ROADMAP FOR CANADA'S LINGUISTIC DUALITY, 2008-2013:
ACTING FOR THE FUTURE

HORIZONTAL RESULTS-BASED MANAGEMENT AND ACCOUNTABILITY FRAMEWORK
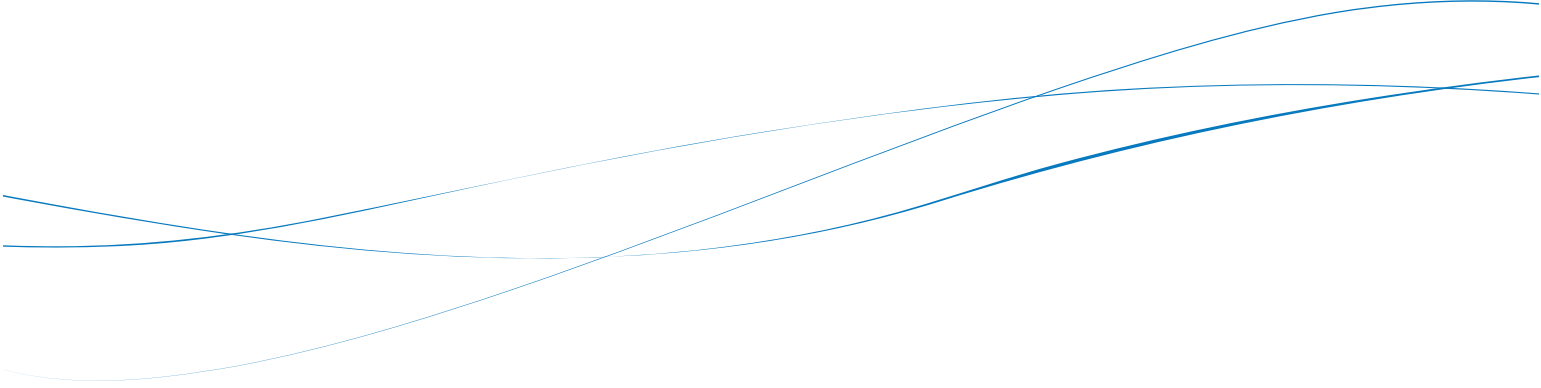
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TABLE OF CONTENTS

**ROADMAP FOR CANADA'S LINGUISTIC
DUALITY 2008-2013:** *ACTING FOR THE FUTURE*

HORIZONTAL RESULTS-BASED MANAGEMENT
AND ACCOUNTABILITY FRAMEWORK

FOREWORD

The *Roadmap for Canada's Linguistic Duality 2008-2013: Acting for the Future* is a horizontal initiative that reflects the Government of Canada's commitment to linguistic duality and official-language minority communities. The investment of 1.1 billion dollars that accompanies the Roadmap is divided among 14 federal partners.

The Horizontal Results-based Management and Accountability Framework improves the coordination and ensures the efficient implementation of the Roadmap. The Framework is designed to respect the principles of sound management of the Government of Canada in accordance with the federal government's commitment to report results to Canadians, and will allow all federal Roadmap partners to demonstrate sound management as well as results.

The Horizontal Results-based Management and Accountability Framework will also enable the government to monitor and evaluate the Roadmap and to use this information to inform decision-making and policy development.

Judith A. LaRocque
Deputy Minister
Department of Canadian Heritage

INTRODUCTION

This document presents the Horizontal Results-based Management and Accountability Framework (HRMAF) for the *Roadmap for Canada's Linguistic Duality 2008-2013: Acting for the Future* (Roadmap). The Roadmap is an unprecedented pan-governmental investment of 1.1 billion dollars over five years, divided among 14 federal agencies and departments (see Table 1).

The HRMAF briefly describes the Roadmap by identifying the federal partners and the funding allocated. It also sets out the Roadmap's logic model by presenting the structure of expected results.

The document then describes the implementation of the Roadmap by:

- presenting the accountability mechanisms particularly the governance structure and the manner in which the Government of Canada maintains an ongoing dialogue with various official-language stakeholders;
- describing the mechanisms in place that ensure adequate management of the Roadmap; and
- explaining how the results of the Roadmap will be measured and evaluated through the implementation of the performance measurement strategy, reports, and evaluations.

The HRMAF is based upon the principles of sound management applicable to the Government of Canada. The framework will allow for the oversight and evaluation of the implementation of the Roadmap and for the use of information to facilitate decision-making and policy development.

1 PRESENTATION OF THE ROADMAP

1.1 Brief Description

Announced in June 2008, the Roadmap is a horizontal initiative that clearly demonstrates the Government of Canada's commitment to linguistic duality. This commitment was first set out in the 2007 Speech from the Throne and in the 2008 Budget. Since then, that commitment has gradually been implemented through different initiatives within the Roadmap.

The Roadmap reflects the results of the Government of Canada's consultations, as well as the work of other key stakeholders such as official-language minority communities (the communities), parliamentary committees on official languages, and the Office of the Commissioner of Official Languages.

Through the Roadmap, the Government of Canada seeks to increase its support in the areas of health, immigration, justice, economic development, and arts and culture in order to increase opportunities for French-speaking Canadians across the country and English-speaking Canadians in Quebec in order to live and work in dynamic communities in the official language of their choice.
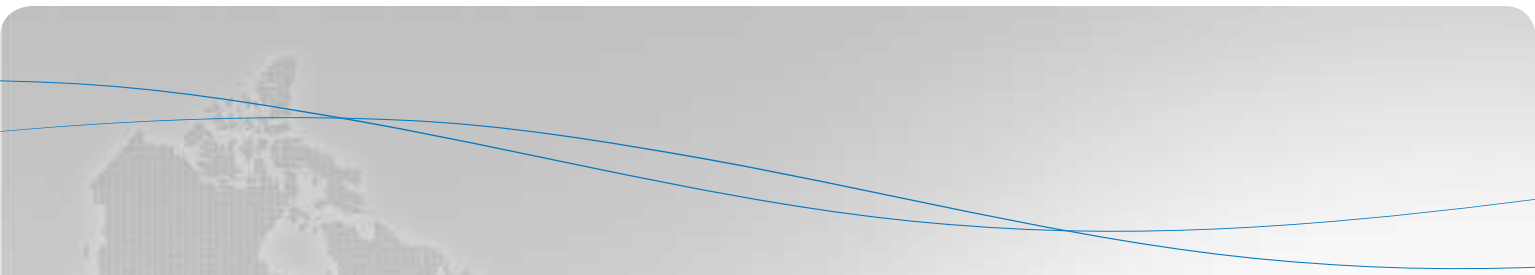
Table 1: Financial Commitments of the Roadmap 2008-2013

Names of Roadmap Partners	Allocated Funds ($ millions)
1. Atlantic Canada Opportunities Agency (ACOA)	16.2
2. Canada Economic Development for Quebec Regions (CED)	10.2
3. Canada School of Public Service (CSPS)	2.5
4. Canadian Heritage (PCH) • Official Languages Secretariat (OLS)	611.0 13.5
5. Citizenship and Immigration Canada (CIC)	20.0
6. Indian and Northern Affairs Canada (INAC)[1]	0.4
7. Industry Canada / Federal Economic Development Initiative for Northern Ontario (IC / FedNOR)	10.5
8. Justice Canada (JC)	93.0
9. Health Canada (HC)	174.3
10. Human Resources and Skills Development Canada (HRSDC)[2]	94.0
11. National Research Council Canada (NRC)	10.0
12. Office of the Chief Human Resources Officer (OCHRO)[3]	17.0
13. Public Works and Government Services Canada (PWGSC)	34.0
14. Western Economic Diversification Canada (WED)	3.2
Total	**1 109.8**

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[1] After the announcement of the Roadmap, and for efficiency in program delivery for the Northern communities, the Department of Indian and Northern Affairs Canada joined as a Roadmap partner. Funds are transferred by the Department of Industry for this purpose.

[2] In 2008, the Department of Human Resources and Social Development Canada took the name of Department of Human Resources and Skills Development Canada.

[3] Created in 2009, the Office of the Chief Human Resources Officer (OCHRO) consolidates the Public Service Agency of Canada and the sectors of the Treasury Board Secretariat that deal with compensation and human resources issues.

Concrete initiatives in areas such as economic and cultural development and education support the development of communities in their day-to-day living and workplaces. The Roadmap also proposes additional investments in the language industry, translation, and youth in order to enable all Canadians to benefit from linguistic duality by having the appropriate tools at hand.

These new initiatives are in addition to the investments that have allowed the Government of Canada to improve access to services in both official languages, particularly in the areas of justice and health. These initiatives are implemented as part of the Official Languages Program, which covers all activities that enable federal institutions to fulfill the Government's obligations and commitments under the *Official Languages Act*.

The full text of the Roadmap is available on the website of the Department of Canadian Heritage: http://www.pch.gc.ca/pgm/slo-ols/pubs/08-13-LDL/index-eng.cfm

1.2 Logic Model

The logic model shows how the Roadmap initiatives contribute to expected results (see Figure 1) by linking activities to the various levels of expected results.

In the long term, the Roadmap seeks to allow Canadians to benefit from linguistic duality, to live and work within communities that reflect their Canadian values through the use of English and French, as well as having access to government services in the official language of their choice. This result is based on the participation of all Canadians in linguistic duality and support for communities.

In the short term, achieving this ultimate result depends on eight immediate results. The various initiatives will, on the one hand, promote:

- continued and improved access to justice services in both official languages;
- continued and improved access to health services in both official languages;

- social and economic development of communities;
- a better understanding and use of both official languages; and
- improved access to the cultural expressions of both language groups.

And on the other hand, reinforce:

- the capacity of the language industry;
- the coordination of the Official Languages Program; and
- the linguistic duality in the federal public service.

In between the ultimate long-term result and the immediate short-term results, three intermediate results are expected:

- enhanced ability of French-speaking Canadians across Canada and English-speaking Canadians in Quebec to live and work in vibrant communities in the official language of their choice;
- increased proportion of Canadians who are aware of the benefits of linguistic duality and have the tools necessary to appreciate it; and
- strengthened capacity of the Government of Canada on official languages.

Figure 1: The Roadmap Logic Model

Ultimate Result

Canadians enjoy the benefits of linguistic duality, live and work in communities that reflect Canadian values with respect to the use of English and French, and have access to government services in the language of choice[1]

Intermediate Results

- Capacity of Canadians, English-speaking in Quebec and French-speaking across Canada, to live and work in vibrant communities in the language of choice
- Canadians are aware of the benefits and have the necessary tools to appreciate linguistic duality
- Capacity of the Government of Canada relating to official languages

Immediate Results

Access to justice	Access to health services	Development of Communities	Language industry capacity	Knowledge and use of both official languages	Access to cultural expressions	Coordination of the Official Language Program	Federal public service

Programs / Activities

- Access to justice:
  - Contraventions
  - Access to justice
- Access to health services:
  - Training, networks and access to health services
- Development of Communities:
  - Minority-Language Education[2]
  - Community Life[3]
  - Means of NGO[4]
  - Literacy
  - Childcare pilot project
  - Recruitment and integration of immigrants
  - CRTC Study
  - Support to Francophone immigration (NB)
  - Economic development
  - Enabling Fund
- Language industry capacity:
  - University scholarships in translation
  - Language industry
  - Language Technologies Research Centre
- Knowledge and use of both official languages:
  - Government of Canada linguistic portal
  - Language learning tools
  - Second-language Learning[5]
  - Youth initiatives - Promotion of Linguistic Duality
- Access to cultural expressions:
  - Translation program
  - Music showcases for artist
- Coordination of the Official Language Program:
  - Accountability and Coordination Framework
- Federal public service:
  - Centre of excellence

Legend:
[1] Language of choice refers to either of the official languages.
[2] Includes Support to education in the language of the minority, Summer language bursaries and Official-language monitors.
[3] Includes Support to communities, Youth initiatives, Cultural Development Fund and Intergovernmental cooperation.
[4] NGO: Non-governmental Organization.
[5] Includes Support to second-language education, Summer language bursaries and Official-language monitors.

2 IMPLEMENTATION OF THE ROADMAP

2.1 Accountability

The establishment of accountability mechanisms to implement the Roadmap is a priority. This will be achieved by using a number of measures to ensure proper governance and maintain a constructive dialogue with stakeholders.

2.1.1 Governance

Governance of a horizontal initiative such as the Roadmap is complex, given the large number of initiatives and federal partners. To address this complexity, a formal governance structure has been put in place (see Figure 2).

Responsibility for the implementation of the Roadmap is shared between the Minister of Canadian Heritage and Official Languages[4] and partner departments and agencies. The Minister is supported by the Committee of Assistant Deputy Ministers on Official Languages. This committee acts on behalf of the 14 federal partners of the Roadmap and also ensures leadership in the management of the Official Languages Program. The committee makes decisions and coordinates the federal partners' actions, guides the implementation of the HRMAF, and oversees the horizontal summative evaluation of the Roadmap.

Three interdepartmental committees support the Committee of Assistant Deputy Ministers on Official Languages:

- the Interdepartmental Policy Committee is an information-exchange forum for federal partners to take a coordinated approach to the Official Languages Program;

- the Interdepartmental Management Committee for the Official Languages Program facilitates and structures interdepartmental coordination for the Official Languages Program — and specifically the Roadmap — by assessing its implementation and strengthening the management and reporting processes; and

- the Coordinating Committee on Official Languages Research ensures that official languages research is coordinated and that all findings are widely distributed.

This governance structure allows for active participation by federal partners in:

- the various operational aspects of implementing the Roadmap;

- informed decision-making; and

- establishing rigorous reporting mechanisms to ensure that results are achieved.

The structure helps clarify the roles and responsibilities of federal partners and those of the Official Languages Secretariat. Roadmap federal partners are responsible for the management of the programs and the resources allocated to them, as well as for reporting on the scheduled and achieved results. Partners are specifically tasked with informing the Official Languages Secretariat on the planning and performance of the initiatives financed by the funds of the Roadmap.

The Official Languages Secretariat is, among others, responsible for:

- supporting the Minister responsible for Official Languages as well as the senior officials of departments, institutions, and federal agencies in the coordination of all the government's activities pertaining to official languages;

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[4] The Minister of Canadian Heritage is presently responsible for Official Languages and as such is responsible for the Roadmap implementation.

- supporting the Committee of Assistant Deputy Ministers on Official Languages;
- coordinating government action;
- coordinating the Roadmap reporting process; and
- promoting awareness among federal institutions about government commitments and priorities within the framework of their obligations regarding the *Official Languages Act*.

The Official Languages Law Group of the Department of Justice also ensures coordination functions, including the:

- development and coordination of the government's position in disputes involving linguistic rights;
- development of broad directions in the area of linguistic rights; and
- examination of the initiatives, programs and policy directions that could influence official languages to determine their legal implications.

A number of other bodies are responsible for ensuring that the Government of Canada meets its obligations with respect to official languages:

- the Office of the Commissioner of Official Languages ensures that the *Official Languages Act* is upheld. The Commissioner of Official Languages conducts investigations pursuant to complaints received and makes recommendations to the appropriate institution. The Commissioner can also report to Parliament if no action is taken in light of his recommendations. Moreover, the Commissioner can launch a judicial appeal to the Federal Court or appear before it as an intervening party. In addition, the Commissioner tables an annual report in Parliament relating to the work of his office during the preceding year; and

- the Standing Committees on Official Languages in the House of Commons and in the Senate oversee the enforcement and application of the *Official Languages Act* and the legislative framework in force. The two committees examine the annual reports to Parliament of the Commissioner of Official Languages, the Minister of Canadian Heritage and Official Languages, and the President of the Treasury Board. The Minister of Canadian Heritage and Official Languages, and other ministers may be called to appear before these bodies concerning the Official Languages Program including the Roadmap.

2.1.2 Dialogue

The Government of Canada works with provincial and territorial governments, communities, and all Canadians to implement the Roadmap. The following activities promote dialogue and information-sharing:

- the annual Ministerial Conference on the Canadian Francophonie facilitates discussions between federal, provincial and territorial governments, enhancing collaboration and information sharing;
- meetings with representatives from communities provide opportunities to discuss the development and implementation of policies and programs; and
- research projects from the scientific and academic community provide quality information that contributes to a better understanding of the evolution of the state of official languages across the country. Research findings provide clarification and enrich discussions.

Figure 2: The Governance Structure of the Roadmap

2.2 Stewardship and Risk Management

The implementation of adequate stewardship helps ensure that the financial management controls in place are integrated and efficient as well as respectful of the Treasury Board Secretariat's requirements. Proper management also entails the implementation of a risk management strategy that presents responses appropriate to the risks identified.

2.2.1 Financial Management

Management of investments of the Roadmap allow for an integrated snapshot of financial information at the organization and project level which facilitates planning, monitoring and reporting of Roadmap initiatives.

Federal partners are responsible for implementing their own programs in accordance with their mandate, with the support of the Chief Financial Officer in each institution. In addition, they must provide the Official Languages Secretariat, at least twice yearly, with financial information about their initiatives, and assurance as to the quality and reliability of their financial information. The information collected is compiled for inclusion in the Canadian Heritage's annual *Report on Plans and Priorities* and *Departmental Performance Report* (as a section within horizontal initiatives).

For the Roadmap initiatives, as for their other programs, federal partners follow financial procedures established by central agencies.

2.2.2 Risk Management

The scope of the coordinating and reporting exercise for a horizontal initiative such as the Roadmap entails significant management risks. Follow-up activities, information-gathering and assessment are complex given the number of federal partners involved and initiatives implemented.

Two strategies will help manage Roadmap risks:

- A risk management strategy identifies the main risks of implementing the Roadmap and proposes measures to mitigate their potential negative impact. The risks are evaluated based on their impact and probability. Developing mitigation strategies for each of these risks maximizes the chances of achieving the Roadmap's overall objectives.

- An overall performance strategy determines how progress on achieving results is measured and how often. A periodic review of progress on initiatives maximizes the chances of achieving the expected results and helps ensure that any problems are dealt with quickly.
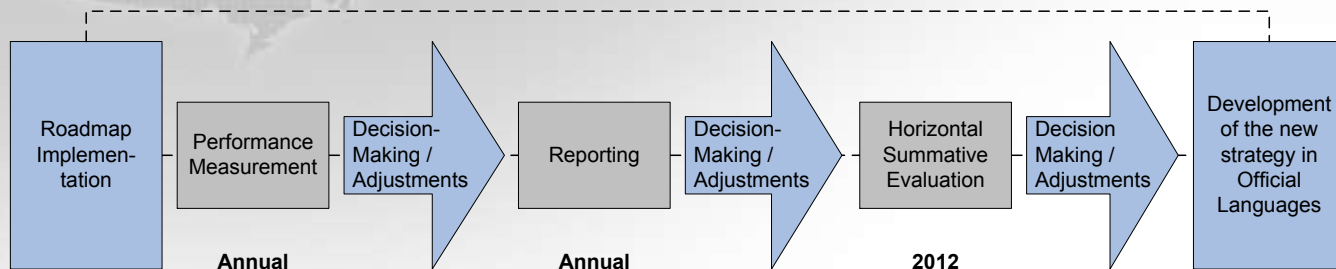
2.3 Results and Performance

The HRMAF contains three integrated strategies to measure performance and demonstrate the results of the Roadmap: performance measurement, reporting, and evaluation. These three strategies help to better guide decision-making in order to optimize resources invested (see Figure 3).

2.3.1 Performance Measurement

Based on the Roadmap's logic model (and on those for the various initiatives), the HRMAF performance measurement strategy is an ongoing process of collecting, analyzing, and using information on the Roadmap's performance.

Throughout the Roadmap implementation period, the Official Languages Secretariat is responsible for compiling the information provided by partners (resources used, activities completed, results achieved) and entering this data into an information and performance management system.

Figure 3: Integrated Strategies and Performance Results of the Roadmap

Roadmap Implemen-tation	Performance Measurement	Decision-Making / Adjustments	Reporting	Decision-Making / Adjustments	Horizontal Summative Evaluation	Decision Making / Adjustments	Development of the new strategy in Official Languages
	Annual		**Annual**		**2012**		

For each initiative, output, immediate and intermediate result, the performance measurement strategy calls for the collection of various types of information:

- performance indicators that allow for a comparison of results achieved with set objectives. Relevance, credibility, clarity, precision, reliability, comparability, consistency and feasibility are some criteria used to develop the indicators;
- sources of raw or secondary data, internal or external to federal partners;
- frequency of data collection;
- responsibilities for data collection;
- performance targets;
- target achievement dates; and
- baseline data.

Each indicator corresponds to a target to be achieved, a completion date and, where possible, baseline data. In addition, ongoing dialogue with provincial and territorial governments, scientific and academic community, communities, and other beneficiaries of Roadmap initiatives helps gather and validate additional data. Ongoing performance measurement helps to:

- review the performance of each initiative;
- determine the adjustments required to ensure that expected results are achieved;
- provide updated information to support decision-making in a timely manner;
- monitor budget allocations annually; and
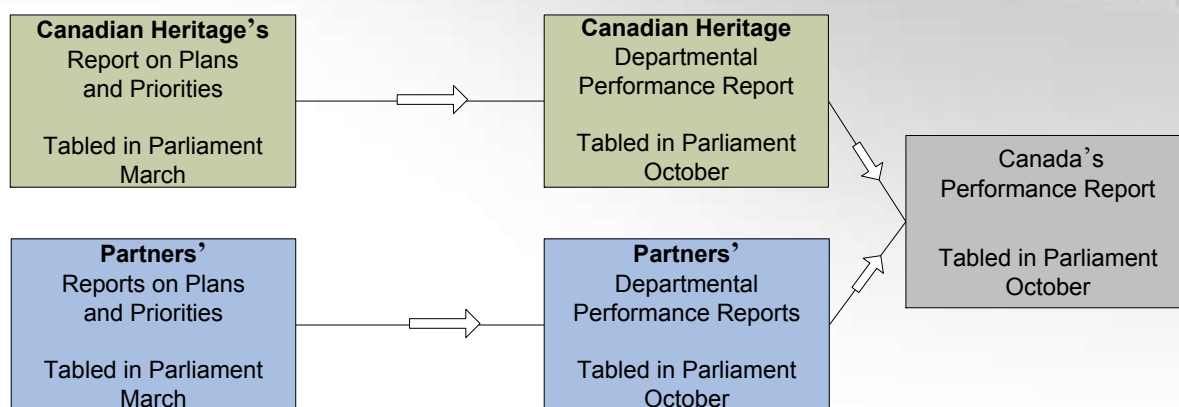- respond to accountability requirements and performance reports.

2.3.2 Reporting

The Roadmap reporting strategy is aligned with the Government of Canada's commitment to Canadians that government programs are managed in an efficient and transparent manner. Reporting is based on demonstrating that Roadmap resources are invested in effective and relevant projects. Data collected and analyzed for the performance measurement strategy is the main source used for reporting on the Roadmap in the *Departmental Performance Report* that is submitted to Parliament, usually in October, by the President of the Treasury Board on behalf of the Minister of Canadian Heritage.

The *Departmental Performance Report* gives an account of achievements based on expectations outlined in Canadian Heritage's *Report on Plans and Priorities*, which is normally tabled in Parliament in late March. The *Report on Plans and Priorities* discusses the planned resources, activities, and expected results of the 14 federal partners of the Roadmap.

Canadians can also obtain information about the progress of the Roadmap's achievements through the *Departmental Performance Reports*, of other federal partners involved in it delivery. These *Departmental Performance Reports* provide information concerning the performance of various initiatives based on the commitments made in their respective *Reports on Plans and Priorities* as part of the Program Activity Architecture. The *Canada's Performance Report, produced annually*, also provides Canadians with information about the Roadmap's contribution to the Government's overall objectives.

Figure 4: The Annual Reporting of the Roadmap

Canadian Heritage's Report on Plans and Priorities — Tabled in Parliament March	⇒	**Canadian Heritage** Departmental Performance Report — Tabled in Parliament October	⇒	Canada's Performance Report — Tabled in Parliament October
Partners' Reports on Plans and Priorities — Tabled in Parliament March	⇒	**Partners'** Departmental Performance Reports — Tabled in Parliament October	⇒	

All of the reporting mechanisms (see Figure 4) aim at:

- showing Canadians how the Roadmap initiatives are implemented;
- ensuring transparency in carrying out the various initiatives; and
- providing reliable information for decision-making purposes.

2.3.3 Horizontal Summative Evaluation

The systematic collection and analysis of data pertinent to the Roadmap will be carried out as part of a horizontal summative evaluation. This evaluation will be jointly overseen by all federal partners before the end of the initiative in March 2013, in accordance with Treasury Board's Policy on Evaluation, which recommends timely evaluations to fulfill decision-making needs.

Each partner department and agency is committed to conducting a summative evaluation of its initiatives by February 2012, if applicable (see Figure 5). The individual summative evaluations will address achievement of immediate results for each initiative and will link these results to the Roadmap's immediate results. The findings of these evaluations will serve as an important source of information for the horizontal summative evaluation. The *Departmental Performance Reports*, published annually by Roadmap partners, will also serve as an additional source of information.

Two *ad hoc* committees will be created to facilitate and optimize the horizontal summative evaluation process that will be held from January 2011 to November 2012: the Interdepartmental Evaluation Working Group and the Interdepartmental Evaluation Steering Committee. These two committees, comprised of senior evaluators and heads of evaluation from federal partners, respectively, will oversee the design and completion of the evaluation.

The horizontal summative evaluation will focus on two issues. The evaluation of the implementation will examine the terms and conditions under which the Roadmap was delivered, and will address accountability, governance, and the various service delivery mechanisms. It will determine whether the:

- planned resources have been invested;
- planned partnerships have been created;
- targeted clients have been reached; and
- activities have been carried out as expected.

Figure 5: The Summative Evaluations of the Roadmap

Departments / Agencies	Individual Summative Evaluations Before February 2012[1]
ACOA	Economic development
	Support to Francophone immigration (NB)
CED	Economic development
CSPS	Language learning tools
PCH	Community Life[2]
	CRTC Study
	Minority-Language Education[3]
	Music showcases for artists
	Second-language Learning[4]
	Translation program
	Accountability and Coordination Framework (OLS)
CIC	Recruitement and integration of immigrants
INAC	Economic development
IC / FedNor	Economic development
JC	Access to justice
	Accountability and Coordination Framework
	Contraventions
HC	Training, networks and access to health services
HRSDC	Childcare pilot project
	Enabling Fund
	Literacy
	Means of NGOs[5]
NRC	Language Technologies Research Centre
OCHRO	Centre of excellence
PWGSC	Government of Canada linguistic portal
	Language industry
	University scholarships in translation
WED	Economic development

→ Horizontal Summative Evaluation of the *Roadmap for Canada's Linguistic Duality 2008-2013: Acting for the Future* **(2012)**

Legend:
[1] If applicable.
[2] Includes Support to communities, Youth initiatives, Cultural Development Fund and Intergovernmental cooperation.
[3] Includes Support to education in the language of the minority, Summer language bursaries and Official-language monitors.
[4] Includes Support to second-language education, Summer language bursaries and Official-language monitors.
[5] NGO: Non-governmental Organization.

The questions used to evaluate the results will help determine how well the Roadmap has achieved its intermediate results (see Figure 1). Accordingly, the horizontal summative evaluation will examine the:

- changes in the ability of Canadians to live and work in vibrant communities in the official language of their choice;
- increase in the number of Canadians who understand the benefits and have the tools needed to appreciate linguistic duality; and
- reinforcement of the capacity of the Government of Canada relating to official languages.

The horizontal summative evaluation will also provide an opportunity to consider new alternatives to facilitate decision-making in program planning and design, and the establishment of priorities for official languages.

The results of the horizontal summative evaluation will be a source of reliable and timely information for senior executives and Ministers of the various partner departments and agencies. The evaluation will be useful in many ways: it will contribute to the reporting mechanisms for Parliament and for Canadians; it will also enable federal partners to credibly account for results achieved for resources invested; and it will help improve policies and programs through the identification of lessons learned as well as best practices.

CONCLUSION

The Horizontal Results-based Management and Accountability Framework proposes a governance structure that clearly sets out the division of roles and responsibilities of Roadmap partners and establishes the formal processes and mechanisms to facilitate the Roadmap's implementation and performance measurement.

This approach is based on the active and responsible participation of all federal partners in all steps of the Roadmap, as well as the coordination of all partners' efforts. Ultimately, the HRMAF is a tool that will enable the Roadmap's federal partners to demonstrate sound management of the funds invested, the accountability exercised, and the results achieved.

FOR MORE INFORMATION

Department of Canadian Heritage
Official Languages Secretariat
25 Eddy Street
Gatineau, Quebec K1A 0M5

Telephone*: 819 997-0055

Toll-Free number*: 1 866 811-0055

TTY** (Toll-Free): 1 888 997-3123

Fax: 819 934-9199

E-mail: SLO-OLS@pch.gc.ca

Website: http://www.canadianheritage.gc.ca/
pgm/slo-ols/index-eng.cfm

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