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Summative Evaluation of the Action Plan for Official Languages Coordination Program

Office of the Chief Audit and Evaluation Executive
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List of Abbreviations

CADMOL	Committee of Assistant Deputy Ministers on Official Languages
CAPAR	Canada's Action Plan against Racism
CCORL	Coordinating Committee on Official Languages Research
CDMOL	Committee of Deputy Ministers on Official Languages
HRMAF	Horizontal Results-based Management and Accountability Framework
IAPEC	Interdepartmental Action Plan Evaluation Committee
OLA	Official Languages Act
OLLG	Official Languages Law Group, Justice Canada
OLMC	Official Languages Minority Communities
OLP	Official Languages Program
OLPIMS	Official Languages Performance Information Management System
OLS	Official Languages Secretariat
OLSP	Official Languages Support Programs
PCH	Canadian Heritage
PCO	Privy Council Office



Executive Summary

This final report presents findings based on the analysis of results from a document review; key informant interviews with senior management from Federal departments and agencies, Official Language Champions, former Privy Council Office officials, legal counsel and community organizations; and a review of similar initiatives as lines of evidence in the summative evaluation of the Action Plan for Official Languages Coordination Program (hereafter: “Coordination Program”). It accounts for results achieved by the Coordination Program from April 2003 to June 2007, with a view to inform the future of the Coordination Program within the renewal of the Action Plan. An Accountability and Coordination Framework describes provisions for horizontal coordination of the Official Languages Program (OLP) to support effective collaboration and coordination among all federal departments involved in the implementation of official languages initiatives and legislative responsibilities, which became the objectives of the Coordination Program. As Canadian Heritage (PCH) and Justice Canada share responsibilities under the Coordination Program, findings from the summative evaluation pertaining to each department are reported separately. This report focuses on the findings relative to the PCH component.

Rationale and Relevance

A variety of other departments report that the Coordination Program is well aligned with the responsibilities assigned to departments and agencies under the *Official Languages Act* (OLA), and reinforces or facilitates some of their current activities.

Since the Program essentially supports a broader political direction, its future is largely linked to the future of the Action Plan, its Accountability and Coordination Framework, and the governance structure assigned to it. The Accountability and Coordination Framework is a policy statement not a formal policy issued by the Treasury Board Secretariat. It clarifies and consigns responsibilities of individual federal departments and institutions in the application of the *OLA*. Some key informants indicated they were not aware of who ultimately has authority over the implementation of the framework, or its status.

At the time of the evaluation, the context within which the Coordination Program was operating had significantly shifted: the committee of Ministers responsible for official languages and the Committee of Deputy Ministers had been discontinued, the government was no longer holding broad ministerial consultations with Official Languages Minority Communities (OLMC), and the program team was located within PCH instead of the Privy Council Office (PCO). These changes were perceived by some key informants as contributing to a loss of momentum in the coordination function.

Success and Impacts

Awareness of official languages requirements

Awareness of the spirit and intent of, as well as obligations and responsibilities under the *OLA*, is variable within and between federal institutions. Some of the departments and agencies representatives interviewed report having implemented communication efforts internally. There is no source of information to assess if these activities have had an impact on the overall knowledge of the spirit and intent of the *Official Languages Act* among the broader federal public service.

Interdepartmental collaboration

The Official Languages Branch of PCO and the Official Languages Secretariat (OLS) at PCH have undertaken activities that have allowed representatives from key federal departments and agencies to gain a greater awareness of initiatives undertaken by other federal departments and agencies. Key informants report improved coherence through the coordinated approach to legal cases and complaints, the Memorandum to Cabinet review process, discussions and suggestions to departments and agencies as necessary, and successfully avoiding potentially conflicting approaches between departments by having regular high-level discussions. Coordinating activities have raised the profile of official languages, particularly among senior levels of the federal government. However, the Committee of Assistant Deputy Ministers on Official Languages is perceived to bear less importance than its predecessor, the Committee of Deputy Ministers, in terms of providing focus and direction for the whole of government. The move from PCO to OLS at PCH seems to have had the unintended outcome of generating questions about the actual authority of a department, as compared to a central agency such as PCO, to lead and coordinate the efforts of other departments in the area of official languages. Based on documents gathered in the context of this evaluation, the issue does not appear to have been raised, discussed or addressed formally to date.

Legal and strategic advice

The legal advice, information, and training on legal issues relating to official languages have provided helpful support to federal departments. Despite communication efforts, awareness of the spirit and intent, as well as obligations and responsibilities under the *OLA*, is variable among federal institutions. It is particularly high among senior management, and within departments or branches that have reacted to specific issues or criticisms, such as in formal responses to the Commissioner or a parliamentary committee, formal complaints, or legal action. Clearly, the size and turnover of personnel among certain federal institutions alone requires further and continued efforts to raise awareness across the general public service.

Consultations with official language minority communities (OLMCs)

Consultations to date have allowed ministers, senior officials, program managers and community organizations to discuss the concerns of official language minority

communities. The initial momentum created by the release of the Action Plan and a multitude of national and sectoral consultations, several involving ministers, has created high expectations that have proven difficult to meet. Community groups deplore the apparent current preference for consultations held by individual federal institutions as opposed to national or sectoral consultations. Ideally, departments and agencies would inform the OLS of their intention to consult with OLMCs and look to the OLS to take a leadership role in coordinating consultations.

Horizontal Results-based Management and Accountability Framework (HRMAF)

Since the beginning of 2007, an Interdepartmental Action Plan Evaluation Committee (IAPEC) was struck and members have been involved in a number of activities related to accountability and reporting obligations. While the HRMAF has and the Official Languages Performance Information Management System (OLPIMS) is still mobilizing considerable resources, it is unclear whether or not they will generate more than the sum of accountability processes currently in place in various federal departments.

Research on official languages

The work of the Coordinating Committee on Official Languages Research has allowed participating officials to increase their awareness of current and upcoming research projects, has encouraged information sharing, and has helped design the first ever post-censal survey focused on official language issues and plan for the analysis of the upcoming results of this large-scale survey. However, the extent to which the information is disseminated within federal departments remains unclear and thus the extent to which research is used in decision-making remains uncertain.

Cost-Effectiveness and Alternatives

The Coordination Program's share of the overall Action Plan budget is 2%, the same or less than other initiatives used for comparison purposes. During the first three years of implementation (2003–2004 to 2005–2006), the Official Languages Branch at PCO spent less than initially anticipated. Of the \$9.5 million initially set aside, approximately \$7.2 million was actually spent. Approximately 45% of these expenditures were directed towards salaries and wages. Other expenditures include a contribution to the post-censal survey (\$3 million in total over the five-year period), the development of the HRMAF (\$321,000) and the OLPIMS (approximately \$500,000 to date), as well as other operating expenditures.

Although the Commissioner of Official Languages and other stakeholders have questioned the decision to transfer official languages coordination from PCO to PCH, the comparison with two other initiatives highlights the fact that horizontal initiatives involving several departments and agencies can be effectively managed within a line department such as PCH. However roles and responsibilities need to be clearly defined and communicated in order to ensure appropriate visibility and influence across government.

Recommendations and Management Response

Overall conclusions

The evaluation report for the Coordination Program of the Action Plan for Official Languages 2003-2008 focuses on issues considered important by Canadian Heritage (PCH), particularly during a transition period between the expiration of the Action Plan and the announcement of the Roadmap for Canada's Linguistic Duality 2008-2013: Acting for the Future (Roadmap). Implementing the Roadmap is an opportunity to improve some aspects of the cooperation between federal partners and increase the visibility of Government of Canada efforts on official languages.

1. Should the Action Plan for Official Languages be renewed or maintained in a form similar to its current one, PCH should examine the status of the Accountability and Coordination Framework and the alignment with existing PCH, Justice Canada and the Treasury Board Secretariat coordination responsibilities related to official languages in order to further clarify and communicate the mandate of the OLS.

The Official Languages Accountability and Coordination Framework was created in 2003 and included in the Action Plan to clearly establish the implementation procedures set out in parts I through V of the *Official Languages Act*, the commitments under parts VI and VII of the Act and the responsibilities of each federal institution in this regard. The Framework also defines the coordination and accountability mechanisms. The implementation of the Roadmap is a turning point in the Framework's revision. In fact, a number of changes have taken place since the Framework was created, particularly to legislative obligations and the governance structure. Reports from parliamentary committees and the Commissioner of Official Languages also made a number of recommendations along these lines.

Management Response - Recommendation accepted

A revision of the Framework has already begun and we will be taking this opportunity to clarify the mandate of the Official Languages Secretariat (OLS) as well as its roles and responsibilities in coordinating the Official Languages Program in consultation with other federal partners, particularly representatives from the Department of Justice, the Official Languages Support Programs Branch at the Department of Canadian Heritage, Treasury Board Secretariat and the Canada Public Service Agency.

Implementation schedule: Spring 2009

2. PCH should review the scope and purpose of the HRMAF and its associated OLPIMS. The HRMAF should be maintained and updated to articulate the overall vision of the Government of Canada with regard to official languages and identify accountability requirements. PCH should also review the relevance and effectiveness of pursuing the development of the OLPIMS in order to clearly identify the added value relative to other accountability mechanisms already in place within federal departments and agencies.

After the Government of Canada officially announced the Roadmap, an update of the Official Languages Program HRMAF was undertaken.

This update is being conducted jointly with all Roadmap partners. The OLS is coordinating contributions from its partners by organizing them into a Working Group. The quality of the work the group produces is checked by the Interdepartmental Management Committee for the OLP (IMCOLP), which itself is overseen by the Committee of Assistant Deputy Ministers on Official Languages (CADMOL). The partners are therefore an integral part of the updating process through their participation in various committees.

Management Response - Recommendation accepted

- To meet the submission deadlines set by Treasury Board, the HRMAF update will be conducted in two phases. The first phase will align Roadmap initiatives with the HRMAF and should be completed in December 2008. The second phase will extend the update to the entire Official Languages Program and should be completed in March 2009.
- Once completed, the new HRMAF will enhance the implementation of both the Official Languages Program and the Roadmap.
- The Official Languages Performance and Information Management System (OLPIMS) was created to make it easier to manage a considerable amount of information. The structure follows from the HRMAF. The CADMOL will ensure that the system is reviewed and improved to make it more user-friendly and to simplify data collection and analysis in the future, particularly by extending access to the OLPIMS to federal partners involved in the Roadmap. This will improve not only the quality of information collected in terms of resources used (financial and non-financial) and results achieved, but also the quality of performance reports. The OLPIMS review will be conducted at the same time as the HRMAF review. This is also an opportunity to create an inventory of the information management systems partners have to ensure greater complementarity and interconnectivity of information in the future.

Implementation schedule: Phase 1: December 2008
Phase 2: March 2009
Fall 2009

3. PCH should implement a process to maintain linkages among researchers. The Interdepartmental Research Committee must also proactively ensure widespread dissemination of existing research to program managers and policy makers as opposed to relying on individual members.

The Symposium on Official Languages Research Issues was held in Ottawa on January 10 and 11, 2008. It served as a discussion forum for more than 65 researchers, who shared their research results and created stronger bonds. Most presentations are available on the

Canadian Institute for Research on Linguistic Minorities (CIRLM) Web site at www.icrml.ca.

Management Response - Recommendation accepted

- As part of the Roadmap's implementation, PCH will improve cooperation with all federal, provincial, territorial and academic partners in order to identify issues in official-languages research, implement additional research projects and disseminate results.
- The Coordinating Committee on Official Languages Research (CCOLR) will focus its actions on establishing closer cooperation between partners with the identification of research issues and the pursuit of partnership research projects.
- Presenting research findings to other interdepartmental official-languages committees will improve the dissemination of information and will open constructive dialogue between researchers and decision-makers. The CCOLR will explore the possibility of holding a Research Symposium halfway through the Roadmap.

Implementation schedule: Fall 2008
Summer/Fall 2009

4. PCH should continue to play a lead role in coordinating consultations with OLMCs, especially in order to facilitate joint consultations, wherever possible, as opposed to consultations held by individual departments or agencies.

In drawing on the lessons learned by all OLP partners in recent years, PCH will produce a document outlining consultation best practices the aim being to improve consultation practices and optimize them as needed. This document will be submitted to the CADMOL and shared with the departments and agencies.

Management Response - Recommendation accepted

PCH will also encourage its federal partners to organize consultations together to prevent overlap. This work will be done through the CADMOL. Options will be developed for senior management in order to optimize the consultations, as well as to increase efficacy and efficiency.

Implementation schedule: Winter 2009

1. Introduction and Context

This final report presents findings based on the analysis of results from key informant interviews, a document review, and a review of similar initiatives as lines of evidence in the summative evaluation of the Action Plan for Official Languages Coordination Program (hereafter: “Coordination Program”). As the Department of Canadian Heritage (PCH) and Justice Canada share responsibilities under the Coordination Program, they together launched this evaluation and retained the services of a consulting firm, PRA Inc., for this purpose.

A formative evaluation of the Coordination Program was undertaken in 2005 to examine whether the design and execution of the Coordination Program were appropriate and effective, establish progress toward intermediate results, and identify methods of improving the Program’s design and implementation. The evaluation revealed that some aspects needed to be improved to facilitate the achievement of expected outcomes by 2008. A Management Response and Action Plan was not prepared given the timing of the transfer of the Coordination Program to PCH, so it is difficult to determine if actions were taken in relation to the findings.

The present summative evaluation accounts for results achieved by the Coordination Program from April 2003 to June 2007, with a view to inform the future of the Coordination Program within the renewal of the Action Plan. Actions taken since June 2007 by the Secretariat were not considered in this evaluation. Since PCH and Justice Canada share quite distinct responsibilities under the Coordination Program, findings from the summative evaluation are reported separately for Canadian Heritage and Justice Canada. This report focuses on the findings relative to the PCH component.

Following this introduction, the remainder of the report is organized as follows: Section 2 presents the description of the Coordination Program and its logic model (see Appendix A), Section 3 describes the methodology for the evaluation, Section 4 presents the findings relative to the Canadian Heritage component of the Coordination Program, while Section 5 presents conclusions from this evaluation. A detailed evaluation framework is attached as Appendix B. It identifies the issues and questions addressed in the summative evaluation of the Coordination Program, as well as the contribution of each line of evidence.

2. Overview of the Action Plan for Official Languages Coordination Program

2.1 Policy and Legislative Context

The Action Plan for Official Languages (“Action Plan”) was announced on March 12, 2003. The \$751.4 million, five-year plan aims to revitalize the Government of Canada’s official languages policy. It has two important dimensions:

- ▶ First, it includes an Accountability and Coordination Framework that pursues three strategic objectives:
 - raise awareness of the *Official Languages Act (OLA)* in all federal institutions
 - strengthen consultation mechanisms with communities
 - establish overall coordination of the government process on official languages
- ▶ Second, it includes an investment of \$751.4 million, allocated over a five-year period (2003–2004 to 2007–2008), that targets four policy areas: education, community development, services to the public, and language industries.

The Accountability and Coordination Framework clarifies and consigns responsibilities of individual federal departments and institutions in the application of the *OLA*¹. It describes provisions for horizontal coordination of the Official Languages Program (OLP) to support effective collaboration and coordination among all federal departments involved in the implementation of official languages initiatives and legislative responsibilities, which became the objectives of the Action Plan for Official Languages Coordination Program.

Horizontal governance of the OLP is a complex undertaking for political, organizational, and administrative reasons. All federal institutions have statutory obligations under the *OLA*. While each partner has specific roles and responsibilities, they all contribute to the OLP in general. 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. It is intended that:

- ▶ all federal institutions benefit from a coordinated approach to the official languages policies through tools developed by the Coordination Program to facilitate the work of all federal institutions
- ▶ the interests of official language minority communities (OLMCs) will be better reflected in official languages policies and programs as a result of enhanced consultation with them through the Coordination Program
- ▶ all Canadians will benefit from coordinated official languages policies and programs, including consistent application of the *OLA*.²

2.2 Key Stakeholders

Horizontal coordination centers on the Minister Responsible for Official Languages who supports, and is supported by, other ministers with statutory or sectoral responsibilities for official languages, most notably the President of the Treasury Board and the Minister of Justice.³ Coordination Program stakeholders also include official language champions and

¹ Canadian Heritage. (2007) Request for Proposal for the Summative Evaluation of Action Plan for Official Languages Coordination Program. p.3.

² Ibid., p.4-5.

³ Ibid., p.6.

other senior officials from the Privy Council Office (PCO), PCH, Justice Canada and other departments and agencies with statutory or sectoral responsibilities for official languages, the Committee of Deputy Ministers on Official Languages (until 2006), and the recently formed Committee of Assistant Deputy Ministers on Official Languages. Beyond federal departments, other stakeholders include committees of Parliament, the Commissioner of Official Languages, and OLMCs.

2.3 Program Resources

To support horizontal coordination among federal departments, the Coordination Program has assigned both funding and responsibilities to the Official Languages Branch (Intergovernmental Affairs) within PCO and to Justice Canada. Over a five-year period, the Coordination Program allocated \$13.5 million to the Privy Council Office and \$2.5 million to Justice Canada to pursue two strategic objectives:

- ▶ maintain a coordinated approach to the initiatives of federal institutions in order to respect the *OLA*; and
- ▶ promote respect for rights and freedoms, the law and the Constitution, and provide high quality legal counsel and services to the government.

On February 6, 2006, as part of a broader reorganization of central agencies' responsibilities, the federal government transferred the funding and related responsibilities previously assigned to the Official Languages Branch (PCO), to the newly formed Official Languages Secretariat (OLS) within PCH. In practical terms, this means that the OLS is managing the remaining \$4 million originally allocated to PCO for the last two years of the Action Plan. Resources were allocated over five years as follows:

Department or Agency	2003-04	2004-05	2005-06	2006-07	2007-08
PCO	\$3 million	\$2 million	\$4.5 million	—	—
PCH	—	—	—	\$2 million	\$2 million
Justice	\$0.5 million	\$0.5 million	\$0.5 million	\$0.5 million	\$0.5 million

Source: Request for Proposal.

Although it has fluctuated over time, the Coordination Program comprised a total of 16 full-time equivalent personnel for the fiscal year 2006-07 (13 within PCH and 3 within Justice Canada).

2.4 Governance Structure

When the Official Languages Branch of Intergovernmental Affairs from PCO essentially became the Official Languages Secretariat at PCH in February 2006, the Secretariat was created within the Planning and Corporate Affairs sector of PCH. This was a conscious decision to clearly distinguish the Secretariat's role from that of the Official Languages Support Programs Branch (OLSP) of PCH, housed under the Citizenship and Heritage sector. The latter does include a coordination function that focuses, at a more operational

level, on the implementation of Part VII of the *OLA*, specifically to “encourage and promote a coordinated approach to the implementation by federal institutions of the commitments set out in section 41.”⁴

A primary role of the Secretariat is to support the Minister Responsible for Official Languages in coordinating measures taken by the government to comply with the *OLA* and the Action Plan. The Secretariat also supports the work of the Cabinet and of parliamentarians, for example, when a House of Commons or Senate Standing Committee on Official Languages publishes a report to which the government must provide a coordinated response. In fact, the OLS manages unified government responses in matters of official languages in general, such as responses to reports by the Commissioner of Official Languages. The Secretariat’s role also includes the development and implementation of the Horizontal Results-based Management and Accountability Framework for the Official Languages Program (HRMAF).⁵ The HRMAF was “designed to enable the Government of Canada to manage and monitor the Official Languages Program without infringing on participating departments’ and agencies’ roles and responsibilities.” The abridged version of the framework was tabled in the House of Commons. “Results from the implementation of the HRMAF may be used to inform decision-making and policy development” within PCH as well as the other departments and agencies.⁶ An Expanded Working Group responsible for the implementation of the HRMAF was created to facilitate coordination at that level.

Grouped with the Office of the Francophonie, Justice in Official Languages and Legal Dualism programs into one branch of the department, Justice Canada’s Official Languages Law Group (OLLG), “acts as legal advisor to the federal government on official language matters.” “The Group also provides support to lawyers pleading before the courts and develops and coordinates the government’s position in disputes involving linguistic rights. It is also responsible for developing broad directions in the area of linguistic rights. Since the adoption of the (...) Accountability and Coordination Framework, the (...) OLLG (...) is now responsible for examining the initiatives, programs and policy thrusts that could influence official languages in order to determine the legal implications.”⁷ In addition to representation from Justice Canada at the Committee of Assistant Deputy Ministers on Official Languages, a representative from the OLLG participates in both the Interdepartmental Support Committee and the Coordinating Committee on Official Languages Research (CCOLR).

The Committee of Assistant Deputy Ministers on Official Languages (CADMOL) (formally the Committee of Deputy Ministers on Official Languages - CDMOL) is also supporting the implementation of horizontal coordination. The Committee of Deputy

⁴ Justice Canada. (Last updated: October 5, 2007). *Official Languages Act (1985, c. 31 (4th Supp.))*. http://laws.justice.gc.ca/en/showdoc/cs/O-3.01/bo-ga:l_VII/en.

⁵ Government of Canada: Privy Council Office (Official Languages Branch of Intergovernmental Affairs). (2005). *Canada’s Linguistic Duality: A Horizontal Management and Accountability Framework for the Official Languages Program*. pp.4-6.

⁶ *Ibid.*, p.2.

⁷ Justice Canada. (Last updated: February 3, 2006). Implementation of section 41 of the *Official Languages Act*. http://www.justice.gc.ca/en/ps/franc/41/group_droit_lo.html.

Ministers initially set strategic directions and reviewed progress toward fulfilment of responsibilities under the Act in terms of collaboration among departments on official languages activities. It ceased to meet in 2005. The Committee of Assistant Deputy Ministers was formed in 2006. It has focused on performance measurement, reporting, and evaluation, nearing the end of the initial Action Plan implementation period.

An Interdepartmental Support Committee includes senior personnel from each department who share information about their department’s activities in support of the OLP and are responsible for implementing coordination activities and reporting to Assistant Deputy Ministers. In addition, the CCOLR was created to increase collaboration in research into official language issues and improve dissemination of findings from this research among federal institutions with a view to assist them in creating or improving upon existing programs and services and fulfilling their responsibilities under the Act. The Assistant Deputy Minister of Planning and Corporate Affairs, the Senior Director of the OLS, or a delegate participate in these forums. The OLS also plays a central role in convening meetings of the various committees, setting the agenda for the meetings in collaboration with committee chairs and other departments and agencies as required, and circulating records of decision and related material as appropriate. The Secretariat thus plays a role in setting the strategic direction for horizontal coordination of the OLP, while providing secretarial support for the coordination activities.

Figure 1 illustrates the governance structure of the Coordination Program.

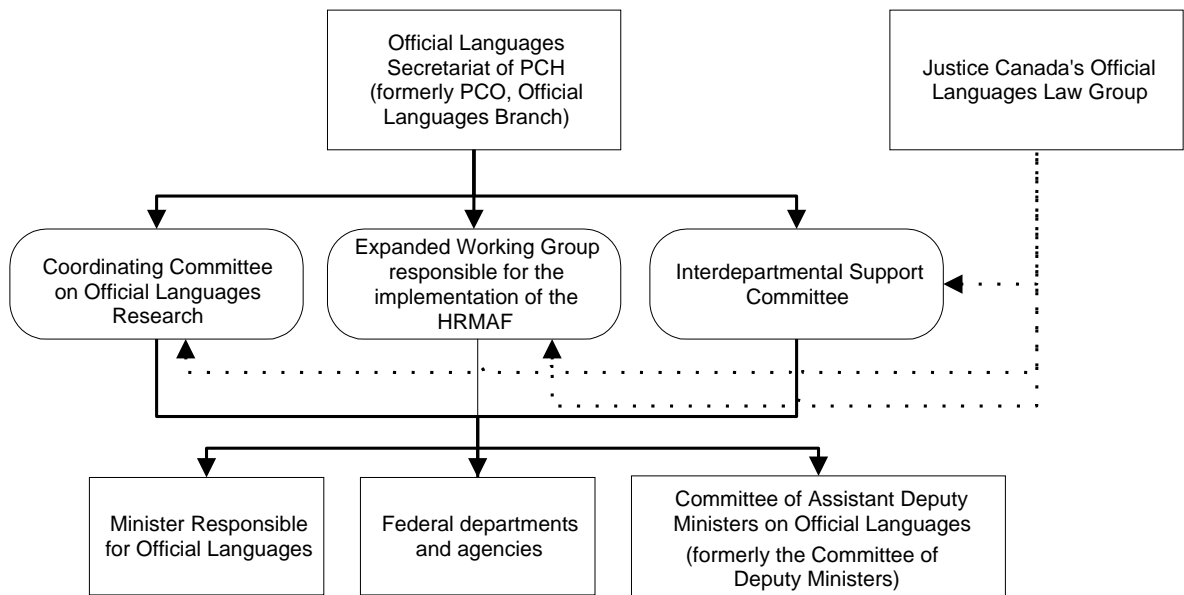


Figure 1

2.5 Program Logic

As presented in Appendix A, the Official Languages Branch (PCO), and now the Official Languages Secretariat, has been expected to carry out activities in at least four key areas, including but not limited to:

- ▶ communications, consultations, liaison
- ▶ strategic planning
- ▶ research and evaluation
- ▶ administrative management

As for the Department of Justice, it is also expected to engage and support these activities, in addition to providing legal advice related specifically to the implementation of the Action Plan, its Accountability and Coordinating Framework, and more generally the *OLA*. Among other things, the Department of Justice is expected to review related case law and provide advice, as needed, to federal departments and Cabinet on legal issues of significance that relate to official languages, specifically via the Official Languages Law Group.

The initial logic model for the Coordination Program included in Annex A identifies activities and outputs expected to emerge as a result of the Program's implementation, along with their anticipated short-, medium- and long-term results.

- ▶ In the short term, activities are expected to
 - foster an improved understanding among federal institutions of their obligations under the *OLA*
 - improve their knowledge as to who their interlocutors are in OLMCs
 - result in the preparation of a communication plan and the development of tools to raise awareness among and support partners (including federal institutions)
 - result in the preparation of an HRMAF and a performance measurement strategy
 - result in national consultations with OLMCs, lead departments and agencies, and other key stakeholders as appropriate
- ▶ In the medium term, the Coordination Program is expected to improve horizontal communication within the government, improve communication with OLMC's and increase knowledge regarding their characteristics and circumstances, improve consultation at the sectoral and national levels, see federal institutions use the tools developed to fulfil their obligations, and result in more efficient coordination among all stakeholders in applying the *OLA*.
- ▶ In the long term, the Coordination Program is expected to increase awareness among federal institutions of the spirit and intent of the *OLA*, strengthen and improve horizontal consultation among federal institutions, see that federal institutions are better equipped to fulfil their obligations, see that policies and

programs increasingly incorporate OLMCs' concerns, and ultimately result in the Government adopting a more global approach to enforce the *OLA*.

A process was launched in 2006 to revise activities, outputs and anticipated results, in an effort to better align the Coordination Program to the HRMAF for the Official Languages Program as to its new environment, including the transfer to PCH. More specific outputs were added, such as "support to the interdepartmental HRMAF development committee," and "restore official languages web site." More importantly, two ultimate results were superimposed in an attempt to more clearly link the logic model for the Coordination Program to the appropriate short-term results according to the logic model of the Official Languages Program⁸. These two results were that

- ▶ "federal institutions respect the [*OLA*] and the Constitution"
- ▶ "linguistic duality is reinforced in the institutions of Canadian society and reflected abroad."⁹

3. Methodology

The detailed evaluation framework, identifying the issues and questions addressed in the summative evaluation of the Coordination Program, as well as the contribution of each line of evidence, is attached as Appendix B. Questions were addressed under the themes of rationale and relevance, results, and cost-effectiveness and alternatives.

The methodology for conducting this evaluation contains three lines of evidence, primarily qualitative: key informant interviews, a document review, and a review of two other coordinating initiatives. A variety of primary actors in, and beneficiaries of, the Coordination Program were interviewed and, as is often the case, this line of evidence proved central to the evaluation. As the Coordination Program is largely about governance structures and processes in relation to official languages policies and programs, a review of foundational documents, internal communications and reporting was also undertaken in order to gain insights on the range of activities undertaken by or with the support of the program, and to gather contextual information. A qualitative review of the experience of other areas of the federal government that have had to coordinate large-scale initiatives was also undertaken.

3.1 Key Informant Interviews

Interviews were conducted with key informants from PCO, PCH and Justice Canada, and from other departments. In fact, several groups of key informants were targeted as the primary actors in, or beneficiaries of, the Coordination Program. These groups included:

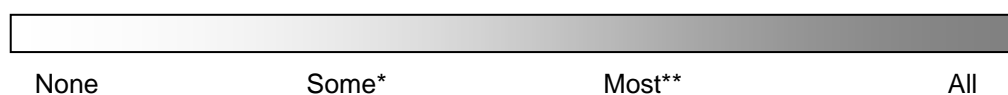
⁸ Privy Council Office. (2005). *op. cit.* pp.8-9.

⁹ Privy Council Office. (2003). *op. cit.* p.9.

- ▶ key personnel of the Official Languages Secretariat at PCH, former team members of the Official Languages Branch at PCO, and key personnel of the Official Languages Law Group at Justice Canada (3)
- ▶ departmental official languages champions and senior management (6)
- ▶ key personnel in other federal departments and agencies with responsibilities under the Official Language Action Plan Coordination Framework (12)
- ▶ legal counsels (employees of Justice Canada assigned to various departments and agencies) (6)
- ▶ community organizations (6).

A total of 28 interviews were conducted with 33 individuals. Interviews were conducted by telephone or in person, as appropriate. The interview guides are included in this report as Appendix C.

Key informant interviews is a qualitative line of evidence and is not interpreted based on proportions of respondents attached to various responses, as is the case with surveys. Although it is not a tool for ranking the importance of comments, the following scale has been applied to lend an order of magnitude to the comments gathered during the evaluation.



*Some: Less than half of key informants share a particular view.

**Most: Half of key informants or more share a particular view.

3.2 Document Review

In consultation with Canadian Heritage and Justice Canada, a series of relevant documents were identified and reviewed. These documents can be grouped under the following categories:

- ▶ official documentation relating to the Coordination Program (Action Plan for Official Languages, Results-based Management and Accountability Framework (RMAF) for the Coordination Program, Mid-term Report on the implementation of the Action Plan for Official Languages)
- ▶ web site of the Official Languages Branch (PCO)
- ▶ documents relating to the Formative Evaluation of the Coordination Program
- ▶ strategic planning information prepared for managers of the Coordination Program
- ▶ financial information

- ▶ presentations made by the Coordination Program group
- ▶ information relating to the post-censal survey
- ▶ information relating to the HRMAF for the Official Languages Program (both the long and abridged versions), the performance measurement strategy (Official Languages Program Information Management System) and the preparation of the Roll-up Report of Evaluation Results on the Action Plan for Official Languages
- ▶ documents relating to the work of the Committee of Deputy Ministers and the Committee of Assistant Deputy Ministers on Official Languages
- ▶ documents relating to consultations (both internal to the federal government and with external stakeholders)
- ▶ information relating to the advisory function of the OLLG within the Department of Justice
- ▶ other relevant information (information on Bill S-3, Annual Reports from the Commissioner of Official Languages, documents from Official Languages Champions, etc.)
- ▶ Committee records of decisions and briefing material regarding the planning phase of the symposium on research on official languages.

3.3 Review of Similar Initiatives

Two suitable coordination initiatives were identified in collaboration with PCH for this review on the basis of their similarity in terms of scale and coordination function; Canada's Action Plan Against Racism (CAPAR) and the 2010 Olympic and Paralympic Winter Games Federal Secretariat. More specifically, characteristics considered in selecting the two initiatives for comparison purposes included responsibility for coordination housed within a line department, multiple departments receiving funding under the initiative, relation to broader federal government strategy, and use of a Horizontal Results-based Management and Accountability Framework.

Canada's Action Plan Against Racism (CAPAR)

Announced on March 21, 2005 as the first horizontal approach at the federal level to address racism and discrimination issues, CAPAR is guided by three broad objectives:

- ▶ "To strengthen social cohesion through anti-racism measures"
- ▶ "To further the implementation of Canada's human rights framework"

- ▶ “To demonstrate federal government leadership in the international fight against racism.”¹⁰

In addition to referencing over 40 initiatives and strategies already underway in more than 20 federal organizations,¹¹ \$56 million over five years (2005–2010) was allocated to federal departments (PCH, Justice Canada, Human Resources and Social Development Canada, and Citizenship and Immigration Canada) to implement a set of specific initiatives. Overall management for CAPAR is provided by the Action Plan Unit of PCH, that received approximately \$250,000 of the \$56 million for this coordination function.

2010 Olympic and Paralympic Winter Games Federal Secretariat

Since 2001, the Government of Canada invested in the 2010 Olympic and Paralympic Winter Games, under the terms and conditions of the Federal Policy for Hosting International Sport Events, with a view to:

- ▶ “Enhance Canada’s domestic and international profile and support federal visibility as a key partner of the 2010 Winter Games”
- ▶ “Leverage the 2010 Winter Games to advance existing federal priorities and promote sustainable sport, social, cultural, and economic benefits for all Canadians”
- ▶ “Promote and support seamless planning and delivery of essential federal services resulting in high quality Games.”¹²

Canadian Heritage established the 2010 Olympic and Paralympic Winter Games Federal Secretariat to oversee the Government of Canada’s core obligations and commitments on this event. The overall direct contribution of the Government of Canada to the 2010 Games from fiscal year 2003–2004 to fiscal year 2011–2012 totals \$552 million. Of that total, \$422 million is administered by the 2010 Federal Secretariat, and \$35 million of that amount covers the operational costs of the Secretariat and Core Communications group. The remaining \$130 million is administered by other federal departments and agencies for the provision of essential federal services.¹³

Key documents pertaining to the mandate, structure, processes, and expected outcomes of both initiatives were reviewed. Key informant interviews were conducted to assess the extent to which processes have been implemented as expected and in a cost-effective manner, and the results of both coordination initiatives to date. Three interviews, with a total of four key informants, were conducted in person or over the telephone, as appropriate. The interview guide is included in this report under Appendix C.

¹⁰ Canadian Heritage. (2005). A Canada for all: Canada’s action plan against racism. Gatineau, QC. p.10.

¹¹ Canadian Heritage. (2007). Terms of Reference for the Action Plan Against Racism Interdepartmental Working Group. Gatineau, QC. p.1.

¹² Canadian Heritage. Integrated Results-based Management and Accountability Framework and Risk-based Audit Framework for 2010 Winter Olympic and Paralympic Games [Draft]. Gatineau, QC. March 31, 2007 (p.7-8).

¹³ Ibid., p.9-12, 18.

3.4 Limitations

The fact that the Coordination Program evolved in two relatively distinct phases (Phase 1 at PCO, with a Committee of Ministers and a Committee of Deputy Ministers; and Phase 2 at PCH, with a Committee of Assistant Deputy Ministers) presented a challenge for this evaluation. It was difficult to obtain detailed information regarding Phase 1 (pre-February 2006); however, access to key informants who are knowledgeable regarding Phase 1 helped, at least in part, to overcome this difficulty and mitigate the impact on the data-gathering stage of the evaluation.

Given that the HRMAF was not fully implemented by departments and agencies at the time of this evaluation, including the adoption of common indicators, and that data was not yet available in the OLPIMS, this evaluation relied more heavily on qualitative evidence. The very nature of the Coordination Program's activities and the fact that it relies solely on operating funds implies that the program does not have to produce much of the documentation that more typical grants and contribution-based programs must prepare. Hence, much of the documentation available for review as part of this evaluation consisted of records of decisions and presentation materials from various meetings, consultations and other high-level documents. A mid-term report on the implementation of the Action Plan for Official Languages was published in 2005 and highlighted activities undertaken until that point. However, all of the information available for this evaluation, including the mid-term report, was qualitative in nature, limited to activities and outputs, without extending to targeted results.

Access to a broad group of key informants - including senior management and/or individuals with key roles in the design and implementation of the Coordination Program - helped mitigate the impact of these issues on the evaluation. Evidence from key informants was therefore relied on more heavily.

4. Key Findings

This section summarizes key findings from the analysis of all data collected, according to the main evaluation issues under the themes of rationale and relevance, results, and cost-effectiveness and alternatives.

4.1 Rationale and Relevance

The Coordination Program is clearly aligned with some of the priorities of the Government of Canada, and particularly with policy priorities of key federal departments and agencies that received funding under the Action Plan.

The set of commitments of the federal government towards the two official languages has both legal and constitutional foundation. The *Official Languages Act* and the *Constitution of Canada* (and particularly the *Canadian Charter of Rights and Freedoms*) commit the federal government to support the two official languages. An increasing number of provinces and territories are committing themselves to actively promoting the two official languages. Recent modifications to the *OLA* have strengthened the federal government's

commitment to official languages. As a result of changes made to Part VII of the *OLA* (Bill S-3), all federal departments must ensure that positive measures are taken to enhance the vitality of the English and French linguistic minority communities in Canada, to support and assist their development, and to foster the full recognition and use of both English and French in Canadian society. Most key informants indicate that these amendments to the *OLA* could have an impact on the roles and responsibilities of the Government. Some legal advisors and personnel from various departments emphasized during interviews that the potential implications of S-3 are not all clear yet.

It is important to note that the evaluation's data gathering phase was completed well before the October 2007 Speech from the Throne, in which the Government reiterated its support to linguistic duality and committed itself to the next phase of the Action Plan for Official Languages¹⁴. This would explain why most key informants indicated that the level of priority given to the official languages file by the Government was uncertain. While official language issues are not currently among the top 5 priorities that the Government has set for itself, the Action Plan and its priorities have been maintained. Also, the Coordination Program is well aligned with the Government's current focus on horizontal coordination of government initiatives, as well as on transparency and accountability. However, some key informants from central agencies, other departments, and community groups perceive the discontinuation of the PCH-funded Court Challenges Program of Canada in 2006 as a negative signal from the Government in terms of a decrease in its support to minority language rights issues in Canada. It could affect the Government's relations with OLMCs and its credibility relative to pending legal cases and future program decisions. There is already a perception among some stakeholders that the Government has not pursued regular dialogue with linguistic minority community groups since the transfer of the responsibility for the Coordination from PCO to PCH in 2006.

The effective implementation of the Official Languages Accountability and Coordination Framework requires a coordinated effort among all federal departments, and particularly among all Action Plan beneficiary departments. Coordination efforts are particularly important since the Accountability and Coordination Framework is a policy statement not a formal policy issued by the Treasury Board Secretariat. Without coordination, the Framework could be marginalized. Some of the key informants indicate that they are not aware of who ultimately has authority over the implementation of the framework, nor of what the status of the framework is. Specifically among senior management and community groups, interviewees expressed concern due to the fact that there is no sign from the Government as to the future of the Action Plan altogether.

Since December 2003, there has been a formal Cabinet position as Minister Responsible for Official Languages, although the position had been in place since 2001 on a *de facto* basis. The Minister plays a leadership and coordination role among his or her colleagues. This role, however, is stipulated in a policy, not in the *OLA*. The Minister, of course, requires appropriate administrative and policy support. At this point, the Coordination Program, more specifically the OLS, is providing this support. The Secretariat also supports other

¹⁴ Government of Canada: Governor General. Strong leadership, a better Canada: Speech from the Throne: October 16, 2007.

activities of parliamentarians as the need arises, provides input in responses to questions in Parliament or requests from committees, and coordinates responses to parliamentary and Senate committee reports, as well as reports from the Commissioner of Official Languages. Some key informants have underlined the importance of the Secretariat's role in supporting the Minister and parliamentarians, due to the complexity of official language issues and the need to focus on the broader picture rather than being single issue driven. This supporting role of the Secretariat has increased in importance in contrast to the early years of the implementation of the Coordination Program, when PCO's Official Languages Branch was initially heavily involved in policy development and implementation.

In terms of priorities of other departments and agencies, some key informants from a variety of other departments report that the Coordination Program is well aligned with the responsibilities assigned to departments and agencies under the *OLA*, and reinforces or facilitates some of their current activities. Some key informants note that the Coordination Program is not aligned with the current consultation mechanisms and priority areas, specifically in the area of community economic development which spans over several departments and agencies as well, and some feel that it merely adds another layer to the existing governance structure of their department and the requirements of central agencies. Also, since the interdepartmental coordination responsibilities of the OLS go beyond PCH's mandate as a line department, some key informants indicate that there is confusion within the Government over the responsibilities of PCH, especially between its responsibilities with respect to the delivery of large programs such as the Official Languages Support Programs (OLSP), versus the horizontal coordination role with respect to the Coordination Program.

4.2 Success and Impacts

Awareness of official languages requirements

Awareness of the spirit and intent of, as well as obligation and responsibilities under the *OLA* is highly variable within and between federal institutions.

Some departments and agencies report that awareness of obligations and responsibilities is relatively high throughout their organization. However, some indicate that awareness is extremely variable among federal institutions, and specifically that awareness:

- ▶ is high mostly among senior management
- ▶ can be affected by the focus of a given institution's mandate and size
- ▶ is very issue-specific, for example related to legal actions, to complaints, and to the individuals involved in a formal response to the Commissioner or a parliamentary committee.

Some departments and agencies report having implemented communication efforts internally in order to increase awareness regarding official language issues throughout their organization. Specifically, some departments and agencies have invited representatives of

OLS or OLLG to speak at events or meetings. Justice Canada has also been proactive in monitoring issues that could potentially have an impact on the implementation of the *OLA*, providing legal advice as required and offering training and presentations to officials in various federal departments. In fact, most key informants within the Government indicate having been exposed to or aware of a variety of training or information sessions. However, there is no information to assess whether these activities have had an impact on the overall knowledge of the spirit and intent of the *Official Languages Act* among the broader federal public service. In addition, there is no information to assess whether the content posted on the web by the Coordination Program has had any impact in that regard. The web site created by the Official Languages Branch (PCO) was off line as soon as responsibilities were transferred to the OLS at PCH in 2005 until September 2007, where it was reinstated on line with a disclaimer that the site is being redeveloped by PCH.

Interdepartmental collaboration

The Official Languages Branch of PCO and the OLS at PCH have undertaken activities that have allowed representatives from key federal departments and agencies to gain a greater awareness of initiatives undertaken by other federal departments and agencies. However, the emphasis on the coordination of official language issues is perceived to have decreased.

Key informants report improved coherence through the coordinated approach to legal cases and complaints, the Memorandum to Cabinet review process, discussions with and suggestions to departments and agencies as necessary, and successfully avoiding potentially conflicting approaches between departments by having regular high-level discussions. However, they mention a significant decrease in the perceived importance of the coordination of official language issues since 2006, and some of them see this as a consequence of the transfer of the coordination role from PCO to OLS at PCH.

Coordinating activities have raised the profile of official languages, particularly among senior levels of the federal government. The CDMOL, now replaced by the CADMOL, its Interdepartmental Support Committee, the Expanded Working Group responsible for the implementation of the HRMAF, the CCOLR, and the Interdepartmental Action Plan Evaluation Committee (IAPEC) all provide opportunities for senior officials, program managers, and other related officials to share information on their activities related to official languages. These various structures involve Action Plan beneficiary departments, but few other federal departments covered by the Accountability and Coordination Framework. Some key informants also report useful *ad hoc* interdepartmental meetings organized by the OLS, that addressed specific issues related to the Action Plan, such as the economic development of OLMCs, or the future of the Plan itself. Overall, however, information gathered over the course of this evaluation does not permit to ascertain how activities carried out through the Coordination Program support the implementation of the Accountability and Coordination Framework among departments other than those directly involved in the above-mentioned coordination structures.

The CADMOL is perceived to bear less importance than its predecessor in terms of providing focus and direction for the whole of government, and some interviewees even indicate a fundamental shift between CDMOL and CADMOL, which is perceived to have

negatively impacted coordination efforts. According to some key informants from various departments, including senior management, the CDMOL first worked in parallel with the Committee of Ministers to coordinate the direction that the Government as a whole was taking and, held focused discussions on the implementation of the Act, the Action Plan, the Accountability and Coordination Framework, and later on the development of the HRMAF. It managed the various departments'—sometimes conflicting—priorities and managed responses to the Commissioner and other critics, ensuring a unified voice. A shift in mandate and priorities was also apparent in the terms of reference of the CADMOL in comparison with those of the CDMOL.

Although several key informants confirm that their department or agency participates in CADMOL, some of them indicate that the committee promotes information sharing and collegial discussions, as well as coherent action relative to the Action Plan, but is not perceived to have a strong mandate or impact, the capacity to make decisions or recommendations to deputy ministers or ministers, and does not manage unified government responses. In its 2006–2007 Annual Report, the Commissioner of Official Languages has also raised concerns about the decision to depart from the CDMOL model. The Commission “recommend[ed] that the Minister for Official Languages review the Official Languages Accountability and Coordination Framework, not only in light of the changes made to official languages governance, but also to better reflect the obligations and responsibilities of federal institutions following the legislative amendments of November 2005.” Over the course of the five meetings of CADMOL to date, activities have focused largely on the refinement and implementation of the HRMAF. The members' attention is now naturally turning to the future of the Action Plan. Some interviewees in senior management positions report that the committee tackles that and other significant issues, such as legal cases, questions, and criticisms from parliamentarians or the Commissioner as they arise, while others indicate a need for more in-depth discussion on issues that affect the current or future Plan.

Based on interviews and the review of documents, it appears challenging for some departments to sustain the level of commitment required to implement all activities covered by the Coordination Program. Participation in the CADMOL, the CCOLR, and other working groups has fluctuated. Minutes of these meetings indicate that a number of participating departments are absent from these meetings, and an increasing number of participants are being systematically replaced. Some key informants also indicated that individual departments and agencies protect their “territory” and make decisions without informing CADMOL.

Legal and strategic advice

Legal and strategic advice in general are considered to be important tools that enable departmental staff to brief their minister on all the implications of decisions. Specifically, some key informants mention that documents and advice regarding S-3 and other sensitive and complex issues that have legal implications have been helpful in fulfilling their responsibilities.

The Accountability and Coordination Framework is considered to be an important tool as well, including for community groups, since

- ▶ it provides a clear mandate for coordination and lays out the Government's obligations and expected results;
- ▶ stakeholders now have clear expectations in terms of reporting on progress by various departments and agencies; and
- ▶ it enables stakeholders to tailor their activities and report on them appropriately.

As explained in greater detail in the evaluation report prepared for Justice Canada, during the first four years of program implementation covered by this evaluation, the Official Languages Law Group within that department has contributed to the implementation of the Accountability and Coordination Framework namely by providing legal advice to several federal departments, as they initiate new programs or introduce new policies that may have an impact on official languages. Training and information sessions have contributed to raising the number of requests for legal advice. The Official Languages Law Group has also supported litigant counsel on cases relating to official languages.¹⁵

Consultations with official language community organizations

Government officials and community organizations have discussed the concerns of official language minority communities on numerous occasions, and in some cases the results of consultations have been integrated into programs and services.

The Official Languages Branch (PCO) and the OLS at PCH have organized consultative meetings involving federal departments and external stakeholders, which have fostered a more direct dialogue on the federal government's Official Languages Program. The Official Languages Branch organized three meetings involving federal ministers and a wide range of stakeholders in October 2003, 2004 and 2005; the OLS organized four other consultations with national stakeholders in March 2004, 2005, 2006 and April 2007; and some stakeholders have also been involved in the development of the HRMAF through the Expanded Working Group. The head of the OLS was also a member of the organizing committee of, and a participant at the *Sommet des communautés francophones et acadiennes* in June 2007, which provided additional information regarding the needs of the OLMCs. Individual federal departments (Health Canada, Human Resources and Social Development Canada, Industry Canada, Justice Canada, and Citizenship and Immigration Canada) have also had consultative structures in place to discuss strategies relating to official languages that are associated with their portfolio. These consultations have allowed ministers, senior officials, program managers, and community organizations to discuss the concerns of official language minority communities. The Official Languages Branch (PCO) had also created other consultative processes in the form of the Human Resource Development National Committee for the Anglophone Minority in Quebec, and the *Comité*

¹⁵ PRA Inc. (2007). Summative evaluation of the Action Plan for Official Languages Coordination Program: Final report - Justice Canada component. p.14.

national de développement économique et d'employabilité for francophone minority communities outside Quebec, both of which include representatives of federal departments and agencies, and communities. The OLS has continued to be an active member in both committees.

Some key informants from various departments and community groups believe that the results of consultations have been incorporated into programs and services. Key informants from various departments emphasize that there are examples where results of consultations on economic development, immigration, health, and education have been integrated into programs and services. Others believe that consultations have yielded useful information but have changed little in programs or services. Some noted that it is difficult to take into account the needs of many stakeholders or to address their concerns within existing programs or resources.

Some community groups report having been informed of and involved in consultations, but being unsure as to the end result. They deplore the fact that consultations have not included ministers since 2005 and that significant program decisions directly or indirectly affecting OLMCs have been made without consultation (e.g., the discontinuation of the Court Challenges Program). They also indicated that there are too many consultations held by individual federal institutions as opposed to national or sectoral consultations, and the former seem to be increasingly the preferred approach of federal departments and agencies. Some senior managers agree that there seems to be a decrease in leadership in that regard, and that departments remain focused on the requirements they each face in terms of consulting communities.

Horizontal Results-based Management and Accountability Framework

Key informants indicate that the HRMAF is a useful guide to expected results; however, it is complex and has yielded few results to date.

In February 2004, the Official Languages Branch (PCO) initiated the development of the HRMAF. A draft document was tabled at the CDMOL in January 2005. The abridged version (Canada's Linguistic Duality: A Framework to Manage the Official Languages Program) was tabled in October 2005, as part of the Framework to Manage the Official Languages Program, that set the stage for collective accountability. However, the full version of the HRMAF has not been published.

The comparison to two other initiatives revealed that all three initiatives have created an HRMAF in collaboration with all other departments involved. CAPAR and the 2010 Games Federal Secretariat created their HRMAF shortly—within months—following the launch of their coordination function, in order to guide the participating departments, agencies, and partner organizations toward expected results. However, the Coordination Program differs slightly from the other two initiatives since the coordination was mandated in the Action Plan on Official Languages itself, via the Accountability and Coordination Framework. The Coordination Program relied on that framework (as well as its own RMAF and logic model) as the governing document for its coordination efforts, until it completed its HRMAF in 2005. Since then, the Official Languages Branch (PCO) and the

OLS, starting in February 2006, have worked on the development of the Official Languages Program Information Management System (OLPIMS) and the entry of data into this system. The OLS has also, more recently, launched a process whereby it will roll up review results of the various Action Plan initiatives in order to produce a final report and guide discussions regarding the future direction of the Plan.

Most federal departments have not used the HRMAF to fulfil their responsibilities as described in the Accountability and Coordination Framework. However, an Interdepartmental Action Plan Evaluation Committee (IAPEC) was struck in 2007, and members have been involved in a number of activities related to accountability and reporting obligations. Some of the National Coordinators responsible for the implementation of Section 41 of the *OLA* have participated in various consultative processes relating to the HRMAF, but departments covered by the 1994 Accountability Framework for the Implementation of Sections 41 and 42 of the *OLA*—with the exceptions of those included in the core group of departments—report through Canadian Heritage via processes established by the OLSP Branch. Furthermore, since the entry of data into the Official Languages Program Information Management System continues, and no report has been produced to date (using this data set), it is too early to assess the impact of the system on the decisions of the core group of departments.

Most interviewees report being familiar with the HRMAF, although the majority of them did not report that their department or agency is relying on it. Some have highlighted specific positive aspects of the HRMAF, which they perceive:

- ▶ provides a focus on accountability, and raises awareness regarding expected results;
- ▶ provides a structure for reporting on results; and
- ▶ can lead to better targeting of current programs and services and help focus on the future of the Action Plan.

Some also indicated that considerable effort over two years has gone into the development of the HRMAF and its associated OLPIMS and that it has occupied much of the agenda of the OLS; yet, they are concerned that it will not necessarily yield useful results to guide departments because

- ▶ it is not fully implemented and nothing is measured yet since the HRMAF focuses mainly on longer-term results which can also be affected by many factors outside the realm of intervention of the Coordination Program; and
- ▶ it is too complex or ambitious, there are too many indicators, and it will still likely not be possible to have a complete picture of the Official Languages Program.

Some key informants indicate that departments and agencies will likely continue to provide what they already produce in terms of performance measurement and reporting, and will not necessarily engage in new data collection to comply with the HRMAF, thus limiting its usefulness. Moreover, as of June 2007, program activities have not led to the use of a common set of indicators during the evaluation of their Action Plan initiatives. Four

evaluation reports relating to Action Plan initiatives that were available at the time of the evaluation did not include common indicators based on the HRMAF.

Finally, some key informants indicated that the considerable efforts and costs required to collect and report on performance information for the OLP in a meaningful way suggest that it should be a periodical process. It could be based on a five-year cycle, for example, while relying on a form of roll up of available individual initiatives' evaluation results in between such exercises.

Research on official languages

Officials from various departments and agencies have increased their awareness of current and upcoming research in official languages.

Since its establishment in 2003, the CCOLR has held 20 meetings with participation including Action Plan beneficiary departments and research organizations. Approximately 15 to 20 individuals from the Official Languages Secretariat, the Privy Council Office, Canadian Heritage, the Canada Public Service Agency, Health Canada, Industry Canada, Justice Canada, Citizenship and Immigration Canada, Human Resources and Social Development Canada, Statistics Canada, the Social Sciences and Humanities Research Council of Canada, and the Office of the Commissioner of Official Languages are invited to the Coordination Committee. The Coordination Committee monitors research projects conducted within the federal government or by other organizations. It has established communication strategies and tools to raise awareness of research on official languages.

Consultations held as part of this evaluation indicate that the work of the Committee has allowed participating officials to increase their awareness of current and upcoming research projects, has encouraged information sharing, and has helped to design the first ever post-censal survey focused on official language issues and plan for the analysis of the upcoming results of this large-scale survey. However, it was not possible to assess whether the research findings have been disseminated within participating departments or used in decision-making processes. Some key informants stress that there is no government-wide strategy on research into official language issues or for fully analyzing the research results that many agencies already have. Some key informants indicated they are not aware of research occurring outside of government on official language issues, and suggest creating an inventory of such or a way of involving academics as a means of more fully exploiting the available data. In an effort led by the OLS and Statistics Canada, the OLSP and Policy Research branches of PCH, Health Canada, Citizenship and Immigration, the office of the Commissioner of Official Languages and the Canadian Linguistic Minority Research Institute have struck a partnership to host a national symposium on research on official languages in Ottawa to be held in January 2008 for government researchers, community groups, and academics. By creating linkages among researchers inside and outside government, this initiative should help address some of the concerns raised by key informants. Finally, no unanticipated impact from research activities was noted during the evaluation.

4.3 Cost-Effectiveness and Alternatives

Program expenditures

The comparison to two other initiatives revealed that the ratio of the coordination budget relative to the overall budget of the initiatives varies widely. The 2010 Games Federal Secretariat's coordination budget represents just over 6% of the overall budget of the games, CAPAR's coordination budget represents 2% of the overall budget of the Plan, and the Coordination Program's share of the overall Action Plan budget is also 2%. Roles and responsibilities are, as expected, similar across the initiatives' coordination functions, with the exception that the Coordination Program's responsibilities are distributed across two departments and the fact that the Coordination Program and the Federal Secretariat of the 2010 Games have both struck additional committees or working groups to tackle specific issues within their coordination mandate, while the Action Plan Unit has not been faced with the same breadth of activities to coordinate thus far with CAPAR.

During the first three years of program implementation (2003–2004 to 2005–2006), the Official Languages Branch (PCO) has spent less than initially anticipated. Of the \$9.5 million initially set aside, approximately \$7.2 million was actually spent. Program expenditures for 2006–2007 (Official Languages Secretariat) are estimated at \$2.8 million, while the initial budget was set at \$2 million. Approximately 45% of these expenditures were directed towards salary and wages. Other expenditures include a contribution to the post-censal survey (\$3 million in total over the five-year period), the development of the HRMAF (\$321,000) and the OLPIMS (approximately \$500,000 to date), as well as other operating expenditures.

Most interviewees believe that the Coordination Program sets the general direction for all departments and agencies and is actually complementary to other government programs. Areas such as health, immigration, and the public service where the Coordination Program supports departmental activities with regard to official languages were cited as examples. Nonetheless, some key informants from various departments indicate that there is duplication, in certain cases, between the coordination efforts and the direction provided by the departmental official language champions, between the OLS's role and central agencies' roles, as well as in reporting requirements.

Alternatives

Some stakeholders suggest that coordination activities belong in central agencies. In its 2006–2007 Annual Report, the Commissioner of Official Languages expressed concerns about changes made in February 2006 to the governance of the OLP. The Commissioner questioned the capacity of the Minister of Canadian Heritage to combine her “dual role” as Minister Responsible for Official Languages and the Minister in charge of a significant portion of financial resources invested in official languages (OLSP). The Commissioner also “questions the value” of the decision to transfer the centre of official languages coordination from the Privy Council to Canadian Heritage. The Commissioner concludes that “[o]nly time will tell whether this reform will result in a more uniform management of

official languages; however, the Minister for Official Languages will no longer be able to count on the Privy Council Office to help gain support from her colleagues.”

Some key informants concurred with the Commissioner. They indicated that roles and responsibilities were clearly defined at first, but that coordination has been less effective since the coordination role has been moved from PCO to OLS at PCH, and some responsibilities under parts IV, V, and VI were shifted to the Public Service Agency from the Treasury Board Secretariat. They also report that the interdepartmental coordination responsibilities of the OLS go beyond PCH’s mandate as a line department, and concur with the Commissioner in that there is confusion within Government over the responsibilities of PCH, especially, and as previously mentioned, between the delivery of large programs versus the horizontal coordination role. Hence, some interviewees from various departments and community groups suggest transferring the OLS back to PCO or another central agency. However, some representatives of senior management underline that it is not the role of a central agency to administer the day-to-day activities of programs, albeit a horizontal one.

The comparison with two other initiatives revealed that horizontal initiatives involving several departments and agencies can be effectively managed within a line department such as PCH, especially when the department already is responsible for similar or related programs (e.g., multiculturalism programs relative to CAPAR, and Sports Canada programs relative to the 2010 Games Federal Secretariat). These initiatives both draw on other resources of PCH as necessary. Given the role of the current Minister of Canadian Heritage as Minister responsible for Official Languages, as well as the significant proportion of Action Plan funding allocated to the Official Languages Support Programs at PCH (\$415 million of the \$751.4 million five year Action Plan), the Department is well positioned to play a lead role on official languages across departments and agencies.

5. Conclusions, Recommendations and Management Response

5.1 Rationale and Relevance

A number of other departments report that the Coordination Program is well aligned with the responsibilities assigned to departments and agencies under the *OLA* and reinforces or facilitates current activities.

Since the program essentially supports a broader political direction, its future is largely linked to the future of the Action Plan, its Accountability and Coordination Framework, and the governance structure assigned to it. The Accountability and Coordination Framework, that clarifies and consigns responsibilities of individual federal departments and institutions in the application of the *OLA*, is a policy statement not a formal policy issued by the Treasury Board Secretariat. Some key informants indicated they were not aware of who ultimately has authority over implementation of the framework, or its status.

At the time of the evaluation, the context within which the Coordination Program was operating had significantly shifted: the committee of ministers responsible for official languages and the Committee of Deputy Ministers had been discontinued, the government was no longer holding broad ministerial consultations with Official Languages Minority Communities (OLMC), and the program team was located within PCH instead of the Privy Council Office (PCO). These changes were perceived by some key informants as contributing to a loss of momentum in the coordination function.

5.2 Success and Impacts

Awareness of official language requirements

Awareness of the spirit and intent of, as well as obligations and responsibilities under the *OLA*, is variable within and between federal institutions. Some departments and agencies report having implemented communication efforts internally, including inviting representatives of OLS or OLLG to speak at events or meetings. Short of gathering information directly from public servants in various departments and comparing to a baseline, there is no source of information to assess if these activities have had an impact on the overall knowledge of the spirit and intent of the *Official Languages Act* among the broader federal public service.

Interdepartmental collaboration

The Official Languages Branch of PCO and the OLS at PCH have undertaken activities that have allowed representatives from key federal departments and agencies to gain a greater awareness of initiatives undertaken by other federal departments and agencies. Key informants report improved coherence through the coordinated approach to legal cases and complaints, the Memorandum to Cabinet review process, discussions and suggestions to departments and agencies as necessary, and successfully avoiding potentially conflicting approaches between departments by having regular high-level discussions.

Coordinating activities have raised the profile of official languages, particularly among senior levels of the federal government. However, the CADMOL is perceived to bear less importance than its predecessor, the CDMOL, in terms of providing focus and direction for the whole of government. The Commissioner of Official Languages has also raised concerns about the decision to depart from the CDMOL model. Although several key informants confirm that their department or agency participates in CADMOL, some key informants believe that the perceived decrease in interest in coordination on official languages issues within the federal government is at least partly due to the move from PCO to OLS at PCH and is contributing to a decrease in the collaboration of other departments and agencies in that committee and other activities of the Coordination Program.

Legal and strategic advice

The legal advice, information, and training on legal issues relating to official languages have provided helpful support to federal departments. Despite communication efforts, awareness of the spirit and intent, as well as obligations and responsibilities under the *OLA*,

is variable among federal institutions. It is particularly high among senior management, and within departments or branches that have reacted to specific issues or criticisms, such as in formal responses to the Commissioner or a parliamentary committee, formal complaints, or legal actions. Clearly, the size and turnover of personnel among certain federal institutions alone requires further and continued efforts to raise awareness across the general public service.

Consultations with official language minority communities

Consultations to date have allowed ministers, senior officials, program managers and community organizations to discuss the concerns of official language minority communities (OLMCs). The initial momentum created by the release of the Action Plan and a multitude of national and sectoral consultations, several involving ministers, has created high expectations that have proven difficult to meet. The initial intensity in the dialogue between federal departments and OLMCs was unprecedented. The last ministerial consultations were held in 2005. The involvement of community groups has since been largely limited to the development of the HRMAF and individual consultation processes with departments. These groups deplore the apparent current preference for such consultations held by individual federal institutions as opposed to national or sectoral consultations. Improved communication among departments and agencies may relieve the burden on OLMCs to a certain extent. Ideally, departments and agencies would look to the OLS to take a leadership role in coordinating consultations. They would inform the OLS of their intention to consult with OLMCs and provide as much detail as to the objectives and as much lead time as possible to plan joint consultations with other departments as applicable, instead of merely acting on their own requirements.

Horizontal Results-based Management and Accountability Framework

Since the beginning of 2007, an Interdepartmental Action Plan Evaluation Committee (IAPEC) was struck and members have been involved in a number of activities related to accountability and reporting obligations. While the HRMAF has and the OLPIMS is still mobilizing considerable resources, it is unclear that they will generate more than the sum of accountability processes currently in place in various federal departments. This is particularly likely because the majority of the Action Plan funding has been invested in existing programs and that the coordination effort is largely centred on the departments that received this funding, at least some of which are not likely to modify their performance monitoring and reporting systems.

Research on official languages

The OLS and Statistics Canada, along with other departments that are members of the CCOLR, have funded and collaborated on the design of the first ever post-censal survey focused on official language issues. The OLS provided almost \$3 million in total over the five-year period for the development and implementation of this \$7.5 million survey. The departments are collaborating on plans for the analysis of the upcoming results of this large-scale survey, expected in December 2007. Expectations following this investment are understandably high. For nearly two decades there have been few large-scale studies of

OLMCs, and the post-censal survey will provide a highly detailed portrait of them. The Committee and the broader Coordination Program must ensure this important source of data is mined to the fullest extent possible.

The work of the CCOLR has allowed participating officials to increase their awareness of current and upcoming research projects, has encouraged information sharing, and has helped design the first ever post-censal survey focused on official language issues and plan for the analysis of the upcoming results of this large-scale survey. However, the extent to which the information is disseminated within federal departments remains unclear and thus the extent to which research is used in decision-making remains uncertain. The upcoming national symposium on research on official languages is a first step in creating linkages among researchers inside and outside government.

5.3 Cost-Effectiveness and Alternatives

The Coordination Program's share of the overall Action Plan budget is 2%, the same or less than other initiatives used for comparison purposes. During the first three years of implementation (2003–2004 to 2005–2006), the Official Languages Branch (PCO) systematically spent less than initially anticipated. Of the \$9.5 million initially set aside, approximately \$7.2 million was actually spent. Approximately 45% of these expenditures were directed towards salary and wages. Other expenditures include a contribution to the post-censal survey (\$3 million in total over the five-year period), the development of the HRMAF (\$321,000) and the OLPIMS (approximately \$500,000 to date), as well as other operating expenditures.

The Commissioner of Official Languages and other stakeholders question the decision to transfer official languages coordination from PCO to PCH. However, the comparison with two other initiatives highlights the fact that horizontal initiatives involving several departments and agencies can be effectively managed within a line department such as PCH. In fact, PCH has a prime example of interdepartmental coordination efforts in its coordination function within the OLSP Branch. However roles and responsibilities need to be clearly defined and communicated in order to ensure appropriate visibility and influence across government.

5.4 Recommendations and Management Response

Overall conclusions

The evaluation report for the Coordination Program of the Action Plan for Official Languages 2003-2008 focuses on issues considered important by Canadian Heritage (PCH), particularly during a transition period between the expiration of the Action Plan and the announcement of the Roadmap for Canada's Linguistic Duality 2008-2013: Acting for the Future (Roadmap). Implementing the Roadmap is an opportunity to improve some aspects of the cooperation between federal partners and increase the visibility of Government of Canada efforts on official languages.

1. Should the Action Plan for Official Languages be renewed or maintained in a form similar to its current one, PCH should examine the status of the Accountability and Coordination Framework and the alignment with existing PCH, Justice Canada and the Treasury Board Secretariat coordination responsibilities related to official languages in order to further clarify and communicate the mandate of the OLS.

The Official Languages Accountability and Coordination Framework was created in 2003 and included in the Action Plan to clearly establish the implementation procedures set out in parts I through V of the *Official Languages Act*, the commitments under parts VI and VII of the Act and the responsibilities of each federal institution in this regard. The Framework also defines the coordination and accountability mechanisms. The implementation of the Roadmap is a turning point in the Framework's revision. In fact, a number of changes have taken place since the Framework was created, particularly to legislative obligations and the governance structure. Reports from parliamentary committees and the Commissioner of Official Languages also made a number of recommendations along these lines.

Management Response - Recommendation accepted

A revision of the Framework has already begun and we will be taking this opportunity to clarify the mandate of the Official Languages Secretariat (OLS) as well as its roles and responsibilities in coordinating the Official Languages Program in consultation with other federal partners, particularly representatives from the Department of Justice, the Official Languages Support Programs Branch at the Department of Canadian Heritage, Treasury Board Secretariat and the Canada Public Service Agency.

Implementation schedule: Spring 2009

2. PCH should review the scope and purpose of the HRMAF and its associated OLPIMS. The HRMAF should be maintained and updated to articulate the overall vision of the Government of Canada with regard to official languages and identify accountability requirements. PCH should also review the relevance and effectiveness of pursuing the development of the OLPIMS in order to clearly identify the added value relative to other accountability mechanisms already in place within federal departments and agencies.

After the Government of Canada officially announced the Roadmap, an update of the Official Languages Program HRMAF was undertaken.

This update is being conducted jointly with all Roadmap partners. The OLS is coordinating contributions from its partners by organizing them into a Working Group. The quality of the work the group produces is checked by the Interdepartmental Management Committee for the OLP (IMCOLP), which itself is overseen by the Committee of Assistant Deputy Ministers on Official Languages (CADMOL). The partners are therefore an integral part of the updating process through their participation in various committees.

Management Response - Recommendation accepted

- To meet the submission deadlines set by Treasury Board, the HRMAF update will be conducted in two phases. The first phase will align Roadmap initiatives with the HRMAF and should be completed in December 2008. The second phase will extend the update to the entire Official Languages Program and should be completed in March 2009.
- Once completed, the new HRMAF will enhance the implementation of both the Official Languages Program and the Roadmap.
- The Official Languages Performance and Information Management System (OLPIMS) was created to make it easier to manage a considerable amount of information. The structure follows from the HRMAF. The CADMOL will ensure that the system is reviewed and improved to make it more user-friendly and to simplify data collection and analysis in the future, particularly by extending access to the OLPIMS to federal partners involved in the Roadmap. This will improve not only the quality of information collected in terms of resources used (financial and non-financial) and results achieved, but also the quality of performance reports. The OLPIMS review will be conducted at the same time as the HRMAF review. This is also an opportunity to create an inventory of the information management systems partners have to ensure greater complementarity and interconnectivity of information in the future.

Implementation schedule: Phase 1: December 2008
Phase 2: March 2009
Fall 2009

3. PCH should implement a process to maintain linkages among researchers. The Interdepartmental Research Committee must also proactively ensure widespread dissemination of existing research to program managers and policy makers as opposed to relying on individual members.

The Symposium on Official Languages Research Issues was held in Ottawa on January 10 and 11, 2008. It served as a discussion forum for more than 65 researchers, who shared their research results and created stronger bonds. Most presentations are available on the Canadian Institute for Research on Linguistic Minorities (CIRLM) Web site at www.icrml.ca.

Management Response - Recommendation accepted

- As part of the Roadmap's implementation, PCH will improve cooperation with all federal, provincial, territorial and academic partners in order to identify issues in official-languages research, implement additional research projects and disseminate results.

- The Coordinating Committee on Official Languages Research (CCOLR) will focus its actions on establishing closer cooperation between partners with the identification of research issues and the pursuit of partnership research projects.
- Presenting research findings to other interdepartmental official-languages committees will improve the dissemination of information and will open constructive dialogue between researchers and decision-makers. The CCOLR will explore the possibility of holding a Research Symposium halfway through the Roadmap.

Implementation schedule: Fall 2008
Summer/Fall 2009

4. PCH should continue to play a lead role in coordinating consultations with OLMCs, especially in order to facilitate joint consultations, wherever possible, as opposed to consultations held by individual departments or agencies.

In drawing on the lessons learned by all OLP partners in recent years, PCH will produce a document outlining consultation best practices the aim being to improve consultation practices and optimize them as needed. This document will be submitted to the CADMOL and shared with the departments and agencies.

Management Response - Recommendation accepted

PCH will also encourage its federal partners to organize consultations together to prevent overlap. This work will be done through the CADMOL. Options will be developed for senior management in order to optimize the consultations, as well as to increase efficacy and efficiency.

Implementation schedule: Winter 2009

APPENDIX A

Logic Model

Coordination Program Logic Model ¹⁶				
Activities	Outputs	Short term results (up to 1 year)	Medium term results (1-3 years)	Long term results (3-5 years)
<p>Communications, consultation, liaison :</p> <ul style="list-style-type: none"> Awareness, communication, coordination Maintaining information systems Consultation with key stakeholders Relations with provinces and territories <p>Strategic planning:</p> <ul style="list-style-type: none"> Monitoring and analyzing horizontal issues Review of Memoranda to Cabinet Legal advice and counsel Dialogue within Government <p>Research and evaluation:</p> <ul style="list-style-type: none"> Planning and coordination across Government Evaluation framework for the Action Plan (with partners) <p>Administration:</p> <ul style="list-style-type: none"> Administrative support to the Minister Event planning and organizing Budgetary planning RMAF and follow-up 	<ul style="list-style-type: none"> Distribution of information material Preparation of an HRMAF Communication with federal institutions Meeting with key stakeholders Consultations with OLMCs Meetings or annual events Response to major reports on OL issues Report on case law Advice and opinions Partnerships Major events and committee meetings Research plan Post-censal survey Common performance indicators RMAF Performance assessment: PCO/PCH and JC performance reports Internal audit reports 	<ul style="list-style-type: none"> Preparation of an HRMAF, including performance indicators and joint evaluation plan 	<ul style="list-style-type: none"> Improved horizontal communication 	<ul style="list-style-type: none"> Strengthened and improved horizontal consultation among federal institutions in federal OL policy
		<ul style="list-style-type: none"> Improved understanding among federal institutions of their obligations based on advice by PCO/PCH and JC Preparation of a communication plan and tools to raise awareness among and support partners, including federal institutions 	<ul style="list-style-type: none"> Federal institutions use tools to fulfil their obligations under the <i>OLA</i> 	<ul style="list-style-type: none"> Increased awareness among federal institutions of spirit and purpose of <i>OLA</i> Federal institutions are better equipped to fulfil their obligations
		<ul style="list-style-type: none"> Every federal institution has a better understanding of its interlocutors in OLMC National consultations with OLMCs, lead departments, and other key stakeholders 	<ul style="list-style-type: none"> Greater and improved communication between Government and OLMC's Improved consultation at the sectoral and national levels 	<ul style="list-style-type: none"> Policies and programs of federal institutions give more heed to OLMCs' concerns
			<ul style="list-style-type: none"> Greater knowledge of the characteristics and circumstances of linguistic minorities 	
			<ul style="list-style-type: none"> More efficient coordination among all stakeholders in applying the <i>OLA</i> 	<ul style="list-style-type: none"> The Government adopts a more global approach to activities by federal institutions to enforce the <i>OLA</i>

¹⁶ Canadian Heritage(2007). op cit. Annex A.

APPENDIX B

Evaluation Framework

Evaluation framework for the Summative Evaluation of the Action Plan for Official Languages Coordination Program		
Issues/Questions	Indicators	Data sources
Rationale and relevance		
1. Does the Coordination Program continue to be consistent with departmental and government-wide priorities?	Link of Program to PCH, Justice Canada and Federal government priorities Mandate of Official Languages (OL) Minister	Document review Key informant interviews
2. Does there continue to be a need for the Federal government to support official languages programs?	Public Servants knowledge of the <i>OLA (Official Languages Act)</i> and consistent application of its provisions Attention given to community priorities (PCH) Number of court challenges by communities (JC)	Document review Key informant interviews
Results		
3. What is the value added, by the Coordination Program, to a global approach in actions by federal institutions to enforce the <i>Official Languages Act</i> in its entirety?	Strategic Advice has enabled informed decision making Evidence of cooperation and collaboration on OL activities across federal departments Evidence of horizontal coordination of the Government's response to major reports related to OL (PCH) Federal institutions understanding of obligations under the <i>OLA</i> (JC) Clear roles and responsibilities	Document review Review of initiatives Key informant interviews
4. Has horizontal coordination among federal institutions resulted in strengthened and enhanced federal official languages policy?	Implementation of the OL Framework by federal institutions (PCH) Memoranda to Cabinet analysis and impact Impact of Horizontal-Results-based Management and Accountability Framework (PCH)	Document review Review of initiatives Key informant interviews
5. Have tools produced by the Coordination Program been effective in helping federal institutions to fulfill their responsibilities under the <i>Official Languages Act</i> ?	Frequency of inquiries or requests for tools by federal institutions Federal institutions use of legal opinions, advice and tools provided by Privy Council Office/PCH and Justice Users' level of satisfaction with the tools Level of knowledge of OL responsibilities by federal public servants Impact of HRMAF (PCH)	Document review Review of initiatives Key informant interviews
6. Has knowledge of the spirit and intent of the <i>Official Languages Act</i> been strengthened within federal institutions and among federal public servants?	Federal institutions receive legal services that help them understand and implement the different parts of the <i>OLA</i> (JC) Respect of statutory responsibilities by federal departments Quantity and quality of the information within departmental Annual Reports on OL (PCH) Compliance of policies, programs, initiatives and government documents with the <i>OLA</i>	Document review Review of initiatives
7. Have research findings been disseminated and used in decision-making processes?	Type, relevance, and dissemination of OL research findings and best practices across federal departments (PCH) Availability of research findings on website (PCH) Usefulness of research for decision-making purposes Knowledge of official language issues by public servants	Document review Review of initiatives Key informant interviews

Evaluation Framework (continued)

Evaluation framework for the Summative Evaluation of the Action Plan for Official Languages Coordination Program		
Issues/Questions	Indicators	Data sources
8. Do the policies and programs of federal institutions better take into account the concerns of official language minority communities?	Frequency of consultations at sectoral and national levels (PCH) Level of satisfaction of OL communities with outcome of consultations (PCH) Reflection of community concerns in federal programs and services (PCH) Appropriateness of responses to public criticism on OL issues Federal institutions receive legal services that help them understand and implement the different parts of the <i>OLA</i> (JC)	Document review Review of initiatives Key informant interviews
9. Has the Coordination Program had any unintended positive or negative impacts?	Incidence of unintended impacts	Document review Review of initiatives Key informant interviews
Cost-Effectiveness/Alternatives		
10. Do the Program benefits outweigh the costs? Are there more cost-effective ways of achieving horizontal coordination?	Investment in relation to outcomes Evidence of duplication or overlap with other programs or initiatives Other mechanisms within government that could be used to achieve similar outcomes	Document review Review of initiatives Key informant interviews
11. Have changes in the governance structure impacted the ability of the Coordination Program to fulfill its mandate?	Impact of migration of the Coordination Program from PCO to PCH Impact of HRMAF Impact of Public Service Human Resources Management Agency of Canada – Treasury Board Secretariat restructuring Impact of governance changes by other Action Plan partners	Document review Key informant interviews

APPENDIX C

Interview Guides

Summative Evaluation of the Action Plan for Official Languages Coordination Program

Interview Guide for Key Informants: Federal departments and agencies (Senior Management)

Introduction

Canadian Heritage and Justice Canada are proceeding with the summative evaluation of the Action Plan for Official Languages Coordination Program. PRA Inc. has been retained to conduct the evaluation. As part of this process, we will be interviewing program personnel, champions in various departments, legal advisors, and other stakeholders within the federal government. Your participation is voluntary and the information you provide will be confidential.

The Accountability and Coordination Framework of the Action Plan for Official Languages specifies the responsibilities of individual federal departments and institutions in the application of the *Official Languages Act*. The Coordination Program resulted from the decision of the federal government to allocate both funding and responsibilities to the Privy Council Office—later transferred to Canadian Heritage—and Justice Canada to support the implementation of the Accountability and Coordination Framework, and more specifically, to pursue two strategic objectives:

- ▶ Maintain a coordinated approach to the initiatives of federal institutions in order to respect the *Official Languages Act*
- ▶ Promote respect for rights and freedoms, the law and the Constitution, and provide high-quality legal service and counsel to the government.

Rationale and relevance

1. Can you identify recent factors or trends that could have an impact on the roles and responsibilities of the federal government related to official languages programs? Please explain.
B
2. How would you describe the relevance of the Coordination Program as it relates to the application of the *Official Languages Act* to federal initiatives?
C
3. More specifically, how closely does the Coordination Program align with the priorities of your department/agency? Could there be changes to the program that would help ensure better alignment? If so, which ones?
A

Results

4. Could you describe the level of awareness within your department/agency of the obligations and responsibilities established under the *Official Languages Act*? Please explain.
E
5. Have you participated in the Committee of Deputy Ministers on Official Languages or, more recently, the Committee of Assistant Deputy Minister on Official Languages? In your opinion, has the work of the(se) committee(s) led to increased collaboration and cooperation on official language activities across federal institutions? Please refer to specific examples.
F
6. Have you had access to the appropriate information and tools from the Official Languages Branch (PCO) and now the Official Languages Secretariat (PCH), as well as Justice Canada, to adequately fulfill your mandate? As applicable, please describe the information and tools that you have found helpful and identify any gaps.
W
7. Can you identify other activities, information, or tools established or created by the Official Languages Branch (PCO) or the Official Languages Secretariat (PCH) that effectively support you in your role? Please elaborate.
I
8. Have the results of sectoral and national consultations been incorporated into federal programs and services? Are the concerns of official language communities reflected in programs and services of your department/agency? Please explain.
J
9. How helpful has the HRMAF been to your department/agency in better fulfilling its role and responsibilities in relation to official languages? Should this tool be modified and, if so, how?
L

Cost-effectiveness/alternatives

10. Does the Coordination Program work at cross-purposes with any other federal government programs? Is there any duplication with other programs? Does it complement other programs? Please explain.
O
11. In your opinion, is there anything that the Government of Canada could do that would be more effective (than the current Coordination Program) in achieving horizontal coordination of federal initiatives in support of the *Official Languages Act*?
P

Conclusion

12. Do you have any other comments about the Coordination Program?
Q

Thank you. Your participation is greatly appreciated.

Summative Evaluation of the Action Plan for Official Languages Coordination Program

Interview Guide for Key Informants: Departmental Official Languages Champions

Introduction

Canadian Heritage and Justice Canada are proceeding with the summative evaluation of the Action Plan for Official Languages Coordination Program. PRA Inc. has been retained to conduct the evaluation. As part of this process, we will be interviewing program personnel, champions in various departments, legal advisors, and other stakeholders within the federal government. Your participation is voluntary and the information you provide will be confidential.

The Accountability and Coordination Framework of the Action Plan for Official Languages specifies the responsibilities of individual federal departments and institutions in the application of the *Official Languages Act*. The Coordination Program resulted from the decision of the federal government to allocate both funding and responsibilities to the Privy Council Office—later transferred to Canadian Heritage—and Justice Canada to support the implementation of the Accountability and Coordination Framework, and more specifically, to pursue two strategic objectives:

- ▶ Maintain a coordinated approach to the initiatives of federal institutions in order to respect the *Official Languages Act*
- ▶ Promote respect for rights and freedoms, the law and the Constitution, and provide high-quality legal service and counsel to the government.

Background

- A 1. Please tell me about your role as a Champion. (*Probe: How long have you been involved with the Action Plan for Official Languages?*)

Rationale and relevance

- B 2. Can you identify recent factors or trends that could have an impact on the roles and responsibilities of the federal government relating to official languages programs? Please explain.
- C 3. How would you describe the relevance of the Coordination Program as it relates to the application of the *Official Languages Act* to federal initiatives? Please elaborate.
- D 4. How closely does the Coordination Program align with the current priorities of the federal government (e.g., budgets, recent policy statements, etc.)? Could there be changes to the program that would help to ensure better alignment? If so, what are they?

- E 5. More specifically, how closely does the Coordination Program align with the priorities of your department/agency? Could there be changes to the program that would help to ensure better alignment? If so, what are they?

Results

- F 6. Could you describe the level of awareness within your department/agency of the obligations and responsibilities established under the *Official Languages Act*? Please explain.
- Y 7. Have you participated in, or cooperated with the Committee of Deputy Ministers on Official Languages or, more recently, the Committee of Assistant Deputy Minister on Official Languages? In your opinion, has the work of the(se) committee(s) led to increased collaboration and cooperation on official language activities across federal institutions? Please refer to specific examples.
- H 8. In your opinion, have activities undertaken by the Official Languages Branch (PCO) and now the Official Languages Secretariat (PCH), as well as Justice Canada, led to an increased collaboration and cooperation on official language activities across federal institutions? Please refer to specific examples. Are there gaps remaining? If so, what are they?
- W 9. In your role as a Champion, have you had access to the appropriate information and tools to adequately fulfil your mandate? As applicable, please describe the information and tools that you have found helpful, and identify gaps in that area.
- L 10. How helpful has the HRMAF been to your department/agency in better fulfilling its role and responsibilities in relation to official languages? Should this tool be modified and, if so, how?
- X 11. Have you requested legal advice on issues relating to official languages? If so, please describe the nature of these requests? Has Justice Canada been in a position to provide timely and helpful advice? Please elaborate.
- I 12. Can you identify other activities, information or tools established or created by the Official Languages Branch (PCO) or the Official Languages Secretariat (PCH) that effectively support you in your role as a Champion? Please elaborate.
- N 13. Has the Coordination Program had any unintended (positive or negative) impacts? If so, how? Please explain.

Cost-effectiveness/alternatives

- O 14. Does the Coordination Program work at cross-purposes with any other federal government programs? Is there any duplication with other programs? Does it complement other programs? Please explain.
- P 15. In your opinion, is there anything that the Government of Canada could do that would be more effective (than the current Coordination Program) to achieve horizontal coordination of federal initiatives in support of the *Official Languages Act*?

Conclusion

- Q 16. Do you have any other comments about the Coordination Program?

Summative Evaluation of the Action Plan for Official Languages Coordination Program

Interview Guide for Key Informants: Key personnel in federal departments and agencies

Introduction

Canadian Heritage and Justice Canada are proceeding with the summative evaluation of the Action Plan for Official Languages Coordination Program. PRA Inc. has been retained to conduct the evaluation. As part of this process, we will be interviewing program personnel, champions in various departments, legal advisors, and other stakeholders within the federal government. Your participation is voluntary and the information you provide will be confidential.

The Accountability and Coordination Framework of the Action Plan for Official Languages specifies the responsibilities of individual federal departments and institutions in the application of the *Official Languages Act*. The Coordination Program resulted from the decision of the federal government to allocate both funding and responsibilities to the Privy Council Office—later transferred to Canadian Heritage—and Justice Canada to support the implementation of the Accountability and Coordination Framework, and more specifically, to pursue two strategic objectives:

- ▶ Maintain a coordinated approach to the initiatives of federal institutions in order to respect the *Official Languages Act*
- ▶ Promote respect for rights and freedoms, the law and the Constitution, and provide high-quality legal service and counsel to the government.

Background

- A 1. Please tell me about your role relative to the Coordination Program. (*Probe: How long have you been involved with the Program? With official languages issues more broadly?*)

Rationale and relevance

- B 2. Can you identify recent factors or trends that could have an impact on the roles and responsibilities of the federal government relating to official languages programs? Please explain.
- C 3. How would you describe the relevance of the Coordination Program as it relates to the application of the *Official Languages Act* to federal initiatives? Please elaborate.
- E 4. More specifically, how closely does the Coordination Program align with the priorities of your department/agency? Could there be changes to the program that would help to ensure better alignment? If so, which ones?

Results

- F 5. Could you describe the level of awareness within your department/agency of the obligations and responsibilities established under the *Official Languages Act*? Please explain.
- W 6. Have you had access to the appropriate information and tools from the Official Languages Branch (PCO) and now the Official Languages Secretariat (PCH), as well as Justice Canada, to adequately fulfill your mandate? As applicable, please describe the information and tools that you have found helpful and identify any gaps.
- X 7. Have you requested legal advice on issues relating to official languages? If so, please describe the nature of these requests. Has Justice Canada been in a position to provide timely and helpful advice? Please elaborate.
- T 8. Apart from legal advice you may have received on specific issues relating to official languages, have you participated in other activities (training, information sessions, etc.) organized by the Official Languages Law Group and/or Justice Canada? If so, which ones? Have these activities been helpful? Please elaborate.
- Y 9. Have you cooperated with the Committee of Deputy Ministers on Official Languages or, more recently, the Committee of Assistant Deputy Minister on Official Languages? In your opinion, has the work of the(se) committee(s) led to increased collaboration and cooperation on official language activities across federal institutions? Please refer to specific examples.
- I 10. Can you identify other activities, information, or tools established or created by the Official Languages Branch (PCO) or the Official Languages Secretariat (PCH) that effectively support you in your role? Please elaborate.
- J 11. Have the results of sectoral and national consultations been incorporated into federal programs and services? Are the concerns of official language communities reflected in programs and services of your department/agency? Please explain.
- K 12. Have the findings of key research into official language issues been disseminated effectively across federal institutions? Have these findings proven useful in helping your department/agency fulfil its responsibilities under the *Official Languages Act*? Why or why not?
- L 13. How helpful has the HRMAF been to your department/agency in better fulfilling its role and responsibilities in relation to official languages? Should this tool be modified and, if so, how?
- V 14. Can you identify any gaps in the support provided on official languages issues? If so, what are they? How could these gaps be addressed?

- N 15. Has the Coordination Program had any unintended (positive or negative) impacts? If so, how? Please explain.

Cost-effectiveness/alternatives

- O 16. Does the Coordination Program work at cross-purposes with any other federal government programs? Is there any duplication with other programs? Does it complement other programs? Please explain.
- P 17. In your opinion, is there anything that the Government of Canada could do that would be more effective (than the current Coordination Program) to achieve horizontal coordination of federal initiatives in support of the *Official Languages Act*?

Conclusion

- Q 18. Do you have any other comments about the Coordination Program?

Thank you. Your participation is greatly appreciated.

Summative Evaluation of the Action Plan for Official Languages Coordination Program

Interview Guide for Key Informants: Official Languages Secretariat (PCH) and former Official Languages Branch (PCO)

Introduction

Canadian Heritage and Justice Canada are proceeding with the summative evaluation of the Action Plan for Official Languages Coordination Program. PRA Inc. has been retained to conduct the evaluation. As part of this process, we will be interviewing program personnel, champions in various departments, legal advisors, and other stakeholders within the federal government. Your participation is voluntary and the information you provide will be confidential.

The Accountability and Coordination Framework of the Action Plan for Official Languages specifies the responsibilities of individual federal departments and institutions in the application of the *Official Languages Act*. The Coordination Program resulted from the decision of the federal government to allocate both funding and responsibilities to the Privy Council Office—later transferred to Canadian Heritage—and Justice Canada to support the implementation of the Accountability and Coordination Framework, and more specifically, to pursue two strategic objectives:

- ▶ Maintain a coordinated approach to the initiatives of federal institutions in order to respect the *Official Languages Act*
- ▶ Promote respect for rights and freedoms, the law and the Constitution, and provide high-quality legal service and counsel to the government.

Background

- A 1. Please tell me about your role in the Coordination Program. (*Probe: How long have you been involved with the Program? With official languages issues more broadly?*)

Rationale and relevance

- B 2. Can you identify recent factors or trends that could have an impact on the roles and responsibilities of the federal government relating to official languages programs? Please explain.
- C 3. How would you describe the relevance of the Coordination Program as it relates to the application of the *Official Languages Act* to federal initiatives? Please elaborate.
- D 4. How closely does the Coordination Program align with the current priorities of the federal government (e.g., budgets, recent policy statements, etc.)? Could there be changes to the program that would help to ensure better alignment? If so, what are they?

- E 5. How closely does the Coordination Program align with the priorities of Canadian Heritage? Could there be changes to the program that would help to ensure better alignment? If so, which ones?

Results

- F 6. Could you describe the level of awareness of federal institutions of their obligations and responsibilities established under the *Official Languages Act*? Please explain.
- G 7. In your opinion, has the work of the Committee of Deputy Ministers on Official Languages and, more recently, the Committee of Assistant Deputy Minister on Official Languages, led to increased collaboration and cooperation on official language activities across federal institutions? Please refer to specific examples.
- H 8. In your opinion, have activities undertaken by the Official Languages Branch (PCO) and now the Official Languages Secretariat (PCH), as well as Justice Canada, led to an increased collaboration and cooperation on official language activities across federal institutions? Please refer to specific examples. Are there gaps remaining? If so, what are they?
- I 9. Have strategic advice and tools produced by the Coordination Program (e.g., advice from PCH, legal opinions from JC) helped federal institutions fulfil their responsibilities under the *Official Languages Act*? Please explain.
- J 10. Have the results of sectoral and national consultations been incorporated into federal government programs and services? Are the concerns of official language communities reflected in federal programs and services? Please explain.
- K 11. Have the findings of key research into official language issues been disseminated effectively across federal institutions? Specifically, has the work of the Coordinating Committee on Official Languages Research led to increased dissemination? Have these findings proven useful in helping federal institutions fulfil their responsibilities under the *Official Languages Act*? Why or why not?
- L 12. How helpful has the HRMAF been in better fulfilling the Secretariat's role and responsibilities in relation to official languages? Should this tool be modified and, if so, how?
- M 13. How effective have the four lead departments (Privy Council Office, Canadian Heritage, Treasury Board Secretariat, and Justice Canada) been in supporting the implementation of the Accountability and Coordination Framework? Have the roles and responsibilities of each department been clearly defined?

- N 14. Has the Coordination Program had any unintended (positive or negative) impacts? If so, how? Please explain.

Cost-effectiveness/alternatives

- O 15. Does the Coordination Program work at cross-purposes with any other federal government programs? Is there any duplication with other programs? Does it complement other programs? Please explain.
- P 16. In your opinion, is there anything that the Government of Canada could do that would be more effective (than the current Coordination Program) to achieve horizontal coordination of federal initiatives in support of the *Official Languages Act*?

Conclusion

- Q 17. Do you have any other comments about the Coordination Program?

Thank you. Your participation is greatly appreciated.

Summative Evaluation of the Action Plan for Official Languages Coordination Program

Interview Guide for Key Informants: Community Organizations

Introduction

Canadian Heritage and Justice Canada are proceeding with the summative evaluation of the Action Plan for Official Languages Coordination Program. PRA Inc. has been retained to conduct the evaluation. As part of this process, we will be interviewing program personnel, champions in various departments, legal advisors, and other stakeholders within the federal government. Your participation is voluntary and the information you provide will be confidential.

The Accountability and Coordination Framework of the Action Plan for Official Languages specifies the responsibilities of individual federal departments and institutions in the application of the *Official Languages Act*. The Coordination Program resulted from the decision of the federal government to allocate both funding and responsibilities to the Privy Council Office—later transferred to Canadian Heritage—and Justice Canada to support the implementation of the Accountability and Coordination Framework, and more specifically, to pursue two strategic objectives:

- ▶ Maintain a coordinated approach to the initiatives of federal institutions in order to respect the *Official Languages Act*
- ▶ Promote respect for rights and freedoms, the law and the Constitution, and provide high-quality legal service and counsel to the government.

Background

- A 1. Please tell me about your involvement in activities organized by the Official Languages Branch (Privy Council) and/or the Official Languages Secretariat (Canadian Heritage)?

Rationale and relevance

- B 2. Can you identify recent factors or trends that could have an impact on the roles and responsibilities of the federal government related to official languages programs? Please explain.
- C 3. Based on your experience, how would you describe the relevance of the Coordination Program as it relates to the application of the *Official Languages Act* to federal initiatives?

Results

- F 4. Please identify the key federal departments with whom you are collaborating. Could you describe the level of awareness within these departments or agencies of their obligations and responsibilities established under the *Official Languages Act*?
- J 5. Please describe your involvement in sectoral and national consultations on official languages. In your opinion, how effective have these consultations been? Are the concerns of official language communities better reflected in programs and services of federal departments or agencies? Please explain.
- L 6. Have you been involved in consultations held to support the development of the Horizontal Results-based Management and Accountability Framework (HRMAF) on the federal government's official languages program? If so, please describe your involvement. How effective has this process been?
- I 7. Can you identify other activities, information, or tools established or created by the Official Languages Branch (PCO) or the Official Languages Secretariat (PCH) that you have used or been involved in? If so, which ones? How effective have they been?

Cost-effectiveness/alternatives

- P 8. In your opinion, is there anything that the Government of Canada could do that would be more effective (than the current Coordination Program) in achieving horizontal coordination of federal initiatives in support of the *Official Languages Act*?

Conclusion

- Q 9. Do you have any other comments about the Coordination Program?

Thank you. Your participation is greatly appreciated.

Summative Evaluation of the Action Plan for Official Languages Coordination Program

Guide for the review of similar initiatives

Introduction

Canadian Heritage and Justice Canada are proceeding with the summative evaluation of the Action Plan for Official Languages Coordination Program. PRA Inc. has been retained to conduct the evaluation. As part of this process, we are reviewing federal, interdepartmental coordination initiatives or programs that are similar to the Coordination Program in nature and scope. The review includes relevant documents and, where possible, interviews with management or key personnel for each initiative or program.

Background

1. Please tell me briefly about your initiative or program, and your role. *(Probe: Please tell me about the horizontal linkages and interdepartmental coordination aspect of your initiative or program.)*
A

Results

2. Could you describe the level of awareness of federal institutions of their obligations and/or responsibilities under your initiative or program? Please explain.
F
3. Have the federal institutions involved been supportive of your initiative or program?
Z
Have their roles and responsibilities been clearly defined?
4. Have you developed specific tools or processes to support the other federal institutions involved in your initiatives? Is so, which ones? Have these activities and tools helped federal institutions fulfil their obligations and/or responsibilities? Please explain.
I
5. In your opinion, has the (organizational and/or decision-making) structure of your initiative or program led to increased collaboration and cooperation across federal institutions? Please explain. Could collaboration and cooperation be further enhanced? If so, how?
H
6. Does your initiative or program have a Horizontal Results-based Management Framework (HRMAF) or other similar tool? If so, has it been helpful in better fulfilling the initiative or program's responsibilities, specifically in terms of coordination? Should this tool be modified and, if so, how?
L
7. Has your initiative or program had any unintended (positive or negative) impacts? If so, how? Please explain.
N

Cost-effectiveness/alternatives

8. What challenges, if any, have arisen over the course of the implementation of the coordination function of your initiative?
9. Does your initiative complement other programs? Have you established processes in order to minimize duplication with other programs or agencies? Please explain.
O
10. Has the coordination function contributed to the improvement of the dissemination of research findings, information about best practices or other tools?
11. In your opinion, is there anything that your department or the federal government could do that would be more effective than the current initiative or program, to achieve horizontal coordination of efforts?
P
12. What proportion of total costs are related to the coordination function, relative to the financial and human resources for the entire initiative?

Conclusion

13. Do you have any other comments?
Q

Thank you. Your participation is greatly appreciated.