

CANADA'S LINGUISTIC DUALITY



A FRAMEWORK TO MANAGE THE OFFICIAL LANGUAGES PROGRAM

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Foreword

This framework is a step toward better coordination and enhanced accountability for the Official Languages Program of the Government of Canada. Its approach is in line with the Government of Canada's intention to report results to Canadians.

The Official Languages Branch of Intergovernmental Affairs, Privy Council Office, has developed the concept for this framework. The framework has the support of community representatives, federal government partners and other stakeholders.

This project owes its success to the enthusiastic support of collaborators from several departments and agencies, as well as representatives from numerous community organizations who gave generously of their time, energy and insight.



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Introduction

Ever since the Royal Commission on Bilingualism and Biculturalism delivered its recommendations more than three decades ago, the Government of Canada has sought to enhance linguistic duality in Canada. This includes the vitality of official language minority communities, Anglophone and Francophone, as well as promotion of the full recognition and use of English and French in Canadian society.

It has enacted laws, formulated regulations, developed policies and programs, and funded community initiatives. The *Canadian Charter of Rights and Freedoms* even entrenches certain guarantees relating to language rights. Today, at the federal level, equal access to services in English and French is a fundamental right. Linguistic duality is as much a part of the collective Canadian identity as winter, the Rockies or maple syrup.

The *Official Languages Act*

The *Official Languages Act* gives effect to sections 16 to 20 of the *Canadian Charter of Rights and Freedoms*. In particular, it guarantees access to federal government services in both official languages and commits all federal government institutions to enhancing the vitality of official language minority communities and to fostering the full recognition and use of both English and French in Canadian society.

In the 2001 Speech from the Throne, the Government of Canada renewed its commitment to promote Canada's linguistic duality. It reaffirmed its support for minority official language communities — English-speaking Quebecers and Francophones outside Quebec. In April 2001 the Prime Minister named a Minister Responsible for Official Languages with a mandate to revitalize the policy framework and programs that support Canada's official languages.

Call for more effective accountability

Some critics allege that the Act has not been applied consistently. They cite declining budgets and inadequate attention by federal institutions to the needs and priorities of official language minority communities as evidence that the government's commitment to linguistic duality is waning.

Consultations with representatives of official language minority communities and other stakeholders from 2001 to 2003 called for an official languages accountability and coordination framework. In 2002 the Standing Joint Committee on Official Languages delivered a similar message in its report on the implementation of Part VII of the *Official Languages Act*.

In the 2002 Speech from the Throne, the Government promised to present an action plan to re-energize its official languages policy. *The Next Act: New Momentum for Canada's Linguistic Duality — The Action Plan for Official Languages*, made public on March 12, 2003, is the Government of Canada's formal policy statement on official languages. With this Action Plan, the federal government is implementing a series of initiatives costing more than \$750 million over five years.

The cornerstone of the new policy statement is an accountability and coordination framework that will raise awareness of the *Official Languages Act* in all federal institutions, strengthen consultation mechanisms with communities and improve coordination of the federal government's entire Official Languages Program. The framework recognizes the statutory responsibilities of federal institutions as

set out in the *Official Languages Act* and assigns some new responsibilities. A key element of the accountability and coordination framework is the role of the Minister Responsible for Official Languages who is charged with horizontal coordination of the Official Languages Program.

Ten federal government institutions have activities funded by the Action Plan:

Canada School of Public Service
Canadian Heritage
Citizenship and Immigration Canada
Health Canada
Industry Canada
Justice Canada
Human Resources and Skills Development
Canada
Public Service Human Resources Management
Agency of Canada
Social Development Canada
Privy Council Office

Soon after the new official languages policy statement was released, program and policy experts from the 10 federal institutions funded under the Action Plan began working together to develop a Horizontal Results-based Management and Accountability Framework (HRMAF) for the government's Official Languages Program. Starting in 2004 a working group held consultations with representatives from other federal departments and agencies, official

language minority communities, provinces and territories, and the Office of the Commissioner of Official Languages to generate a set of performance indicators that would have meaning for all federal institutions. The working group, whose membership also included technical experts in evaluation and performance measurement, refined the indicators in collaboration with Treasury Board Secretariat.

Shifting to horizontal coordination

Horizontal management is today considered a fundamental element of effective public management. A decade of experience with horizontal policy mechanisms and results-based management tools has enabled the government to manage corporate priorities horizontally by sharing authority, responsibility and benefits among two or more federal institutions.

The Horizontal Results-based Management and Accountability Framework for the Official Languages Program connects and ensures coherence between priorities, programs and progress reporting. The HRMAF will make it possible for the Government of Canada to manage the Official Languages Program in a comprehensive fashion, without infringing on the mandates of individual departmental partners or

undermining hierarchical reporting structures. The new Framework will also enable the government to monitor and evaluate the Official Languages Program at a corporate level and to use its findings to inform decision-making and policy development.

The next section explains the purpose of the HRMAF, the scope of the Government of Canada's Official Languages Program, the broad contributions of each partner and the administrative arrangements whereby partners are accountable to one another, to Parliament, to official language minority communities and to all Canadians. The third section depicts the linkages between federal institutions' activities, inputs, outputs and the Program's desired results. The fourth section sets out the common performance measures that will enable all federal partners to track progress based on factual information about results. All federal government institutions are expected to integrate these measures into their departmental data collection and reporting mechanisms to ensure that the government has access to the information it needs to evaluate the success of the Action Plan and the Official Languages Program. The fifth section outlines data collection, reporting and evaluation mechanisms and the last

section describes how this HRMAF is to be implemented.

The HRMAF, by its nature, is an “evergreen” document, capable of adapting to change. As growing numbers of federal institutions and external stakeholders begin feeding data into the evaluation process, the Framework will become increasingly effective. The HRMAF will allow for a better use of resources and will facilitate policy development based on evidence, including reports of progress against plans.

Profile

The HRMAF formalizes interdepartmental coordination for the Official Languages Program. It explains how resources, authorities and outputs at all levels are aligned to advance the objectives and goals of Canada's official languages policies.

The Framework attempts to reconcile individual accountabilities at the departmental level with a sense of collective responsibility, a common purpose and accomplishment at the corporate level. It provides a basis by which all federal institutions (including government departments, agencies, boards, commissions and Crown corporations) can align their official-languages-related management, accountability and reporting strategies with the overall policy direction of the Government of Canada. The Framework is also intended to reinforce commitment

"[...] we will have an accountability and coordination framework that presents each federal institution with its responsibilities, an accountability framework that establishes unparalleled coordination so that the work of each benefits all. The accountability and coordination framework provides for more communication between the federal government and minority official language communities [...]"

Action Plan for Official Languages, p. 62

to the spirit and purpose of the *Official Languages Act* and to ensure that official language minority communities have meaningful input into the planning and execution of policies and programs that affect their well-being.

Scope of the Official Languages Program

The Official Languages Program encompasses all federal government activities intended to fulfill the Government of Canada's obligations and commitments under the *Official Languages Act* and the *Action Plan for Official Languages*.¹ These obligations and commitments include but are not limited to:

- communicating with and providing services to the public in both official languages;
- ensuring that English and French have equal status as the languages of work in federal institutions and that

¹ *The Next Act: New Momentum for Canada's Linguistic Duality —The Action Plan for Official Languages* (March 2003).

- Anglophone and Francophone Canadians participate equally in federal institutions;
- fostering the full recognition and use of both English and French in Canadian society;
 - promoting linguistic duality in Canada; and
 - supporting and nurturing the development of Anglophone and Francophone minority communities in Canada.

Governance

Horizontal governance of the Official Languages Program is a complex undertaking for political, organizational and administrative reasons. The concept of working horizontally has been promoted throughout the public service since the mid-1990s and many tools for guidance have been developed, but until now, no formal definition of a horizontal governance structure has been developed.

All federal institutions have statutory obligations under the *Official Languages Act*. While each partner has specific roles and responsibilities, they all contribute to the Official Languages Program in general. Furthermore, Treasury Board Secretariat and the Department of Canadian Heritage have specific responsibilities defined under various

Federal Organizations with Special Reporting Obligations to Canadian Heritage (as of July 2005)

Agriculture and Agri-Food Canada
 Atlantic Canada Opportunities Agency
 Business Development Bank of Canada
 Canada Council for the Arts
 Canada Economic Development for Quebec Regions
 Canada Post Corporation
 Canadian Broadcasting Corporation
 Canadian Heritage
 Canada School of the Public Service
 Canadian International Development Agency
 Canadian Radio-television and Telecommunications Commission
 Canadian Tourism Commission
 Citizenship and Immigration Canada
 Foreign Affairs Canada
 Health Canada
 Human Resources and Skills Development Canada
 Industry Canada
 International Development Research Centre
 International Trade Canada
 Justice Canada
 National Arts Centre
 National Capital Commission
 National Film Board
 Parks Canada
 Public Health Agency of Canada
 Public Service Human Resources Management Agency of Canada
 Public Works and Government Services Canada
 Social Development Canada
 Social Sciences and Humanities Research Council of Canada
 Statistics Canada
 Status of Women Canada
 Telefilm Canada
 Treasury Board Secretariat
 Western Economic Diversification Canada

sections of the Act. The Department of Justice also has an important role as legal advisor to the Government of Canada.

For example, the President of the Treasury Board presents an Annual Report to Parliament on the performance of some 200 federal institutions, in accordance with responsibilities flowing from Parts IV, V and VI of the Act. In addition, more than 30 departments and agencies have special obligations to report to Canadian Heritage annually on their efforts to enhance the vitality of English-speaking and French-speaking minority communities and to foster the recognition, equality of status and use of both official languages in Canadian society. Canadian Heritage, in turn, summarizes the main results achieved by these federal institutions and reports to Parliament in its Annual Report.

The *Action Plan for Official Languages* identifies four lead federal institutions whose combined efforts will ensure enhanced information sharing and compliance with the requirements of the HRMAF — the Privy Council Office, the departments of Justice and Canadian Heritage, and the Public Service Human Resources Management Agency.

The Committee of Deputy Ministers on Official Languages provides leadership for management of the Official

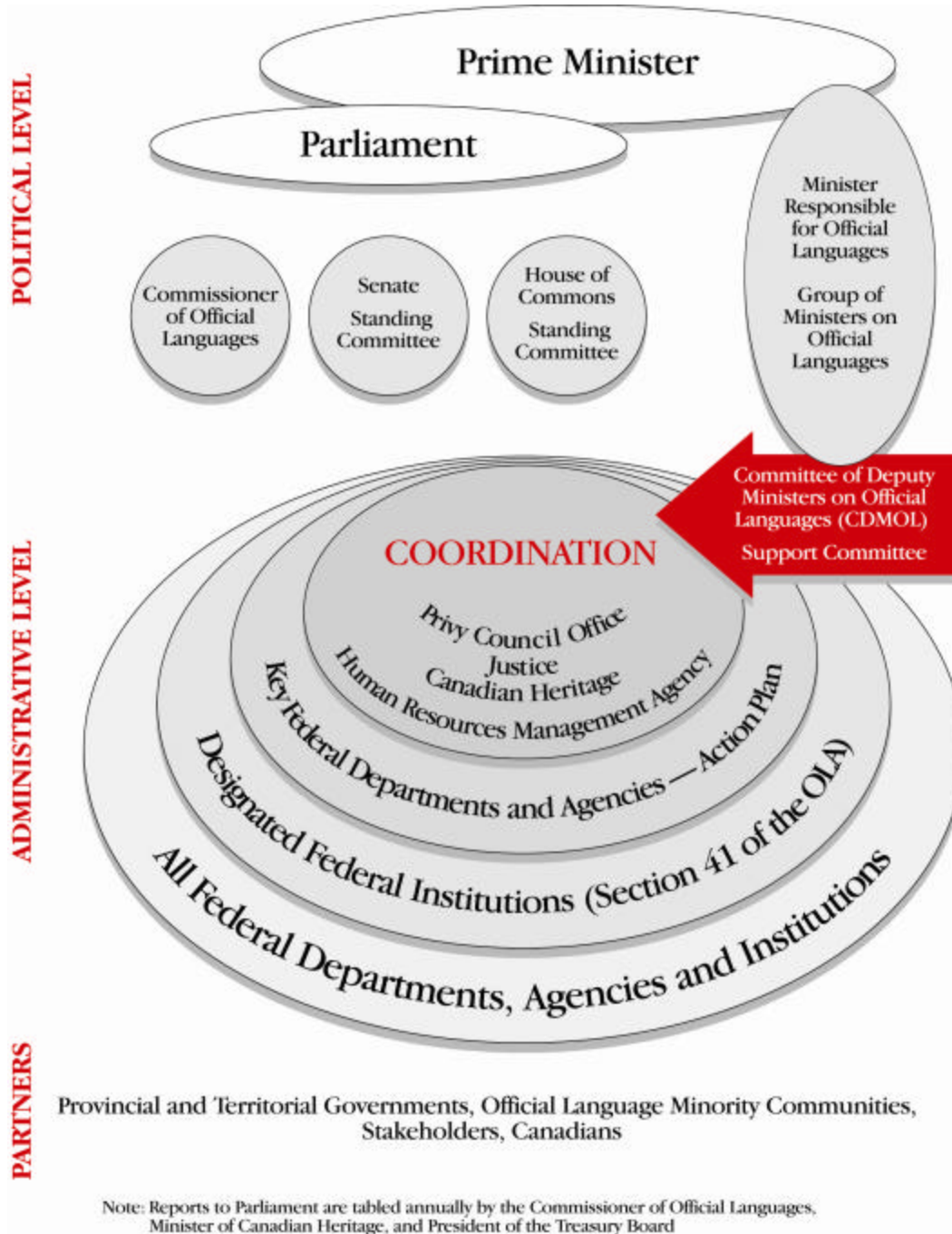
Languages Program. The Committee is responsible for identifying government-wide strategic directions, promoting greater collective accountability for advancing linguistic duality, fostering the use of both official languages in the federal public service, and implementing horizontal coordination of the Official Languages Program. Members are appointed by the Clerk of the Privy Council, and the Committee is chaired by the Deputy Minister of Intergovernmental Affairs in the Privy Council Office.

The mandate of the Minister Responsible for Official Languages is to coordinate measures taken by the government to comply with the *Official Languages Act* and the Action Plan, including the development and implementation of the HRMAF for the Official Languages Program. In this role the Minister is supported by the Group of Ministers on Official Languages, which includes ministers of Canadian Heritage and Justice, and the President of the Treasury Board, as well as sectoral ministers with a role to play in the implementation of the Action Plan.

The Minister and the Committee of Deputy Ministers are supported by the Official Languages Branch, Intergovernmental Affairs Secretariat of the Privy Council Office.

The governance structure of the Official Languages Program, depicted in Figure 1, illustrates the relationships between the various players involved in developing, implementing and evaluating official languages activities.

Figure 1: Governance for the Official Languages Program



Results-based Logic Model

How do the components of the Official Languages Program achieve the program's intended results? How do the contributions of each participating organization link to the logic underlying the program as a whole?

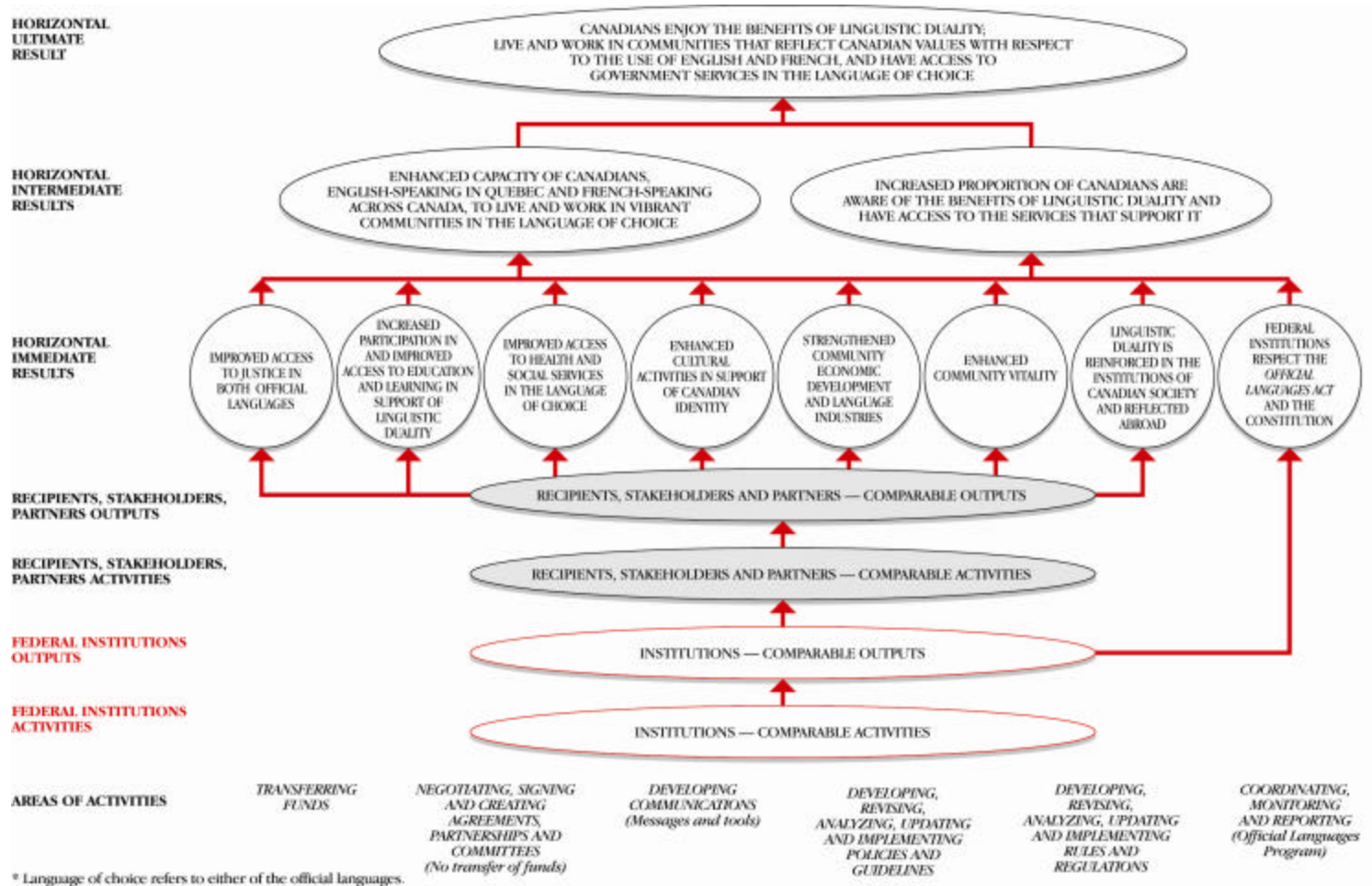
Figure 2 (see page 12) illustrates those connections, outlining the relationships between the Program's overarching objectives, or desired results, and the key areas of activity required to achieve those results. The logic model accommodates the full spectrum of activities undertaken by all federal institutions and includes: transferring funds; negotiating and signing agreements; developing partnerships; developing communications messages and tools; developing policies and guidelines; developing rules and regulations; and coordinating, monitoring and reporting.

The model describes the Program's sectoral and government-wide results as follows:

- **Ultimate Result** (10 to 20 years) — The ultimate result focuses on the benefits of linguistic duality; opportunities for Canadians to live and work in communities that reflect Canadian values with respect to the use of English and French; and
 - access to government services in the language of choice.
- **Intermediate Results** (7 to 10 years) — There are two horizontal intermediate results. One addresses the capacity of Canadians to live and work in vibrant communities in their official language of choice and the other addresses Canadians' increased awareness and enjoyment of the benefits of linguistic duality, including access to the services that support it.
- **Immediate Results** (5 to 7 years) — The Program's desired short-term results include:
 - ? improved access to justice in both official languages;
 - ? increased participation in and improved access to education and learning in support of linguistic duality;
 - ? improved access to health and social services in the language of choice;
 - ? enhanced cultural activities in support of Canadian identity;

- ? strengthened community economic development and language industries;
- ? enhanced community vitality;
- ? linguistic duality is reinforced in the institutions of Canadian society and reflected abroad; and
- ? federal institutions' respect for and compliance with the *Official Languages Act* and the Constitution.

Figure 2: Logic Model — Official Languages Program



Performance Measurement Strategy

How will federal government partners collect information and measure progress against desired results? The HRMAF includes a strategy to enable the Official Languages Branch in the Intergovernmental Affairs Secretariat of the Privy Council Office to monitor overall progress, recommend adjustments or additional activities, and report on the Official Languages Program as a whole, as such linking mandates and activities of all federal institutions.

This performance measurement strategy includes:

- defining concepts that will guide the development of policies and programs in the area of official languages;
- establishing quantitative and qualitative common indicators for measuring performance;
- establishing benchmarks for each of these indicators (i.e., determining current values for each of them);
- establishing specific performance targets (i.e., target values for each indicator);
- collecting the data required to measure performance;
- analyzing that data;
- collecting and analyzing financial data to determine cost-effectiveness; and

- reporting on performance to beneficiaries, partners, stakeholders, Parliamentarians and Canadians in general.

The Post-Censal Survey, which will provide key information in 2007 on the factors that contribute to community vitality, is a critical element of the performance measurement strategy. Data from the survey will assist federal institutions in developing a shared basis of knowledge from which to analyze issues and make informed policy and program decisions. This knowledge will facilitate the achievement of broader policy objectives in the area of official languages.

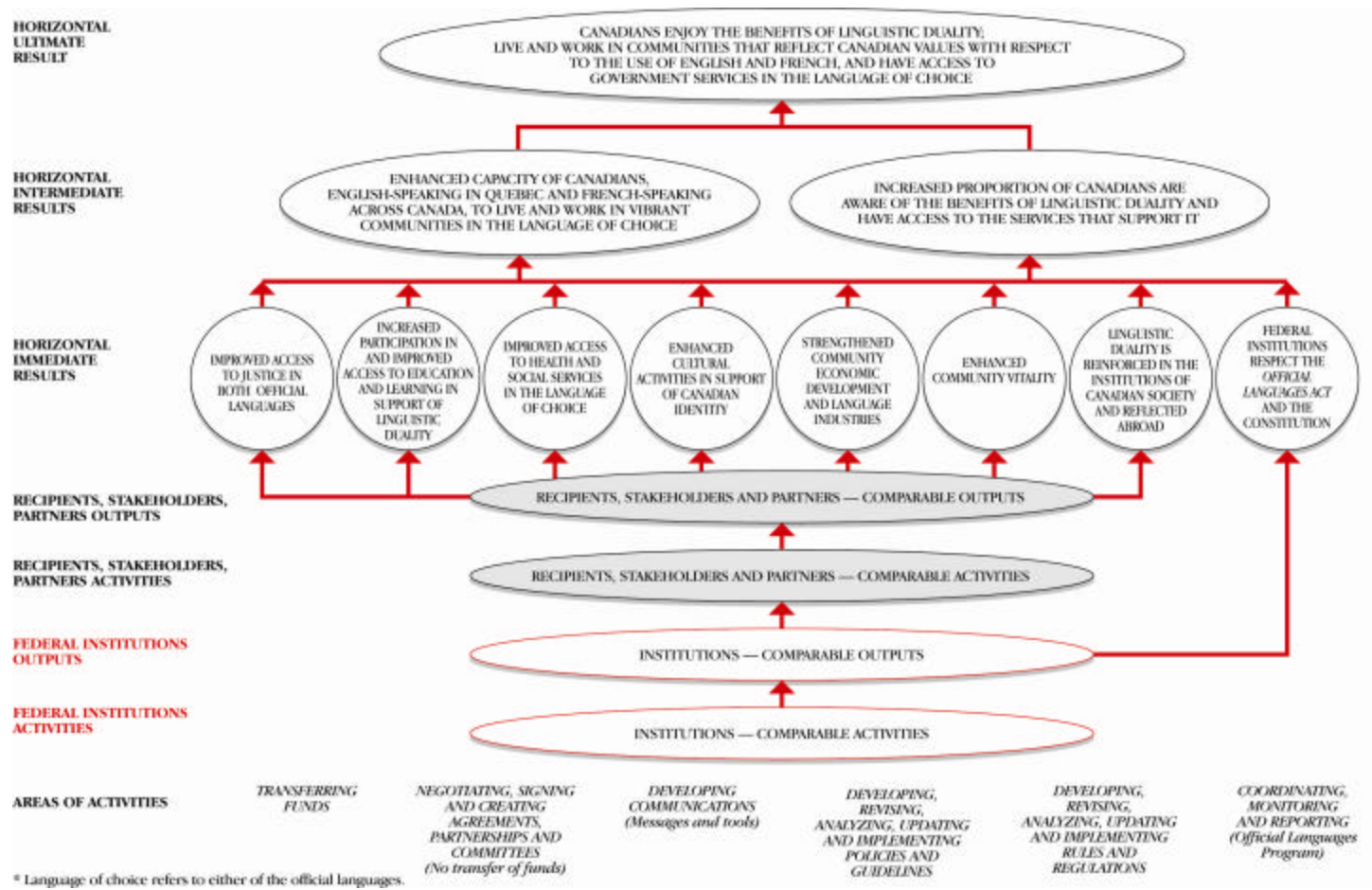
Figure 3-A presents the indicators that will serve as the basis for data collection.

Measures, criteria and data sources have been established for each of the indicators and are available in the detailed version of the HRMAF. In Figure 3-B we present a practical example of the implementation of the Measurement Framework using the immediate result, Improved Access to Health and Social Services in the Language of Choice.

Performance indicators were selected on the basis of the following criteria:

- Relevant — to real decisions and issues
- Feasible — practical and cost-effective
- Credible — sound and supportable
- Clear — easy to understand
- Comparable — show changes over time or between programs, populations or jurisdictions

Figure 3-A: Performance Indicators for the Official Languages Program



* Language of choice refers to either of the official languages.

Figure 3-B: Performance Measurement Framework

IMMEDIATE RESULT 3.3: IMPROVED ACCESS TO HEALTH AND SOCIAL SERVICES IN THE LANGUAGE OF CHOICE					
Performance Indicators	Performance Measures	Criteria (Partial List)	Targets (Partial List)	Benchmarks (Partial List)	Primary Data Sources
Capacity to provide services in both languages	Level of financial support from all sources, other than federal institutions		Income Security Programs (ISPs) conduct annual surveys to ensure clients are satisfied with the services provided in their language of choice.		Health Canada Social Development Canada
	Appropriateness of level of resources provided by partners (type and area)	Number and nature of services available in the official language of choice (area)			Partners and stakeholders (for example: Canada Institute of Health research, Canadian Centre on Substance Abuse, Canadian Centre for Occupational Health and Safety, Community Health and Social Services Network, <i>Société santé en français</i> , <i>Consortium national de santé en français</i> , <i>Commission nationale des parents francophones</i>)
	Training and retention of health professionals	Number of students enrolled	PHASE II: 2003-2004 to 2007-2008: Medicine: 76 admissions; Professionals (university): 934 admissions; Professionals (college): 1,381 admissions	Other benchmarks are being set by the <i>Consortium national de formation en santé</i> , community organizations and McGill University	Income Security Programs (ISPs)
		Number of graduates	PHASE II: 2003-2004 to 2007-2008: Medicine: 39 graduates Professionals (university): 346 graduates Professionals (college): 710 graduates		
Capacity to provide health and/or social services in the language of choice	Policies reflect need to provide health/social services in OLMCs Number of health professionals and child care workers able to provide services to or in OLMCs		PHASE II : 2003-2004 to 2007-2008: Language training for 4,000 health professionals by McGill University	Real figures	Others (to be determined) Census studies and analyses by Statistics Canada, 1996, 2001, 2006, 2011 and 2016; Post-census survey on the vitality of OLMCs; Other surveys to be determined (General Social Survey)

IMMEDIATE RESULT 3.3: IMPROVED ACCESS TO HEALTH AND SOCIAL SERVICES IN THE LANGUAGE OF CHOICE (cont'd)

Performance Indicators	Performance Measures	Criteria (Partial List)	Targets (Partial List)	Benchmarks (Partial List)	Primary Data Sources
Access to services in the language of choice	Use of services and satisfaction level	Availability and quality of services (including early childhood)	Offer of equitable services	Child care spaces Number of complaints (type and area) (does not apply to health services)	
		Level of participation and/or number of beneficiaries (including stakeholders and official-language minorities)			
	Communication to public	Number and nature of existing and distributed documents	17 Francophone/10 Anglophone health networks (target met)	17 Francophone/ 10 Anglophone health networks	
		Number of networks established			
		Composition of networks			
		Nature and number of exchanges of relevant information and quantity of information			

Evaluation and Reporting

There are two main components to any evaluation and reporting process. The first concerns data collection and analysis. The second involves lines of accountability and reporting mechanisms.

Data collection and analysis

The HRMAF establishes mechanisms for the collection of information related to performance measures at the immediate, intermediate and ultimate results levels. This is important because information on activities and investments together with their impact in communities provides the basis of the evaluation process. This information allows senior officials and elected government representatives to base their decisions on facts.

The government-wide evaluation and performance measurement process will use, to the greatest extent possible, information already collected by a variety of processes. The Official Languages Branch of the Intergovernmental Affairs Secretariat in the Privy Council Office will continue to act as the central agency for the Official Languages Program as a whole, compiling selected departmental data, coordinating horizontal data collection initiatives, setting research priorities, analyzing information and drawing conclusions from the input of

individual federal institutions. Treasury Board Secretariat already requires that federal institutions submit Results-based Management and Accountability Frameworks (RMAFs) before funding is approved. Future RMAFs will have to include information on performance indicators and measures relating specifically to the Official Languages Program. Other key information-gathering organizations include Canadian Heritage, the Public Service Human Resources Management Agency (PSHRMA) and Statistics Canada (through census data). Federal institutions have their own data-collection mechanisms that contribute to the government-wide process.

Information from beneficiaries, stakeholders and other partners, such as provincial and territorial governments, will be collected on an ongoing basis so that comparisons will be possible and will help to identify gaps and trends. Other important sources of data include special studies, audits, program evaluations, targeted research initiatives, general social

surveys and the Post-Censal Survey. Data collection initiatives can be conducted by departments, individually or collaboratively.

Accountability and reporting

Canadian Heritage and PSHRMA are required by virtue of specific sections of the *Official Languages Act* to assume certain coordination and monitoring functions. They prepare annual reports to Parliament based on information provided them by designated federal institutions. The Official Languages Program goes beyond the application of simple legal obligations. The oversight role of PSHRMA and of Canadian Heritage will facilitate integrated evaluation and reporting cycles, coordinated by the Privy Council Office.

Numerous performance reports on the Official Languages Program are

scheduled to be produced between 2005 and 2008. They include:

- midterm (2005) and final (2008) reports on the implementation of the Action Plan and the Official Languages Program in general prepared by Official Languages Branch of the Intergovernmental Affairs Secretariat in the Privy Council Office);
- annual reports by Canadian Heritage, PSHRMA and the Commissioner of Official Languages that will provide aggregated information related to the Official Languages Program and the Action Plan based on input from individual federal institutions;
- a formative evaluation report on the Privy Council Office's coordination function; and
- formative and summative evaluation reports on individual elements and the general implementation of the Action Plan.

Implementation

The Official Languages Branch of the Intergovernmental Affairs Secretariat of the Privy Council Office is responsible for overall implementation of the Horizontal Results-based Management and Accountability Framework (HRMAF).

An interdepartmental committee is working to develop an appropriate reporting structure and to plan the implementation of the Evaluation Strategy, including establishing the necessary links to the Post-Censal Survey, evaluations and audits related to federal initiatives in the Action Plan and the Official Languages Program in general.

In the longer term, under the authority of the Committee of Deputy Ministers on Official Languages, formal processes, specific mechanisms and milestones will be established to ensure the effective execution of the HRMAF. Elements will include:

- continued involvement with partners, stakeholders and, in particular, minority language communities through regular consultation cycles;
- ongoing development of horizontal strategies for resourcing, coordinating and monitoring the Official Languages Program to:

- ? strengthen partnerships among key institutions;
- ? provide mechanisms to ensure consistency in the application of official languages policies and programs,
- ? put in place support mechanisms for ongoing information sharing among federal institutions, including mechanisms for the systematic collection of data and for the sharing of best practices; and
- ? strengthen government measures to conform to the *Official Languages Act*.

As well, key elements of the implementation will include:

- use of networking (in person and using information technologies) in support of enhanced communication, coordination, monitoring and reporting activities; and
- periodic review and assessment of the effectiveness of the HRMAF.

In summary, this HRMAF provides a structure for integrating vertical and horizontal responsibilities. It will give program and policy makers a means of measuring whether the Government of Canada's Official Languages Program is achieving its desired results and a means of assessing the program based on objective data about what is working and what is not.

The reporting process has some major challenges. Among them are the size of the coordination exercise and the wide difference between accounting structures among federal institutions. The success of this enterprise will depend on partners' full support and participation, including timely sharing of information. It is with this support that the HRMAF will be fully functional and effective.