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 position 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.

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
2006	22,216	31.2%	45,674	64.1%	1,000	1.4%	2,379	3.3%	71,269
2007	22,983	31.9%	46,304	64.2%	911	1.3%	1,940	2.7%	72,138

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).

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
2006	40,252	89.9%	2,266	5.1%	910	2.0%	1,325	3.0%	44,753
2007	41,045	91.0%	2,290	5.1%	775	1.7%	1,015	2.2%	45,125

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 position 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.

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
2006	15,071	33.7%	28,712	64.2%	581	1.3%	389	0.9%	44,753
2007	15,516	34.4%	28,877	64.0%	519	1.2%	213	0.5%	45,125

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).

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				
2006	42,016	89.8%	2,582	5.5%	923	2.0%	1,284	2.7%	46,805
2007	43,620	90.7%	2,497	5.2%	883	1.8%	1,080	2.2%	48,080

Source: Position and Classification Information System (PCIS)

Technical Notes

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 position 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.

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
2006	15,540	33.2%	29,548	63.1%	326	0.7%	1,391	3.0%	46,805
2007	16,210	33.7%	30,322	63.1%	312	0.6%	1,236	2.6%	48,080

Source: Position and Classification Information System (PCIS)

Technical Notes

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).

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				
2006	15,319	87.0%	1,066	6.1%	732	4.2%	491	2.8%	17,608
2007	16,110	89.1%	981	5.4%	592	3.3%	393	2.2%	18,076

Source: Position and Classification Information System (PCIS)

Technical Notes

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, certain 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 position 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.

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
2006	8,846	50.2%	8,569	48.7%	70	0.4%	123	0.7%	17,608
2007	9,287	51.4%	8,659	47.9%	59	0.3%	71	0.4%	18,076

Source: Position and Classification Information System (PCIS)

Technical Notes

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).

Table 12

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

Region	1978		2000		2006		2007	
Western and Northern Canada								
Anglophones	48,785	98.8%	31,238	97.6%	37,088	97.6%	37,597	97.7%
Francophones	610	1.2%	762	2.4%	912	2.4%	897	2.3%
Unknown	0	0.0%	0	0.0%	0	0.0%	0	0.0%
Total	49,395		32,000		38,000		38,494	
Ontario (excluding NCR*)								
Anglophones	33,536	97.1%	18,529	93.1%	22,390	95.2%	22,041	95.1%
Francophones	988	2.9%	1,366	6.9%	1,133	4.8%	1,125	4.9%
Unknown	0	0.0%	0	0.0%	0	0.0%	0	0.0%
Total	34,524		19,895		23,523		23,166	
NCR								
Anglophones	47,862	68.0%	31,656	59.0%	43,697	58.7%	44,356	58.3%
Francophones	22,478	32.0%	22,035	41.0%	30,768	41.3%	31,700	41.7%
Unknown	0	0.0%	0	0.0%	0	0.0%	0	0.0%
Total	70,340		53,691		74,465		76,056	
Quebec (excluding NCR)								
Anglophones	2,525	8.4%	1,405	7.5%	1,630	7.7%	1,591	7.6%
Francophones	27,397	91.6%	17,406	92.5%	19,437	92.3%	19,247	92.4%
Unknown	0	0.0%	0	0.0%	0	0.0%	0	0.0%
Total	29,922		18,811		21,067		20,838	
New Brunswick								
Anglophones	5,650	83.5%	3,247	62.4%	3,486	58.7%	3,432	58.6%
Francophones	1,113	16.5%	1,960	37.6%	2,453	41.3%	2,428	41.4%
Unknown	0	0.0%	0	0.0%	0	0.0%	0	0.0%
Total	6,763		5,207		5,939		5,860	
Other Atlantic Provinces								
Anglophones	18,805	97.9%	11,912	95.8%	12,982	95.0%	13,225	94.8%
Francophones	407	2.1%	522	4.2%	686	5.0%	725	5.2%
Unknown	0	0.0%	0	0.0%	0	0.0%	0	0.0%
Total	19,212		12,434		13,668		13,950	
Outside Canada								
Anglophones	1,316	76.1%	721	71.1%	752	67.3%	757	67.2%
Francophones	413	23.9%	293	28.9%	365	32.7%	369	32.8%
Unknown	0	0.0%	0	0.0%	0	0.0%	0	0.0%
Total	1,729		1,014		1,117		1,126	
All Regions								
Anglophones	158,479	74.8%	98,708	69.0%	122,025	68.6%	122,999	68.5%
Francophones	53,406	25.2%	44,344	31.0%	55,754	31.4%	56,491	31.5%
Unknown	0	0.0%	0	0.0%	0	0.0%	0	0.0%
Total	211,885		143,052		177,779		179,490	

* National Capital Region

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

Source: Position and Classification Information System (PCIS)

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).

Table 13

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

Category	1978		2000		2006		2007	
Management (EX)								
Anglophones	914	81.7%	2,257	72.7%	2,881	70.5%	3,021	69.9%
Francophones	205	18.3%	849	27.3%	1,206	29.5%	1,302	30.1%
Unknown	0	0.0%	0	0.0%	0	0.0%	0	0.0%
Total	1,119		3,106		4,087		4,323	
Scientific and Professional								
Anglophones	18,315	80.9%	13,137	74.5%	18,752	74.3%	19,074	74.2%
Francophones	4,318	19.1%	4,489	25.5%	6,495	25.7%	6,619	25.8%
Unknown	0	0.0%	0	0.0%	0	0.0%	0	0.0%
Total	22,633		17,626		25,247		25,693	
Administrative and Foreign Service								
Anglophones	35,131	73.6%	33,654	64.3%	50,024	63.4%	53,723	63.6%
Francophones	12,579	26.4%	18,661	35.7%	28,844	36.6%	30,714	36.4%
Unknown	0	0.0%	0	0.0%	0	0.0%	0	0.0%
Total	47,710		52,315		78,868		84,437	
Technical								
Anglophones	21,054	82.3%	11,324	75.4%	12,919	75.7%	12,931	75.7%
Francophones	4,541	17.7%	3,703	24.6%	4,151	24.3%	4,153	24.3%
Unknown	0	0.0%	0	0.0%	0	0.0%	0	0.0%
Total	25,595		15,027		17,070		17,084	
Administrative Support								
Anglophones	45,865	69.6%	22,609	65.9%	22,448	68.3%	18,694	67.2%
Francophones	20,066	30.4%	11,702	34.1%	10,436	31.7%	9,116	32.8%
Unknown	0	0.0%	0	0.0%	0	0.0%	0	0.0%
Total	65,931		34,311		32,884		27,810	
Operational								
Anglophones	37,200	76.1%	15,727	76.1%	15,001	76.4%	15,556	77.2%
Francophones	11,697	23.9%	4,940	23.9%	4,622	23.6%	4,587	22.8%
Unknown	0	0.0%	0	0.0%	0	0.0%	0	0.0%
Total	48,897		20,667		19,623		20,143	
All Categories								
Anglophones	158,479	74.8%	98,708	69.0%	122,025	68.6%	122,999	68.5%
Francophones	53,406	25.2%	44,344	31.0%	55,754	31.4%	56,491	31.5%
Unknown	0	0.0%	0	0.0%	0	0.0%	0	0.0%
Total	211,885		143,052		177,779		179,490	

Source: Position and Classification Information System (PCIS)

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).

Table 14

Participation of Anglophones and Francophones in Institutions That Are Not Part of the Core Public Administration by Region

Region	1992		2000		2006		2007	
Western and Northern Canada								
Anglophones	69,255	90.5%	74,245	93.6%	86,960	95.9%	87,591	96.0%
Francophones	4,695	6.1%	3,880	4.9%	3,722	4.1%	3,612	4.0%
Unknown	2,576	3.4%	1,159	1.5%	0	0.0%	0	0%
Total	76,526		79,284		90,682		91,203	
Ontario (excluding NCR*)								
Anglophones	57,427	90.0%	62,537	90.6%	74,787	93.0%	75,258	94.5%
Francophones	4,827	7.6%	4,770	6.9%	5,603	7.0%	4,375	5.5%
Unknown	1,532	2.4%	1,747	2.5%	0	0.0%	0	0.0%
Total	63,786		69,054		80,390		79,633	
NCR								
Anglophones	20,524	66.2%	23,703	65.9%	26,459	66.8%	28,323	66.9%
Francophones	10,427	33.7%	12,198	33.9%	13,173	33.2%	13,999	33.1%
Unknown	33	0.1%	76	0.2%	0	0.0%	1	0.0%
Total	30,984		35,977		39,632		42,323	
Quebec (excluding NCR)								
Anglophones	7,725	15.4%	7,664	15.1%	8,491	16.0%	7,618	14.0%
Francophones	41,800	83.2%	41,675	82.2%	44,710	84.0%	46,846	86.0%
Unknown	730	1.5%	1,352	2.7%	0	0.0%	0	0.0%
Total	50,255		50,691		53,201		54,464	
New Brunswick								
Anglophones	8,132	74.9%	6,552	73.6%	7,186	74.9%	7,445	74.6%
Francophones	2,465	22.7%	2,290	25.7%	2,410	25.1%	2,534	25.4%
Unknown	260	2.4%	65	0.7%	0	0.0%	0	0.0%
Total	10,857		8,907		9,596		9,979	
Other Atlantic Provinces								
Anglophones	26,997	91.1%	21,691	90.6%	22,588	92.9%	23,186	93.2%
Francophones	2,520	8.5%	2,078	8.7%	1,734	7.1%	1,686	6.8%
Unknown	112	0.4%	182	0.8%	0	0.0%	0	0.0%
Total	29,629		23,951		24,322		24,872	
Outside Canada								
Anglophones	5,970	72.0%	831	76.7%	737	72.8%	1,482	78.5%
Francophones	2,322	28.0%	245	22.6%	276	27.2%	406	21.5%
Unknown	0	0.0%	8	0.7%	0	0.0%	0	0.0%
Total	8,292		1,084		1,013		1,888	
All Regions								
Anglophones	196,030	72.5%	197,223	73.3%	227,208	76.0%	230,903	75.9%
Francophones	69,056	25.5%	67,136	25.0%	71,628	24.0%	73,458	24.1%
Unknown	5,243	1.9%	4,589	1.7%	0	0.0%	1	0.0%
Total	270,329		268,948		298,836		304,362	

* National Capital Region

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

Source: Official Languages Information System II (OLIS II)

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).

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		2006		2007	
Management								
Anglophones	5,168	71.7%	5,215	73.5%	9,487	75.9%	9,796	76.1%
Francophones	1,895	26.3%	1,790	25.2%	3,006	24.1%	3,072	23.9%
Unknown	146	2.0%	90	1.3%	0	0.0%	0	0.0%
Total	7,209		7,095		12,493		12,868	
Professionals								
Anglophones	8,458	72.9%	15,044	73.6%	18,197	73.5%	20,586	73.5%
Francophones	3,106	26.8%	5,326	26.1%	6,567	26.5%	7,405	26.5%
Unknown	38	0.3%	62	0.3%	0	0.0%	0	0.0%
Total	11,602		20,432		24,764		27,991	
Specialists and Technicians								
Anglophones	12,453	70.6%	35,678	75.3%	36,484	76.1%	36,571	75.5%
Francophones	5,082	28.8%	11,238	23.7%	11,439	23.9%	11,852	24.5%
Unknown	110	0.6%	471	1.0%	0	0.0%	0	0.0%
Total	17,645		47,387		47,923		48,423	
Administrative Support								
Anglophones	16,232	68.1%	23,750	68.7%	22,843	70.8%	21,860	70.7%
Francophones	7,084	29.7%	10,440	30.2%	9,440	29.2%	9,053	29.3%
Unknown	525	2.2%	371	1.1%	0	0.0%	0	0.0%
Total	23,841		34,561		32,283		30,913	
Operational								
Anglophones	66,547	71.9%	64,042	73.5%	83,780	79.3%	84,157	79.2%
Francophones	21,522	23.3%	19,496	22.4%	21,874	20.7%	22,143	20.8%
Unknown	4,423	4.8%	3,595	4.1%	0	0.0%	1	0.0%
Total	92,492		87,133		105,654		106,301	
Canadian Forces and Regular Members of the RCMP*								
Anglophones	87,172	74.2%	53,494	73.9%	56,417	74.5%	57,933	74.4%
Francophones	30,367	25.8%	18,846	26.1%	19,302	25.5%	19,933	25.6%
Unknown	1	0.0%	0	0.0%	0	0.0%	0	0.0%
Total	117,540		72,340		75,719		77,866	
All Categories								
Anglophones	196,030	72.5%	197,223	73.3%	227,208	76.0%	230,903	75.9%
Francophones	69,056	25.5%	67,136	25.0%	71,628	24.0%	73,458	24.1%
Unknown	5,243	1.9%	4,589	1.7%	0	0.0%	1	0.0%
Total	270,329		268,948		298,836		304,362	

* Royal Canadian Mounted Police

Source: Official Languages Information System II (OLIS II)

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).

Table 15A.

**Participation of Anglophones and Francophones in the Canadian Forces
(Not Part of the Core Public Administration)**

Category	1992		2000		2006		2007	
Generals								
Anglophones			58	77.3%	53	72.6%	54	72.0%
Francophones			17	22.7%	20	27.4%	21	28.0%
Unknown			0	0.0%	0	0.0%	0	0.0%
Total			75		73		75	
Officers								
Anglophones			9,696	74.9%	10,892	76.1%	11,180	75.9%
Francophones			3,242	25.1%	3,430	23.9%	3,541	24.1%
Unknown			0	0.0%	0	0.0%	0	0.0%
Total			12,938		14,322		14,721	
Other Ranks								
Anglophones			32,476	71.5%	33,585	71.5%	34,337	71.3%
Francophones			12,930	28.5%	13,377	28.5%	13,848	28.7%
Unknown			0	0.0%	0	0.0%	0	0.0%
Total			45,406		46,962		48,185	
All Categories								
Anglophones	87,172	74.2%	42,230	72.3%	44,530	72.6%	45,571	72.4%
Francophones	30,367	25.8%	16,189	27.7%	16,827	27.4%	17,410	27.6%
Unknown	1	0.0%	0	0.0%	0	0.0%	0	0.0%
Total	117,540		58,419		61,357		62,981	

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).

Table 15B.**Participation of Anglophone and Francophone Regular Members of the RCMP*
(Not Part of the Core Public Administration)**

Category	1992	2000	2006	2007
Officers				
Anglophones		322 81.5%	362 80.6%	408 81.9%
Francophones		73 18.5%	87 19.4%	90 18.1%
Unknown		0 0.0%	0 0.0%	0 0.0%
Total		395	449	498
Non-commissioned officers				
Anglophones		3,973 83.1%	3,953 81.2%	4,032 81.0%
Francophones		809 16.9%	915 18.8%	943 19.0%
Unknown		0 0.0%	0 0.0%	0 0.0%
Total		4,782	4,868	4,975
Constables				
Anglophones		6,969 79.7%	7,572 83.7%	7,922 84.2%
Francophones		1,775 20.3%	1,473 16.3%	1,490 15.8%
Unknown		0 0.0%	0 0.0%	0 0.0%
Total		8,744	9,045	9,412
All Categories				
Anglophones		11,264 80.9%	11,887 82.8%	12,362 83.1%
Francophones		2,657 19.1%	2,475 17.2%	2,523 16.9%
Unknown		0 0.0%	0 0.0%	0 0.0%
Total		13,921	14,362	14,885

* 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).

Table 16

Participation of Anglophones and Francophones in All Institutions Subject to the *Official Languages Act* by Region

Region	2000		2006		2007	
Western and Northern Canada						
Anglophones	105,483	94.8%	124,048	96.4%	125,188	96.5%
Francophones	4,642	4.2%	4,634	3.6%	4,509	3.5%
Unknown	1,159	1.0%	0	0.0%	0	0.0%
Total	111,284		128,682		129,697	
Ontario (excluding NCR*)						
Anglophones	81,066	91.1%	97,177	93.5%	97,299	94.6%
Francophones	6,136	6.9%	6,736	6.5%	5,500	5.4%
Unknown	1,747	2.0%	0	0.0%	0	0.0%
Total	88,949		103,913		102,799	
NCR						
Anglophones	55,359	61.7%	70,156	61.5%	72,679	61.4%
Francophones	34,233	38.2%	43,941	38.5%	45,699	38.6%
Unknown	76	0.1%	0	0.0%	1	0.0%
Total	89,668		114,097		118,379	
Quebec (excluding NCR)						
Anglophones	9,069	13.0%	10,121	13.6%	9,209	12.2%
Francophones	59,081	85.0%	64,147	86.4%	66,093	87.8%
Unknown	1,352	1.9%	0	0.0%	0	0.0%
Total	69,502		74,268		75,302	
New Brunswick						
Anglophones	9,799	69.4%	10,672	68.7%	10,877	68.7%
Francophones	4,250	30.1%	4,863	31.3%	4,962	31.3%
Unknown	65	0.5%	0	0.0%	0	0.0%
Total	14,114		15,535		15,839	
Other Atlantic Provinces						
Anglophones	33,603	92.4%	35,570	93.6%	36,411	93.8%
Francophones	2,600	7.1%	2,420	6.4%	2,411	6.2%
Unknown	182	0.5%	0	0.0%	0	0.0%
Total	36,385		37,990		38,822	
Outside Canada						
Anglophones	1,552	74.0%	1,489	69.9%	2,239	74.3%
Francophones	538	25.6%	641	30.1%	775	25.7%
Unknown	8	0.4%	0	0.0%	0	0.0%
Total	2,098		2,130		3,014	
All Regions						
Anglophones	295,931	71.8%	349,233	73.3%	353,902	73.1%
Francophones	111,480	27.1%	127,382	26.7%	129,949	26.9%
Unknown	4,589	1.1%	0	0.0%	1	0.0%
Total	412,000		476,615		483,852	

* 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* 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	536	3.3%	15,784	96.6%	0	0.0%	24	0.1%	0	0.0%	16,344	
Alberta	391	4.1%	9,102	95.7%	0	0.0%	20	0.2%	0	0.0%	9,513	
Saskatchewan	194	4.2%	4,444	95.7%	0	0.0%	8	0.2%	0	0.0%	4,646	
Manitoba	553	8.1%	6,272	91.7%	0	0.0%	17	0.2%	1	0.0%	6,843	
Ontario (excluding NCR*)	2,410	10.4%	20,399	88.1%	13	0.1%	237	1.0%	107	0.5%	23,166	
NCR	49,422	65.0%	19,730	25.9%	207	0.3%	6,536	8.6%	161	0.2%	76,056	
Quebec (excluding NCR)	13,626	65.4%	114	0.5%	6,873	33.0%	137	0.7%	88	0.4%	20,838	
New Brunswick	2,956	50.4%	2,707	46.2%	30	0.5%	157	2.7%	10	0.2%	5,860	
Prince Edward Island	528	29.3%	1,276	70.7%	0	0.0%	1	0.1%	0	0.0%	1,805	
Nova Scotia	947	10.6%	7,941	88.9%	6	0.1%	41	0.5%	2	0.0%	8,937	
Newfoundland and Labrador	108	3.4%	3,100	96.6%	0	0.0%	0	0.0%	0	0.0%	3,208	
Yukon	19	6.0%	297	93.4%	0	0.0%	2	0.6%	0	0.0%	318	
Northwest Territories	19	2.9%	634	97.1%	0	0.0%	0	0.0%	0	0.0%	653	
Nunavut	7	4.0%	170	96.0%	0	0.0%	0	0.0%	0	0.0%	177	
Outside Canada	422	37.5%	13	1.2%	0	0.0%	691	61.4%	0	0.0%	1,126	
Total	72,138	40.2%	91,983	51.2%	7,129	4.0%	7,871	4.4%	369	0.2%	179,490	
Linguistic Capacity Outside Canada	960	85.3%	166	14.7% (all unilingual incumbents)				0	0.0%	0	0.0%	1,126

* National Capital Region

Note: See Table 3 for a breakdown by region.

Source: Position and Classification Information System (PCIS), 2007






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 (rotational employees), most of which are in Foreign Affairs 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.

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	16,034	98.1%	310	1.9%	0	0.0%	16,344
Alberta	9,300	97.8%	213	2.2%	0	0.0%	9,513
Saskatchewan	4,578	98.5%	68	1.5%	0	0.0%	4,646
Manitoba	6,572	96.0%	271	4.0%	0	0.0%	6,843
Ontario (excluding NCR*)	22,041	95.1%	1,125	4.9%	0	0.0%	23,166
NCR	44,356	58.3%	31,700	41.7%	0	0.0%	76,056
Quebec (excluding NCR)	1,591	7.6%	19,247	92.4%	0	0.0%	20,838
New Brunswick	3,432	58.6%	2,428	41.4%	0	0.0%	5,860
Prince Edward Island	1,615	89.5%	190	10.5%	0	0.0%	1,805
Nova Scotia	8,451	94.6%	486	5.4%	0	0.0%	8,937
Newfoundland and Labrador	3,159	98.5%	49	1.5%	0	0.0%	3,208
Yukon	308	96.9%	10	3.1%	0	0.0%	318
Northwest Territories	635	97.2%	18	2.8%	0	0.0%	653
Nunavut	170	96.0%	7	4.0%	0	0.0%	177
Outside Canada	757	67.2%	369	32.8%	0	0.0%	1,126
Total	122,999	68.5%	56,491	31.5%	0	0.0%	179,490

* National Capital Region

Note: See Table 12 for a breakdown by region.

Source: Position and Classification Information System (PCIS), 2007

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).

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	35,852	96.4%	1,348	3.6%	0	0.0%	37,200
Alberta	26,453	95.5%	1,243	4.5%	0	0.0%	27,696
Saskatchewan	7,247	96.7%	244	3.3%	0	0.0%	7,491
Manitoba	16,869	96.0%	712	4.0%	0	0.0%	17,581
Ontario (excluding NCR*)	75,258	94.5%	4,375	5.5%	0	0.0%	79,633
NCR	28,323	66.9%	13,999	33.1%	1	0.0%	42,323
Quebec (excluding NCR)	7,618	14.0%	46,846	86.0%	0	0.0%	54,464
New Brunswick	7,445	74.6%	2,534	25.4%	0	0.0%	9,979
Prince Edward Island	1,850	95.6%	86	4.4%	0	0.0%	1,936
Nova Scotia	15,258	91.0%	1,510	9.0%	0	0.0%	16,768
Newfoundland and Labrador	6,078	98.5%	90	1.5%	0	0.0%	6,168
Yukon	366	95.6%	17	4.4%	0	0.0%	383
Northwest Territories	587	94.4%	35	5.6%	0	0.0%	622
Nunavut	217	94.3%	13	5.7%	0	0.0%	230
Outside Canada	1,482	78.5%	406	21.5%	0	0.0%	1,888
Total	230,903	75.9%	73,458	24.1%	1	0.0%	304,362

* National Capital Region

Note: See Table 14 for a breakdown by region.

Source: Official Languages Information System II (OLIS II), 2007

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).

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	51,886	96.9%	1,658	3.1%	0	0.0%	53,544
Alberta	35,753	96.1%	1,456	3.9%	0	0.0%	37,209
Saskatchewan	11,825	97.4%	312	2.6%	0	0.0%	12,137
Manitoba	23,441	96.0%	983	4.0%	0	0.0%	24,424
Ontario (excluding NCR*)	97,299	94.6%	5,500	5.4%	0	0.0%	102,799
NCR	72,679	61.4%	45,699	38.6%	1	0.0%	118,379
Quebec (excluding NCR)	9,209	12.2%	66,093	87.8%	0	0.0%	75,302
New Brunswick	10,877	68.7%	4,962	31.3%	0	0.0%	15,839
Prince Edward Island	3,465	92.6%	276	7.4%	0	0.0%	3,741
Nova Scotia	23,709	92.2%	1,996	7.8%	0	0.0%	25,705
Newfoundland and Labrador	9,237	98.5%	139	1.5%	0	0.0%	9,376
Yukon	674	96.1%	27	3.9%	0	0.0%	701
Northwest Territories	1,222	95.8%	53	4.2%	0	0.0%	1,275
Nunavut	387	95.1%	20	4.9%	0	0.0%	407
Outside Canada	2,239	74.3%	775	25.7%	0	0.0%	3,014
Total	353,902	73.1%	129,949	26.9%	1	0.0%	483,852

* 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), 2007

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* by province or territory, 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).

