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Horizontal Evaluation of the *Roadmap for Canada's Linguistic Duality 2008-2013: Acting for the Future*

**Office of the Chief Audit and Evaluation Executive
Evaluation Services Directorate**

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List of Acronyms

ACOA	Atlantic Canada Opportunities Agency
CADMOL	Committee of Assistant Deputy Ministers on Official Languages
CanNor	Canadian Northern Economic Development Agency
CED-Q	Canada Economic Development Agency for Quebec Regions
CIC	Citizenship and Immigration Canada
CIRLM	Canadian Institute for Research on Linguistic Minorities
CRTC	Canadian Radio-television and Telecommunications Commission
CSPS	Canada School of Public Service
EDI	Economic Development Initiative (Industry Canada)
FedDev	Federal Economic Development Agency for Southern Ontario
FedNor	Federal Economic Development Initiative in Northern Ontario
FIN	Francophone immigration networks
FMC	Francophone minority community
HC	Health Canada
HRSDC	Human Resources and Skills Development Canada
IC	Industry Canada
JC	Department of Justice Canada
NRC	National Research Council of Canada
OLA	<i>Official Languages Act</i> of Canada
OLCE	Official Languages Centre of Excellence (Treasury Board Secretariat)
OLHCP	Official Languages Health Contribution Program
OLLS	Official Languages Law Section (Justice Canada)
OLMC	Official Language Minority Community
OLP	Official Languages Program of the Government of Canada
OLPIMS	Official Languages Performance Information Management System (Canadian Heritage)
OLS	Official Languages Secretariat (Canadian Heritage)
OLSP	Official Languages Support Programs (Canadian Heritage)
OLSPB	Official Languages Support Programs Branch (Canadian Heritage)
PCH	Department of Canadian Heritage
PWGSC	Public Works and Government Services Canada
QUESCREN	Quebec English-Speaking Community Research Network
TBS	Treasury Board of Canada Secretariat
WED	Western Economic Diversification Canada

Summary

This report presents the findings of the horizontal evaluation of the *Roadmap for Canada's Linguistic Duality 2008-2013: Acting for the Future* (the Roadmap). This initiative of \$1.1 billion over five years was launched in June 2008 by the Government of Canada. It is aimed at improving and expanding government action in order to increase the benefits of linguistic duality and make them available to all Canadians. The Roadmap's implementation is under the responsibility of the Minister of Canadian Heritage (PCH) and Official Languages. It involves 15 federal departments and agencies that are responsible for the implementation of 32 initiatives.

In accordance with Treasury Board's *Policy on Evaluation* (2009), the evaluation focuses on issues related to relevance, implementation, performance, efficiency and economy for the three intermediate outcomes, which are supported by the immediate outcomes achieved by the 32 initiatives.

The evaluation was carried out under the responsibility of the Evaluation Services Directorate of PCH's Office of the Chief Audit and Evaluation Executive, in collaboration with the Interdepartmental Evaluation Steering Committee and the Interdepartmental Evaluation Working Group. The evaluation covers the period from 2008–09 to September 2012.

Methodology

Data sources

The evaluation was conducted using the following data collection methods:

- A review of administrative documents and, in particular, reports and data from the individual evaluations of initiatives implemented by Roadmap partners.
- A review of administrative data recorded in the Official Languages Program Information Management System (OLPIMS).
- A review of data from opinion surveys.
- A review of research reports on official languages.
- A series of interviews with key stakeholders.
- A series of case studies on the vitality of official-language minority communities (OLMCs) across Canada.
- Three expert panels assembled on the following themes: the vitality of OLMCs, second-language learning and minority-language education.

Limitations

Performance measurement data recorded in the OLPIMS was incomplete for evaluation purposes, including for the review of the initiative's efficiency and economy.

In addition, not all of the evaluations of initiatives implemented by Roadmap partners were completed at the time data were collected. Little of the data provided by these evaluations covers aspects related to economy.

Findings

Relevance

The evaluation finds that Roadmap initiatives and areas for action are aligned with the Government of Canada's responsibilities, as set out in the *Constitution Act, 1982* and the *Official Languages Act* (OLA).

The Roadmap meets the needs of Canadians. The evaluation notes, however, that certain federal organizations supporting official languages are not part of the Roadmap.

The Roadmap is consistent with federal government priorities, as set out in the 2010 Speech from the Throne and the 2012 Budget Plan. It is also consistent with PCH strategic outcomes.

Design and implementation

The Roadmap is recognized today for the public brand it provides for the Government of Canada's language policy. However, there is still ambiguity concerning the distinction between the horizontal initiative and the Official Languages Program (OLP) under which it falls.

The evaluation notes the efforts undertaken in 2010–11 to improve the governance structure of the OLP and the Roadmap. In general, partners are satisfied with the current governance structure. However, they say that meetings should allow for more discussion of the Roadmap's strategic directions. Reports document the difficulty inherent to horizontal initiatives given the vertical tradition of ministerial responsibility.

The evaluation finds that there are expectations for an administrative coordination and consultation mechanism for stakeholders to be included in the next horizontal initiative. With regard to management of the Roadmap, the evaluation finds overall satisfaction with the efforts by the Official Languages Secretariat to ensure coordination of the OLP.

Achievement of outcomes

Vitality of OLMCs

Overall, the evaluation finds that the Roadmap contributed to the capacity of French-speaking Canadians across Canada and English-speaking Canadians in Quebec to live and work in vibrant communities in the language of their choice. For example, the Roadmap contributed to:

- progress in access to justice;
- an increase in the number of health professionals available and able to provide health care services in OLMCs;
- improved coordination and integration of health services for OLMCs within institutions and communities;
- leverage for investments by the provinces, territories and municipalities in French-language services;
- development of new programs in the minority language, from daycare to post-secondary education;
- stability in the school enrolment of Anglophones in Quebec and increased enrolment of Francophones in the rest of Canada;

- capacity building in innovation, diversification, entrepreneurship and economic promotion in OLMCs;
- leveraging of federal investments in economic development and human resources development; and
- increased number of Francophone immigrants and their settlement networks.

Some major challenges remain:

- nonattendance of half of entitled Francophones in minority language schools;
- poor academic performance of Francophone students in some regions of Canada; and
- limited support in certain areas, including early childhood, literacy, and arts and culture in OLMCs.

Linguistic duality

The evaluation finds that the Roadmap contributed to ensuring that there is an increased proportion of Canadians who are aware of the benefits of and have the tools needed to appreciate linguistic duality. The Roadmap supported the following outcomes, among others:

- the establishment of new intensive second-language programs in schools;
- the development of innovative language technologies, such as PORTAGE;
- free access to the Language Portal of Canada by professionals and the general public;
- the development of better standard tools to measure second-language learning;
- increased enrolment in immersion programs;
- stable enrolment in basic second-language programs;
- an increase in positive opinions of bilingualism among the Canadian public; and
- the showcasing of artists from OLMCs.

The evaluation does, however, point out a few challenges, such as the implementation of more effective commercialization of language technology strategies at the cutting edge of their field internationally and the implementation of standard measures at the national level for assessing second-language learning.

Government capacity

The evaluation finds that the Roadmap contributed to strengthening the Government of Canada's official languages capacity. In particular, this capacity building resulted in:

- improved compliance with regard to the linguistic requirements of government employees (Part V of the OLA) and communication with and services to the public (Part IV of the OLA);
- measures taken by federal institutions following the Supreme Court of Canada's decision in *DesRochers v. Canada (Industry)* (CALDECH); and
- OLP coordination efforts by the Committee of Assistant Deputy Ministers on Official Languages (CADMOL), PCH's Official Languages Secretariat (OLS), and the Department of Justice (JC)'s Official Languages Law Section.

The evaluation notes some challenges with regard to government capacity in the areas of coordination and reporting:

- persistent ambiguity concerning roles and responsibilities with regard to the OLA enforcement and the governance and roles of various actors involved in the coordination of the OLP; and,
- need to ensure a better dissemination of research studies.

Efficiency and economy

The efficiency review concentrated on the horizontal dimension of the initiative, particularly in terms of the means used in the horizontal implementation of the Roadmap. The evaluation finds that a better complementarity between the initiatives could have increased efficiency. The burden and limited utility of the Roadmap's performance measurement were noted. The evaluation also notes the leverage to which the Roadmap and its initiatives contributed and points out that the Roadmap could have gone further in this regard by providing access to investment funds for federal institutions that are not partners in this horizontal initiative.

Lastly, the near absence of information concerning the methodological approaches required for the analysis of the efficiency and economy of initiatives, combined with the limited information available on these components, does not provide a sound basis for drawing conclusions regarding the efficiency and economy of the Roadmap. Obstacles, such as the financial integration of initiatives into existing programs and the absence of a separate allocation for the use of funds, prevented, for example, the identification of the administrative costs of the horizontal initiative.

Conclusion

The evaluation concludes that the Roadmap is aligned with the responsibilities and priorities of the Government of Canada. Although the Roadmap has a public brand among Canadians, it is sometimes confused with Canada's OLP, which is much broader.

The Roadmap generated many activities and obtained results in a number of sectors, contributing in this way to the targeted intermediate outcomes, namely the vitality of OLMCs, linguistic duality, and strengthened capacity of the federal government in official languages.

In the context of renewal of the Roadmap, recommendations were made concerning certain dimensions examined in the evaluation. These include clarification of the respective mandates and roles of the Official Languages Program and the Roadmap, accuracy of the concepts used in the intermediate outcomes, the organization of stakeholder consultations by Roadmap partners, and actions leading to improvements in the quality and relevance of information required for the analysis of results pertaining to the economy of the Roadmap.

Recommendations

Recommendation 1

The Government of Canada's language policy is embodied in the Official Languages Program (OLP). The OLP includes all of the Government of Canada's ad hoc or recurring official languages programs and measures. The Roadmap is an ad hoc component of the OLP and spans the period from 2008 to 2013. However, the evaluation noted that for some persons, distinguishing between the OLP and Roadmap is difficult. This conceptual confusion is also present in the governance of Official Languages.

Therefore, it is important that Canadians and federal institutions stakeholders that contribute to supporting official languages have a better understanding of the distinctions between the OLP and the Roadmap and work to strengthen the engagement of all federal institutions toward their obligations in virtue of the Official Languages Law.

It is recommended that Canadian Heritage:

- clearly define, for the benefit of its internal and external partners, what the Official Languages Program consists of and what it aims to accomplish; and
- strengthen the interdepartmental cooperation with federal institutions that are not part of the Roadmap to ensure that they understand and engage in their obligations according to the Official Languages Law.

Recommendation 2

Attempting to measure the intermediate results of such a complex initiative as the Roadmap is a difficult endeavor without having identified all possible factors influencing the achievement of the expected changes. Work has been undertaken in PCH to develop a preliminary framework that presents the key elements that affect the ability of French-speaking Canadians across Canada and English-speaking Canadians in Quebec to live and work in vibrant communities in the language of their choice. This framework could be especially useful to understand how the initiatives have an impact on the vitality of the OLMC.

It is recommended that PCH, in collaboration with Roadmap partners, develop similar reference frameworks for the linguistic duality and government capacity in official languages; the implementation of the frameworks will help to identify the expected changes more effectively and to support the evaluation of a future official language governmental initiative.

Recommendation 3

The Roadmap involves 15 departmental partners whose initiatives are often complementary. However, consultation with stakeholders is generally broken up partner by partner.

It is recommended that PCH and Roadmap partners develop, where appropriate, an approach to consult stakeholders jointly on common issues and questions.

Recommendation 4

The report underlines the difficulty noted with regard to evaluating the “efficiency and economy” component of the Roadmap’s performance, including assessing the total administrative cost of the Roadmap. These difficulties are connected to two factors:

- lack of guides and tools to help support the evaluation strategy for this component; and
- management practices, such as the inclusion of initiatives of existing programs without identifying where the received funds come from. These practices impact the capacity of departments and agencies to report on how the funding received is spent.

It is recommended that:

- PCH and the partner departments and agencies of the Roadmap, relying on the Treasury Board Secretariat orientations and publications, develop approaches to better support outcomes related to the efficiency and economy of the horizontal initiative.
- PCH and its partners put in place management practices that will make available the information needed to report on efficiency and economy.

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1. Introduction and Context of the Evaluation

This report outlines the findings of the evaluation of the *Roadmap for Canada's Linguistic Duality 2008-2013: Acting for the Future* (the Roadmap). The following sections describe the program (1.1) and then the context, objectives and issues of the evaluation (1.2).

1.1 Overview of the Roadmap for Canada's Linguistic Duality

On June 19, 2008, the Government of Canada announced a \$1.1 billion, five-year investment in the Roadmap. The Roadmap followed the 2003-2008 Action Plan for Official Languages, and acknowledged consultations held on linguistic duality and the official languages in 2008.

The Roadmap is a horizontal initiative with the following purposes:

- emphasizing the value of linguistic duality among all Canadians;
- building the future by investing in youth;
- improving access to services for official-language minority communities;
- capitalizing on economic benefits; and
- ensuring efficient governance to better serve Canadians.

The Roadmap is implemented mainly under the responsibility of the Minister of Canadian Heritage and Official Languages. Responsibility for its implementation is shared with the ministers responsible for partner departments and agencies. A Committee of Assistant Deputy Ministers on Official Languages (CADMOL), chaired by the Deputy Minister of Canadian Heritage (PCH), supports the Minister of Canadian Heritage and Official Languages in governance of the Roadmap and the Official Languages Program (OLP).

The PCH Official Languages Secretariat (OLS) is the administrative mechanism that supports the Minister responsible, CADMOL and partners for the coordination and accountability of the Roadmap.

By implementing the 32 initiatives that make up the Roadmap (see Annex 1), the Roadmap aims to achieve the following three intermediate outcomes (see Annex 2):

- Increased ability of French-speaking Canadians across Canada and English-speaking Canadians in Quebec to live and work in vibrant communities in the language of their choice. (In the following text, this will be expressed by the notion of “vitality”.)
- Greater percentage of Canadians who are aware of the benefits of and have the tools needed to appreciate linguistic duality. (In the following text, this will be expressed by the notion of “duality”.)
- Enhanced capacity of the government of Canada in official languages. (In the following text, this will be expressed by the notion of “government capacity”.)

The Roadmap’s planned resource envelope totals \$1,109.8 M for FYs 2008-2009 to 2012-2013. These funds are allocated to each federal government department and agency, depending on the initiatives for which they are responsible. In some cases, Roadmap funds complement funds already invested in corresponding programs. In other cases, they fully fund an initiative.

1.2 Context, Objectives and Issues of the Horizontal Evaluation

This evaluation covers the period from 2008-2009 to late September 2012. It provides a strategic reading of the results achieved, to guide decision makers in taking action on the Roadmap. It should be noted that the evaluation was conducted in the context of an extensive consultation led by the Minister of Canadian Heritage and Official Languages during the summer of 2012.

The evaluation itself is termed “horizontal”, since it complements individual evaluations of most of the initiatives that make up the Roadmap. The immediate outcomes of these initiatives, carried out under the auspices of the responsible departments and agencies, served as the basis for the horizontal evaluation. The horizontal evaluation focuses on the following dimensions:

- **Relevance and implementation:** The design, governance and horizontal management of the Roadmap
- **Performance:** The three intermediate outcomes of the Roadmap’s logic model, regarded as the horizontal outcomes of its implementation.

2. Methodological Approach

In this section, we present the data collection methods used, as well as the limitations of the methodological approach.

2.1 Evaluation Design

The evaluation followed the evaluation strategy established in the Roadmap’s horizontal Results-based Management and Accountability Framework. Annex 3 presents the detailed framework containing issues, questions, indicators, sources and methods.

The evaluation used the following data sources:

- **Document review:** This was done by reviewing key documents describing the Roadmap’s objectives, design and planning, administrative documents, and evaluation reports on most of the initiatives (see Annex 4: List of Evaluations).
- **Administrative data review:** The Official Languages Performance Information Management System (OLPIMS), which records data from partners on the performance of their respective initiatives, was analyzed.
- **Survey data review:** Opinion surveys, providing information relevant to the evaluation,¹ were reviewed with the help of the Research Group of the Official Languages Support Programs Branch (OLSPB) of PCH.
- **Literature review:** About a hundred research papers were consulted. References to this literature were taken from research assessment developed at the Symposium on Official Languages Research Issues, organized in September 2011.

¹ The following five surveys were used: Environics Research Group’s Focus Canada (2010); Nanos Research (2011); Angus Reid – *La Presse* (2011); Canadian Institute for Research on Linguistic Minorities (CIRLM), for *Société Santé en français sur l’accès aux services de santé en français* (2011, published 2012); CROP poll on the vitality of communities (2005 and 2010).

- **Interviews:** Interviews were conducted with 32 key stakeholders, including 23 from Roadmap’s partner federal institutions, four from other OLP stakeholders and five from organizations that promote linguistic duality. When opinions are reported, the following determinants are used:
 - Fewer than half of key stakeholders: “some”
 - At least half of key stakeholders: “most”
 - All key stakeholders: “all”
- **Case studies:** Case studies were done on the vitality of nine OLMCs across Canada. The study was based on a framework for analyzing vitality that was developed by OLSPB, adapted by the evaluation team and validated by a panel of experts (see Annex 5). The communities were selected based on a sampling plan validated by the panel of experts. These communities are Surrey, British Columbia; Gravelbourg, Saskatchewan; Timmins, Ontario; London, Ontario; Pontiac, Quebec; Beaconsfield, Quebec; New Carlisle, Quebec; Bathurst, New Brunswick; and Summerside, Prince Edward Island.
- **Panels of experts:** Three panels of experts met. The first panel brought together experts on the vitality of OLMCs to validate the approach to the case studies; the second panel, second-language learning experts; the third panel, minority-language education experts.

2.2 Limitations of the Evaluation

The evaluation’s main limitation relates to the limited amount of recent quantitative data available for the purposes of the exercise, including the inadequate amount of data from performance measurement.² The absence of individual evaluations for some initiatives also deprives the horizontal evaluation of key outcomes (Annex 4). Individual evaluations focus little on economic factors. Finally, the administrative costs of all initiatives cannot be estimated, since most funding is built into existing programs.

3. Key Findings

The findings are organized and presented in accordance with the evaluation’s key dimensions: 1) relevance, 2) design and implementation, 3) achievement of results, and 4) efficiency and economy.

3.1 Relevance

The Roadmap’s relevance was reviewed based on the alignment of this horizontal initiative with the responsibilities of the Government of Canada, its relevance to the needs of Canadians and its consistency with the Government’s priorities.

3.1.1 Alignment with Government Responsibilities

The Roadmap is aligned with the Government of Canada’s official languages responsibilities. These are legally prescribed in the *Constitution Act, 1982*, especially in the *Canadian Charter of Rights and Freedoms* (the Charter), and in the *Official Languages Act* (OLA).

² *Evaluation of the Accountability and Coordination Framework of the Roadmap for Canada’s Linguistic Duality 2008-2013*. Ottawa: Office of the Chief Audit and Evaluation Executive.

The Charter recognizes that English and French are the official languages of Canada and have equality of status and equal rights and privileges as to their use in all institutions of the Parliament and Government of Canada.

OLA outlines the nature of the Government of Canada's and its institutions' official languages responsibilities, in terms of administration of justice, government communications and services to the public, language of work, and participation of English-speaking and French-speaking Canadians in federal institutions or institutions that promote Canada's two official languages.

In 2005, OLA was amended to specify the responsibilities of federal institutions to support the vitality of OLMCs and to promote linguistic duality. Federal institutions now have the duty to take positive measures in this regard.

The Roadmap's objectives, scope and initiatives are fully consistent with these responsibilities. The Roadmap's three intermediate outcomes (vitality, duality and the Government's official languages capacity) reflect OLA's broad themes (Parts IV, V, VI and VII).

3.1.2 Relevance to the Needs of Canadians

In 2008, the Roadmap was developed to meet the needs of Canadians, as expressed during consultations held that year.

The report on these consultations³ concluded that the next horizontal strategy should have a number of focuses: minority-language education and second-language learning, post-secondary education, welcoming and integrating newcomers, access to health services, the arts and culture, promotion of linguistic duality, economic development, services to citizens, communications and community media, and co-operation with the provinces and territories. The Roadmap was designed on the basis of these focuses.

The evaluation found that most respondents saw the proposed linguistic duality and official languages needs as still relevant today. These structural areas of need require ongoing support. Moreover, all evaluations of initiatives established their relevance to the needs of Canadians. In addition, opinion survey data⁴ indicate that bilingualism is of some importance to Canadians as a component of Canada's identity. In this regard, favourable opinion grew from 75% in 2007 to 78% in 2010. There has also been an increase in the proportion of Canadians who favour bilingualism throughout Canada, from 47% in 2005 to 60% in 2010.

In addition, some respondents, as well as the Commissioner of Official Languages,⁵ have noted, for example, that the Roadmap does not adequately seem to support the Treasury Board Secretariat's role in the place of the official languages in federal institutions, early childhood

³ Lord, Bernard. (2008). *Report on Government of Canada Consultations on Linguistic Duality and Official Languages*. Ottawa: Canadian Heritage.

⁴ Environics Research Group. (2010). *Focus Canada 2010 – Detailed Data Tables*. (Bilingualism English/French, questions 20, 23, 24 and 25; p. 58-59, 86-93) and Environics Research Group. (n.d.) *Focus Canada 2003, 2005 & 2007*. Access via Canadian Opinion Research Archive (CORA) at <http://www.queensu.ca/cora/5data.html> on March 15, 2012.

⁵ Canada. Commissioner of Official Languages. (2009). *Annual Report 2008-2009* and (2011). *Annual Report 2010-2011*. Ottawa.

development in OLMCs, recruitment of students entitled to attend Francophone schools^{6,7} or solutions to the shortage of bilingual judges.

3.1.3 Consistency with Government Priorities

The Roadmap was consistent with the Government of Canada's priorities when it was adopted in 2008. The Government's most recent statements of priorities stress its ongoing commitment to the Roadmap.

In 2010, the Speech from the Throne reaffirmed this commitment, while defining official bilingualism as a basic Canadian value: "Canada's two official languages are an integral part of our history and position us uniquely in the world."⁸

More recently, the Government of Canada's *Economic Action Plan 2012* reiterated that "Canada's two official languages are an integral part of Canadian history and identity." The Government pledged to "continue support for official languages by maintaining funding to protect, celebrate and enhance Canada's linguistic duality."⁹

Individual evaluations have addressed the issue of the Roadmap's alignment with the Government of Canada's priorities. All of these evaluations concluded that their respective initiatives were consistent with the Government's priorities.

3.2 Design and Implementation

This section outlines the evaluation's findings with regard to the distinction between the OLP and the Roadmap, and the key aspects of the Roadmap's horizontal dimension, including governance, management, performance measurement and accountability.

3.2.1 Distinction between the Official Languages Program and the Roadmap

The Government of Canada's language policy is embodied in the OLP. The OLP includes all of the Government of Canada's ad hoc or recurring official languages programs and measures. The Roadmap is an ad hoc component of the OLP and spans the period from 2008 to 2013.

According to some of the persons met, not everyone clearly understands the distinction between the OLP and the Roadmap. These respondents stated that official languages stakeholders knew little about the OLP. However, the history of official languages activities, with the Action Plan for Official Languages in 2003, followed by the 2008 Roadmap, has established a reputation

⁶ Landry, R. (2010). *Petite enfance et autonomie culturelle. Là où le nombre le justifie... V*. [Early childhood and cultural autonomy. Where numbers warrant ... V] Research report submitted to the *Commission nationale des parents francophones*. Moncton: Canadian Institute for Research on Linguistic Minorities.

⁷ Landry, R., Allard, R and Deveau K. (2010). *École et autonomie culturelle. Enquête pancanadienne en milieu scolaire francophone minoritaire*. [Schools and cultural autonomy. National survey of minority Francophone schools] Ottawa: Canadian Heritage (New Canadian Perspectives) and Canadian Institute for Research on Linguistic Minorities.

⁸ Canada. Government of Canada. (2010). *Speech from the Throne to Open the Third Session – Fortieth Parliament of Canada*. Ottawa. March 3, 2010.

⁹ Canada. Government of Canada. (2012). *Jobs, Growth and Long-term Prosperity. Economic Action Plan 2012*. Ottawa: Tabled in the House of Commons by the Minister of Finance. March 29, 2012.

from which the Roadmap now benefits. The Roadmap is sometimes regarded as encompassing everything the Government of Canada does with regard to the official languages, while leaving out certain aspects of official languages, as they do not form part of this horizontal initiative. This was brought up by some respondents, who claim – for example – that the Roadmap does not meet the Government of Canada’s responsibilities for communications and services to the public (OLA Part IV), criticisms that echo observations by the Commissioner of Official Languages.¹⁰ A few other respondents noted that the Roadmap overlooks the official languages activities of major national institutions: Société Radio-Canada / CBC, the National Film Board and the Canada Council for the Arts.

Some internal government stakeholders deem that non-Roadmap partner federal agencies feel less committed to meeting their official languages responsibilities, since they receive no funding through the Roadmap.

3.2.2 Horizontal Governance

The Roadmap’s governance structure comes under the responsibility of the Minister of Canadian Heritage and Official Languages. Administratively, governance is provided by the Committee of Assistant Deputy Ministers on Official Languages (CADMOL), chaired by the Deputy Minister of Canadian Heritage. The assistant deputy ministers of Roadmap partners sit on the Committee, as well as a few *ex officio* members from the Privy Council Office, the Department of Finance, Treasury Board Secretariat and the Department of Justice.

When the Roadmap was implemented, CADMOL relied on three interdepartmental committees: the Interdepartmental Policy Committee, the Interdepartmental Management Committee for the Official Languages Program and the Coordinating Committee on Official Languages Research. However, following a review in January 2011, these committees became interdepartmental work networks and no longer form part of the governance structure. Moreover, the CADMOL Executive Sub-Committee and the OLP Interdepartmental Coordination Steering Committee (OLPICSC) were formed. As its name indicates, the Sub-committee is a select group of CADMOL members that plays a supporting role in strategic activities. OLPICSC encompasses the Branches of Roadmap partners. Note that the deputy heads of all departments of the Government of Canada have been informed of these changes.

The 2011 review and subsequent changes show that the Government wants to improve the Roadmap’s governance in terms of its performance. This evaluation finds general satisfaction with the new governance structure and the assignment of responsibilities to the Minister of Canadian Heritage and Official Languages and to CADMOL. Some respondents note that attendance at meetings varies, and meetings are more of an opportunity to exchange information than to discuss the Roadmap’s strategic directions.

The literature indicates that horizontal governance is at odds with the traditional vertical functioning of public administration. Traditionally, ministerial accountability provides a firm

¹⁰ Canada. Office of the Commissioner of Official Languages. (2009). *Annual Report 2008-2009* and (2011). *Annual Report 2010-2011*. Ottawa.

foundation for vertical reporting. It is difficult for an institution that does not have an upper ministerial authority to exercise responsibilities in the framework of a horizontal initiative.¹¹

3.2.3 Horizontal Management

The OLS supports the governance structure of the OLP and the Roadmap within PCH. In its management role, the OLS supports the governance structure and is, among other things, responsible for co-ordinating the performance measurement and accountability strategy.

Based on the data collected by the evaluation, stakeholders are generally satisfied with how the OLS fulfils its roles. Stakeholders generally appreciate the OLS's support for the Minister and CADMOL on strategic issues, as well as its efforts to co-ordinate partners and implement accountability.

However, to enable the OLS fully to exercise its co-ordinating role, the evaluation identifies areas for improvement in terms of clarifying the roles and responsibilities, as well as disseminating research.

3.2.4 Horizontal Performance Measurement and Accountability

The OLS is responsible for co-ordinating the Roadmap's performance measurement strategy and reporting. Judging by the data collected, the OLS has made a sustained effort to play both of these roles, and partners recognize this effort.

The performance measurement strategy comprises the outputs and outcomes of the Roadmap's initiatives, as well as horizontal expected results. The evaluation also indicates that the OLS has developed useful processes and tools to promote integrated reporting that documents the achievement of results. The Roadmap's achieved results are reported annually in departmental performance reports, as well as PCH's reports on plans and priorities.

The necessary information is collected with the help of OLPIMS, designed and implemented under OLS supervision. Its development was a lengthy process. At the time of the evaluation, only one data collection had been carried out, for which only 9 of the 15 partners provided data as required. Moreover, nearly half of the indicators remained without data. Later on, the OLS carried out a second data collection. In this regard, some partners worry that the required effort is burdensome, or that the data collected are not properly quality-controlled.¹²

3.3 Achievement of Outcomes

The Roadmap's outcomes are examined in light of the initiative's three expected intermediate or horizontal outcomes:

1. Increased ability of French-speaking Canadians across Canada and English-speaking Canadians in Quebec to live and work in vibrant communities in the language of their choice

¹¹ Savoie, Donald J. (2008). *Horizontal Management of Official Languages*. Ottawa: Office of the Commissioner of Official Languages.

¹² Canada. Canadian Heritage. (2012). *Evaluation of the Accountability and Coordination Framework of the Roadmap for Canada's Linguistic Duality 2008-2013*. Ottawa: Office of the Chief Audit and Evaluation Executive.

- (**vitality**). This outcome is based on three immediate outcomes, whose themes are justice, health and community development.
2. Greater percentage of Canadians who are aware of the benefits of and have the tools needed to appreciate linguistic duality (**duality**). This outcome is based on three immediate outcomes, whose themes are the language industry, knowledge of official languages and cultural expression.
 3. Enhanced capacity of the government of Canada in official languages (**government capacity**). This outcome is based on two immediate outcomes, whose themes are co-ordination and the Public Service.

The following sections adopt this nomenclature.

3.3.1 Outcomes Relating to the Vitality of OLMCs

This evaluation uses the notion of vitality as the equivalent of the ability of OLMC members to live and work in vibrant communities in the language of their choice. The vitality of OLMCs is a complex notion.

The Roadmap's 18 initiatives, supporting the vitality of OLMCs, were evaluated on the basis of their expected outcomes. These initiatives represent an investment of \$776 M, or 70% of the Roadmap's total value. They are divided into three components: justice, health and community development. Each component aims to achieve an immediate outcome, and the combination of these immediate outcomes leads to the horizontal intermediate outcome relating to vitality.

3.3.1.1 Justice

This component aims to achieve ongoing and increased access to justice services in both official languages. Two Department of Justice initiatives contribute to this outcome: the *Contraventions Act* fund (\$49.5 M) and the Initiative in Support of Access to Justice in Both Official Languages (\$41 M).

The *Contraventions Act* fund directly contributes to access to justice in both official languages. Seven provinces and territories prosecute federal contraventions by means of their respective prosecution schemes, in compliance with the Government of Canada's language obligations under OLA, covering the vast majority of minority official-language Canadians. Two provinces (New Brunswick and Quebec) meet their language obligations in this regard, but do not have access to the resources provided by the *Contraventions Act* fund. Negotiations are underway with three other provinces and territories.¹³

The Initiative in Support of Access to Justice in Both Official Languages evaluation showed that progress has been achieved in several respects. Among other things:

- the creation of the *Centre canadien de français juridique*, which develops tools and French language training for stakeholders in the justice system;
- the consolidation of the network of associations of French-speaking jurists;

¹³ Canada. Justice Canada. (2012). *Contraventions Act Fund for Implementation of Language Obligations Evaluation – Evaluation. Final Report*. Ottawa: Evaluation Division.

- the creation of several projects to provide information about Canada's justice system and to promote law careers for bilingual individuals, especially among immigrants;
- the development of pilot projects to create legal information services to facilitate access to justice;
- the standardization of French-language common law terminology.¹⁴

3.3.1.2 Health

The Roadmap's health component represents an investment of about \$174.3 M, the third largest initiative in terms of funding. This component targets the following immediate outcome: ongoing and increased access to health services in both official languages. This component is implemented by the Health Canada (HC) Training, Networks and Access to Health Services initiative.

The data collected from the literature and interviews for this horizontal evaluation reveal the scale of this component of the Roadmap.

The horizontal evaluation's survey data review¹⁵ shows that 61.5% of Francophones and 48% of Anglophones in OLMCs are satisfied with the health services available to them in their language.

The Official Languages Health Contribution Program (OLHCP) evaluation showed that the following progress has been achieved:

- The number of health professionals available and able to provide health care services in the minority language have increased, especially in New Brunswick and Ontario.
- Coordination and integration of health services for OLMCs within institutions and communities have improved.
- Partnerships and interactions between health networks have been developed or maintained. However, little is known about the nature, implementation and results of these changes.
- Awareness among stakeholders that Community Health Networks are a focal point for addressing the health concerns of OLMCs has increased.
- Dissemination of knowledge, strategies or best practices to address the health concerns of OLMCs has increased, although the extent to which they have been adopted is generally unknown.
- New recruitment and retention strategies/activities have been implemented which helped to increase the number of graduates in the health field.

¹⁴ Canada. Justice Canada. (2012). *Initiative in Support of Access to Justice in Both Official Languages – Evaluation. Final Report*. Ottawa: Evaluation Division.

¹⁵ Forgues, É. et R. Landry. (2012). *L'accès aux services de santé en français et leur utilisation en contexte francophone minoritaire. Rapport final*. Société santé en français and Canadian Institute for Research on Linguistic Minorities. Moncton.

3.3.1.3 Community Development

This component focuses on increased social and economic development of OLMCs. This is the most wide-ranging component, with 15 initiatives totalling \$510 M, or half of the Roadmap's resource envelope. Outcomes are presented by theme: community life, minority-language education, development of early childhood services, adult literacy, economic development and immigration.

Community Life

The Community Life theme encompasses four PCH initiatives:

- Support for OLMCs (\$22.5 M)
- Youth Initiatives (\$10.5 M)¹⁶
- Cultural Development Fund (\$14 M)
- Intergovernmental Co-operation (\$22.5 M)

This section will also deal with the Canadian Radio-television and Telecommunications Commission (CRTC) study.

The Support for OLMCs initiative evaluation¹⁷ shows that it supports some 350 community organizations that plan and co-ordinate OLMC development activities. These activities deal with a variety of sectors, including culture, the arts, heritage and community media. With regard to community media, there are now 27 minority community radio stations and 74 minority community newspapers. Based on data collated by PCH, it is estimated that 92% of Quebec's Anglophone communities live near (within 25 km) a minority community that broadcasts on the radio or distributes a community newspaper. Among Francophones in minority communities outside Quebec, this level of proximity is 66% but widely varies (see Annex 7)¹⁸.

The Youth Initiatives program was available only in 2009-2010. It supported 109 projects dealing with various themes related to developing minority culture and identity. The list of activities funded includes youth gatherings; sports and cultural activities; exchanges among Francophones, Francophiles and Anglophones; and the establishment of community spaces. When consulted in this evaluation, stakeholders were favourable in their assessment of these projects. However, they noted that the projects were of brief duration, thus greatly limiting their impact.

The Cultural Development Fund is a new Roadmap initiative. The evaluation¹⁹ finds that the Fund supported about 150 projects in such areas as theatre and the spoken word, dance, music, song, the visual and media arts, publishing and literature. In OLMCs, this initiative contributed to the building of identity, the sharing of culture, better knowledge of history,

¹⁶ The "Promotion of Linguistic Duality" component also includes \$2 M for Youth Initiatives.

¹⁷ Canada. Canadian Heritage. (2012). *Evaluation of Official Languages Support Programs (2008-2009 to 2012-2013)*. Ottawa: Office of the Chief Audit and Evaluation Executive.

¹⁸ Canada. Canadian Heritage. (2011). *Données sur la couverture des organismes minoritaires qui diffusent à la radio ou distribuent un journal communautaire* [data on coverage of minority organizations that broadcast on the radio or distribute a community newspaper] (Excel spreadsheets). Ottawa.

¹⁹ Canada. Canadian Heritage. (2012). *Evaluation of Official Languages Support Programs (2008-2009 to 2012-2013)*. Ottawa: Office of the Chief Audit and Evaluation Executive.

the establishment of places to get together and be creative, and the establishment of direct co-operation among organizations active in the cultural sector.

The Intergovernmental Co-operation initiative gave provincial, territorial and municipal governments significant leverage to offer minority-language services. This initiative contributed to the work of the Ministerial Conference on the Canadian Francophonie, enabling provinces and territories to discuss innovative practices and projects. This initiative also made it possible to establish new single-window bilingual government services in Manitoba and Saskatchewan.

In 2009, the CRTC conducted a study of OLMC access to broadcasting services.²⁰ This study shows that an appropriate and equitable number of television and radio services are available to OLMCs in their language, but that access to these services continues to pose technical or financial challenges. For example, some television signal distributors do not bundle French-language services into a single package, thus increasing costs. Developing new media could help to overcome these challenges. OLMCs could also be better reflected in television programming.

Interviews and some of the literature also note other achievements in the community sector, such as an increase in the community ownership that leads to a greater involvement of municipal, provincial and territorial levels of government in supporting the vitality of OLMCs.²¹ It is also noted that Francophone OLMCs are increasingly aware of those who have learned French as a second language (“Francophiles”) or, more generally speaking, those with knowledge of French.

Minority-Language Education

The Minority-Language Education theme comprises three PCH initiatives:

- Support to Minority-Language Education (\$280 M)
- Summary Language Bursary Program (\$1.7 M)²²
- Language Assistant Program (\$6 M)²³

The Support to Minority-Language Education²⁴ initiative has helped to increase the number of day care, pre-kindergarten and kindergarten programs available, especially in Nova Scotia, Quebec, Ontario, Manitoba and British Columbia. At the primary- and secondary-school levels, this initiative has made it possible to develop new education programs, new educational tools and teacher training programs, and to open new schools, including community school centres.

²⁰ Canada. Canadian Radio-television and Telecommunications Commission. (2009). *Report to the Governor in Council on English- and French-language broadcasting services in English and French linguistic minority communities in Canada*. Ottawa.

²¹ Canada. Office of the Commissioner of Official Languages. Three series of reports on indicators of the vitality of official language minority communities: *Francophones in Urban Settings* (2007); *Three English-Speaking Communities in Quebec* (2008); *Three Francophone Communities in Western Canada* (2009).

²² The “Promotion of Linguistic Duality” component includes \$38.3 M for the Summer Language Bursary Program.

²³ The “Promotion of Linguistic Duality” component includes \$14 M for the Language Assistant Program.

²⁴ Canada. Canadian Heritage. (2012). *Evaluation of Official Languages Support Programs (2008-2009 to 2012-2013)*. Ottawa: Office of the Chief Audit and Evaluation Executive.

The minority primary and secondary school system now serves about 95,000 students in Quebec and more than 145,000 students in the other provinces. Today, almost all OLMC members have a minority-language primary or secondary school within 25 km of where they live.

The latest figures indicate that minority school enrolment continues to grow. Specifically:

- Outside Quebec, French-language primary school enrolment increased by 4% from 2005-2006 to 2009-2010. During the same period, French-language secondary school enrolment decreased by 1%. However, this decrease must be seen in perspective, as total school enrolment decreased by 3% in these provinces during the same period.
- In Quebec, total school enrolment decreased by 8% from 2005-2006 to 2009-2010. The province's Anglophone school enrolment followed the same trend, although the decrease was felt more at the primary-school level (school enrolment dwindled by 15% during the same period).²⁵

This initiative has supported several new *Community Learning Centres* in Quebec, and expanded postsecondary institutions including Collège Boréal, which opened a campus in Timmins, and Université Ste-Anne in Halifax. At the same time, there was an increase in the availability of online courses, thus broadening the range of programs available.

The evaluation has little information about PCH's bursary and language assistant programs. The evaluation notes that these programs have existed for several years, that they are appreciated and that demand exceeds availability.

The Roadmap's contribution to minority-language education makes it possible to support many activities. However, OLMCs still have major challenges to overcome in this sector:

- Recent data indicate that 50% of young people from Francophone communities do not attend minority-language schools to which they are entitled. This highlights the ongoing issue of student recruitment and retention.²⁶
- In regions where OLMCs represent very small minorities, students from minority-language schools do not perform as well as students from majority-language schools.
- In the minority-language school system, the available range of programs is often below expectations. This adds to the challenge of recruitment and retention.

Early Childhood Development

The Early Childhood Development theme comprises two Human Resources and Skills Development Canada (HRSDC) initiatives: Building the early childhood development resources of non-governmental organizations (NGOs) (\$4 M) and the Child Care Pilot Project (\$13.5 M).

The initiative to build the early childhood development resources of NGOs was not evaluated, since a strategic review of the initiative is underway.

²⁵ The PCH research unit provided these statistics, based on data provided by Statistics Canada.

²⁶ Landry, R. (2010). *Petite enfance et autonomie culturelle. Là où le nombre le justifie... V.* [Early childhood and cultural autonomy. Where numbers warrant ... V] Research report submitted to the *Commission nationale des parents francophones*. Moncton: Canadian Institute for Research on Linguistic Minorities.

The Child Care Pilot Project did not undergo a program evaluation. However, it did benefit from an independent study measuring how French-language services affect the development of young Francophone children. The study concluded that this impact was modest, but with interesting results. For example, the program helped to prepare all children to start school, especially those less exposed to French in their environment, by promoting their language development. The program's family literacy component also helped parents to learn, although it was not shown that literacy activities increased the use of French. This pilot project did not have an Anglophone component. Thus, it was not possible to measure its impact on Quebec's Anglophone OLMCs.

Literacy

The evaluation of HRSDC's Adult Learning, Literacy and Essential Skills Program (\$7.5 M) does not provide any data specifically concerning results in OLMCs.²⁷ Other data sources show that about ten projects essentially produced family literacy resources, and it is difficult to measure the Roadmap's contribution in this regard.

Economic Development

The Economic Development theme comprises the following two initiatives:

- the Economic Development Initiative by Industry Canada (IC) and regional development agencies (\$30.5 M); and
- the HRSDC Enabling Fund for Official Language Minority Communities (\$69 M).

The evaluation²⁸ of the Economic Development Initiative (EDI), implemented by IC and all of the regional development agencies,²⁹ totalled 156 projects that helped to diversify communities economically, to develop OLMC expertise in innovation, to develop small and medium-sized enterprises (SMEs) and to establish 450 partnerships. The initiative far exceeded the target set by IC and the regional development agencies (\$0.15) in terms of the multiplier effect of its investments (see Annex 9). EDI's main challenge is to better integrate research on the specific needs of OLMCs from the design phase of the initiative.

The evaluation³⁰ of the HRSDC Enabling Fund for OLMCs indicates that this initiative helped to build the capacities of OLMC organizations to determine their needs, to plan their development, and to mobilize and promote their communities. Human resources training tools and events were developed. Community businesses and tourist attractions were promoted. Finally, the Fund had a multiplier effect of 1.78 for every dollar invested. The main challenge is to focus efforts more on regional needs and to redefine the role of national committees in this regard.

²⁷ When asked, none of the OLMCs agreed to collaborate in evaluating the Adult Learning, Literacy and Essential Skills Program.

²⁸ Goss-Gilroy Inc. (2012). *Summative Evaluation of the Economic Development Initiative under the 2009-2013 Strategy for Official Languages: Roadmap for Canada's Linguistic Duality*. Ottawa: Industry Canada.

²⁹ Atlantic Canada Opportunities Agency (ACOA), Canada Economic Development Agency for Quebec Regions (CED-Q), CanNor, FedNor/Industry Canada, FedDev and Western Economic Diversification Canada (WED).

³⁰ Canada. Human Resources and Skills Development Canada. (2012). *Summative Evaluation of the Enabling Fund for Official Language Minority Communities. Key Preliminary Findings*.

Immigration

Two initiatives cover the Immigration theme:

- the Citizenship and Immigration Canada (CIC) Recruitment and Integration of French-speaking Immigrants in Francophone Minority Communities (FMCs) (\$20 M); and
- the Atlantic Canada Opportunities Agency's Support to Francophone immigration in New Brunswick (ACOA) (\$10 M).

To implement the initiative, CIC invested an additional \$10 M to make settlement services³¹ more available in FMCs.

Immigration is a growing concern in OLMCs. This initiative allowed better documentation of the nature of needs and issues in this regard. The evaluation³² of the initiative documents other results achieved:

- The initiative made it possible to undertake major promotional activities overseas, including the Destination Canada flagship event. These activities benefit from the ongoing support of various stakeholders in the immigration sector, including provincial governments, employers, postsecondary institutions and FMCs themselves.
- In 2008, CIC established the interim objective that 1.8% of all immigrants settling outside Quebec would be French-speaking by 2013. This objective was reached two years early.
- During the Roadmap implementation period, there was greater knowledge of the issues and conditions of Francophone immigrants to OLMCs, especially thanks to about fifty studies on the subject.
- The initiative made it possible to develop and/or strengthen 13 Francophone immigration networks (FINs), as well as a national committee that aims to ensure better co-ordination of services at the regional and national levels.
- The initiative helped to establish services and exchanges of information, to prepare communities to recruit, welcome and integrate newcomers.

Based on a table of data³³ from ACOA's Support to Francophone Immigration in New Brunswick initiative, the findings indicate that about 75% of targets to attract and train immigrants, and to prepare host OLMCs, were achieved after three years of implementation. The most successful components are the recruitment of immigrants, capacity building, preparation of Francophone host communities and public awareness. Targets were least achieved for the following components: working holiday visa applications, language training for immigrants and general promotion of the program.

The literature, as well as the interviews conducted as part of the horizontal evaluation, identified a number of challenges, including tension between urban OLMCs that seek to attract immigrants and rural OLMCs that seek rather to keep people from leaving.

³¹ Settlement services comprise both direct services (such as needs analysis and language training) and indirect services (awareness campaign, immigration network) for newcomers.

³² Canada. Citizenship and Immigration Canada. (2012). *Evaluation of the Recruitment and Integration of French-speaking Immigrants in Francophone Minority Communities Initiative*. Ottawa: Research and Evaluation Branch.

³³ *Benefits Report Template for Regional Development Corporation. Roadmap for Linguistic Duality in Canada 2009-2013*, provided by ACOA.

3.3.2 Linguistic Duality Outcomes

The evaluation focused on how the Roadmap's 12 planned initiatives contributed to the expected result, that is, "Greater percentage of Canadians who are aware of the benefits of and have the tools needed to appreciate linguistic duality." These initiatives represent an investment of \$301.1 M. They are encompassed by three components: the language industry, knowledge of the official languages and cultural expression.

3.3.2.1 Language Industry

This component aims to build the capacity of the language industry. It comprises the following initiatives:

- the Language Sector Enhancement Program, which has two components:
 - the PWGSC University Scholarships in Translation Program (\$8 M); and
 - the PWGSC Language Industry Initiative (\$10 M); and
- the Language Technologies Research Centre (10 M\$) of the National Research Council (NRC).

The Language Sector Enhancement Program's two components helped to increase the number of registrations, and especially the number of students with scholarships in translation.³⁴ The two components enabled 196 interns to work with about a hundred employers. Three new translation programs were developed at Canadian postsecondary educational institutions, including a master's program. This increased opportunities for professional training in skills related to translation. The two components also allowed the creation of a toolbox that included 15 language technologies, and generated several opportunities to promote and train professionals in this field.

The NRC's initiative to develop and transfer language technologies helped to develop innovative technology, such as PORTAGE. But the initiative had few observable impacts, due to the time needed to achieve them, and the private sector's lack of capacity to absorb these technologies. The challenge is to implement more effective marketing strategies for these technologies that represent the state of the art internationally.

3.3.2.2 Knowledge of the Official Languages

This component focuses on better knowledge and use of both official languages, and comprises six initiatives:

- PWGSC's Language Portal of Canada (\$16 M);
- the Broadening Access to Second Language Learning Products through Canadian Universities Project (\$2.5 M) of the Canada School of Public Service (CSPS);
- PCH's Support to Second-language Education (\$190 M);
- PCH's Summer Language Bursary Program (\$38.3 M);
- PCH's Language Assistant Program (\$14 M); and
- PCH's Youth Initiatives (\$2 M).

³⁴ Canada. Public Works and Government Services Canada. (2012). *Evaluation of PWGSC's Roadmap for Canada's Linguistic Duality 2008-2013 Initiatives*. Ottawa : Office of Audit and Evaluation. (Deck format dated August 28).

PWGSC's Language Portal of Canada has been available online for free since 2009. It is increasingly being used by professionals and the general public. The evaluation³⁵ of this initiative indicates that most users consider the Portal credible, comprehensive and useful. However, the evaluation notes that the Portal remains unknown to those consulted and that a greater promotion could be beneficial.

The evaluation³⁶ of the CSPS Broadening Access to Second Language Learning Products through Canadian Universities Project indicates that this initiative contributes to Public Service renewal and bilingualism. It has been possible to measure the progress of participating students in learning a second language. However, this project had a limited impact, owing to the limited number of participants, technical problems, the low level of student involvement and lack of support from universities.

PCH's Support to Second-language Education initiative has made a significant contribution to PCH's agreement with the Council of Ministers of Education (Canada) which calls for the establishment of a framework for evaluating language skills. For this purpose, several provinces and territories have decided to use the Common European Framework of Reference for Languages and the French-language diploma awarded by the Government of France. Despite this progress, measurement of learning remains a major challenge to overcome in this sector, since it requires partner consultation, among other things.

Finally, this initiative has supported the broadening of immersion programs available at the postsecondary level. For example, University of Ottawa has gone from 5 to 58 programs that can be taken via language immersion. The initiative has contributed to the professional development of teachers through new educational tools and specialized training. Recruiting second-language teachers remains a major challenge for the provinces and territories, and a factor that affects the likelihood of success of Roadmap-funded programs.

The proportion of students enrolled in basic second-language programs in Canada remained steady at around 53.5% in 2008-2009 and 2009-2010. During the same period, there was a slight rise in the proportion of young Anglophones enrolled in immersion programs outside Quebec, from 8.5% to 8.8%. In absolute terms, the number of students enrolled in immersion programs increased by 3.5% in only one year (see Annex 8).

The evaluation notes that the bursary and language assistant programs are appreciated in the second-language sector.

In 2009-2010, PCH's Youth Initiatives program funded 42 projects in the linguistic duality component. The program's brief duration greatly limited its impact.

³⁵ Canada. Public Works and Government Services Canada. (2012). *Evaluation of PWGSC's Roadmap for Canada's Linguistic Duality 2008-2013 Initiatives*. Ottawa : Office of Audit and Evaluation. (Deck dated August 28).

³⁶ R.A. Malatest & Associates Ltd. (2012). *Program Evaluation of the Broadening Access to Second Language Learning Products through Canadian Universities Project*. Document prepared for the Canada School of Public Service. June.

3.3.2.3 Cultural Expression

This component aims to increase access to the cultural expressions of both language groups. It comprises two PCH initiatives: the National Translation Program for Book Publishing (\$5 M) and the Music Showcases Program for Artists from OLMCs (\$4.5 M).

These two initiatives provided us with data regarding their outputs:

- The National Translation Program for Book Publishing accompanies the Canada Council's Book Publishing Support: Translation Grants program already in place in the Canada Council for Arts. In its first three years, the National Translation Program has made it possible to translate another 186 books³⁷ into the other official language. However, there have been fewer requests for translation than expected. The Program is thus unlikely to achieve its targets (300 books translated) by 2012-2013.
- The Music Showcases Program for Artists from OLMCs aimed to provide 400 showcases for 200 artists each year. During the Roadmap's first four years, these showcases have supported more than 500 arts presentations and more than 230 artists each year. These showcases have also boosted several stars (Damien Robitaille, Beast, Radio Radio, Little Scream, Lisa Leblanc, etc.).

3.3.3 Outcomes Related to the Government's Official Languages Capacity

The Roadmap's third intermediate outcome is enhanced capacity of the Government of Canada in official languages. A total of \$33 M in funding is allocated for this purpose via three initiatives under two components: OLP co-ordination and the Federal Public Service.

3.3.3.1 OLP Co-ordination

This component aims to strengthen OLP co-ordination and comprises two initiatives:

- the Accountability and Coordination Framework, OLS component of PCH (\$13.5 M); and
- the Justice Canada Official Languages Law Section (OLLS)³⁸ component (\$2.5 M).

The evaluation³⁹ of the PCH Accountability and Coordination Framework (OLS) indicates that this initiative made it possible to strengthen the function of advising the Minister responsible for the Official Languages and senior departmental managers. The evaluation also noted progress in co-ordinating reporting. On the other hand, the evaluation was unable to clarify the ambiguity of roles and responsibilities with regard to OLA and the OLP, or to ensure better dissemination of research that would help to strengthen the Framework's co-ordinating role.

³⁷ Prior to the existence of this initiative, the Canada Council's translation grants program had funding to translate 50 books by about 30 publishers each year.

³⁸ Through the Roadmap, OLLS provides legal support for OLS co-ordinating activities.

³⁹ Canada. Canadian Heritage. (2012). *Evaluation of the Accountability and Coordination Framework of the Roadmap for Canada's Linguistic Duality 2008-2013*. Ottawa: Office of the Chief Audit and Evaluation Executive.

The evaluation⁴⁰ of the Justice Canada (JC) Accountability and Coordination Framework (OLLS) indicates that OLLS enlightened OLP partners about legal issues related to the official languages. This evaluation shows recognition and appreciation of OLLS initiatives to fulfil its basic mandates (providing legal advice, overseeing litigation, co-ordinating the Government's position, managing risks and disseminating legal resources). Without questioning OLLS's contribution, the evaluation also notes confusion about official languages governance and the roles of the various stakeholders involved in OLP co-ordination.

Interviews conducted for the horizontal evaluation indicate that most federal stakeholders recognize efforts made to co-ordinate the OLP. However, they are less likely to recognize that these efforts have led to conclusive results. Some respondents nevertheless mention PCH, TBS and JC co-ordination in connection with the implications of the *DesRochers vs. Canada (Industry)* (CALDECH) decision. They recognize that this decision has changed understanding of the role that federal institutions play with regard to the official languages.

3.3.3.2 The Public Service

This component focuses on strengthening the linguistic duality of the Federal Public Service. It covers the TBS Official Languages Centre of Excellence (OLCE) initiative (\$17 M).

The evaluation⁴¹ shows that it is still too early to evaluate all of the OLCE's achievements with regard to its medium- and long-term results, considering changes in its functions. However, the evaluation notes that, to some extent, the OLCE has contributed to the following:

- Federal institutions are more committed to ensuring linguistic duality in the Public Service.
- Federal institutions are better able to comply with OLA.
- Parts IV (communications with and services to the public), V (language of work) and VI (participation of English-speaking and French-speaking Canadians) of OLA and its Regulations are better applied.

The evaluation further observes that it is necessary to start mobilizing federal institutions to better identify their emerging challenges, as a result of issues raised by the evaluation with regard to the OLCE's enabling approach.⁴²

Public Service data⁴³ document the progress noted by the evaluation of this initiative:

- The percentage of federal employees in the core public administration, who meet the language requirements of their positions, increased by 2.6% to 94.3% from 2008 to 2011.

⁴⁰ Canada. Justice Canada. (2012). *Accountability and Coordination Framework of the Roadmap for Canada's Linguistic Duality –Justice Canada component. Evaluation. Final Report*. Ottawa: Evaluation Division

⁴¹ Canada. Treasury Board Secretariat. (2013). *Evaluation of the Official Languages Centre of Excellence Initiative, in Support of the Horizontal Evaluation of the Roadmap for Canada's Linguistic Duality 2008-2013: Acting for the Future*. Ottawa: Internal Audit and Evaluation Bureau (underway).

⁴² The TBS has modified its service delivery approach. This new and more horizontal approach involves several departments sharing common issues.

⁴³ Data taken from the Official Languages Performance Information Management System, March 9, 2012.

- The percentage of federal supervisors in the core public administration, who meet the language requirements of their positions, increased by 2.8% to 94% from 2008 to 2011.

In the interviews conducted for the horizontal evaluation, some respondents suggest that the Federal Public Service is demonstrating greater capacity to work, supervise, produce and serve in both official languages. Some respondents were critical of the fact that the horizontal initiative does not focus more attention on Parts IV, V and VI of OLA.

3.4 Efficiency and Economy

The Roadmap's efficiency and economy were evaluated from two angles: its horizontality and that of its initiatives.

Table 3 (see Annex 10) presents the Roadmap's actual expenditures for the first four years of its implementation, and planned expenditures for 2012-2013. A total of \$843.11 M was invested during the first four years, and \$233.27 M are planned in 2012-2013. It is estimated that, when the Roadmap expires, there will be a surplus of about thirty million dollars. This is less than 3% of the total funding allotted over the period of five years. One reason for this gap is the delay in implementing the Roadmap during the first year.

3.4.1 Initiatives

The efficiency of initiatives was examined within the framework of individual evaluations. For 24 of the 25 initiatives for which we received an evaluation report or preliminary findings, interviewees saw the initiative as efficient. Many changes made to initiatives during their implementation attest to the desire to improve their efficiency. Challenges were identified for three of these initiatives, owing to delays in implementation, the quality of administrative data or the rental cost of facilities.

As for economy, the evaluation was unable to estimate administrative costs, since the majority of individual evaluations did not provide a complete picture of their initiative's financial information. However, some respondents deem their operating costs to be relatively low. Others say that they did not have to hire new staff, and the Roadmap's horizontal nature helped to avoid duplication.

Individual evaluations of initiatives considered the existence of other means to achieve the same results more effectively. These evaluations concluded that it is impossible to identify more effective means to achieve results or if other means exist to achieve the same results, they are very costly and could not be justified financially.

3.4.2 Horizontality

Efficiency was also examined in terms of the means used for the Roadmap's horizontal implementation. Section 3.2 already covered the evaluation's key findings regarding this implementation. The following items are also worth noting.

In discussing efficiency, some respondents suggested that a less complex, less unwieldy and more useful performance measurement mechanism would make the Roadmap more efficient.

It should be noted that this issue was also raised in relation to the Action Plan for Official Languages⁴⁴ and is identified in the literature as an inherent difficulty of horizontal initiatives.⁴⁵

Some respondents note that since the Roadmap is a preferred tool to co-ordinate federal official languages action, it should at least avoid duplication in programming. This finding echoes the criticism sometimes levelled at federal institutions for working in a vacuum or in silos.

Some key stakeholders noted difficulties in the Roadmap's initial implementation, caused by delays in allocating funding due to procedures required by the Treasury Board. These stakeholders echo the 2010 report of the Commissioner of Official Languages, which listed programs that had not yet obtained their Roadmap funding a year after it was launched.⁴⁶ Among other things, this explains why some initiatives are late in disbursing budgeted funds.

Finally, some respondents noted that some initiatives had improved their results, thanks to the leverage contributed by the Roadmap or its initiatives to attract investment or efforts by other stakeholders involved. Some respondents suggested going even further and adding a Roadmap investment fund that would be available to non-partner federal institutions. This fund would make it possible to broaden the scope of the Roadmap, while giving these federal institutions opportunities to be more involved in the federal government's support for the official languages.

In terms of economy, the evaluation could not estimate the Roadmap's overall administrative costs. The main reason for this is that existing programs include initiatives that account for a large proportion of investment. This management approach has the significant advantage of using human resources with the necessary expertise, thus avoiding or reducing the need for additional resources. However, this approach means that these funds have often been managed jointly with the programs in which they are included, and management procedures have not been established to inform the "efficiency and economy" aspect of the Roadmap's performance.

Lack of information about administrative costs thus makes it difficult to examine the Roadmap's economy, and consequently to draw clear conclusions as to whether resources are used efficiently and economically. It must be noted, however, that the Roadmap has achieved its overall objectives. This generally indicates efficient and economical use of investments.

4. Conclusions

The findings that emerge from the various lines of inquiry lead to the following conclusions regarding the Roadmap:

Relevance:

⁴⁴ Canada. Canadian Heritage (2008). *Summative Evaluation of the Action Plan for Official Languages Coordination Program*. Office of the Chief Audit and Evaluation Executive.

⁴⁵ Examples: Office of the Commissioner of Official Languages. (2008). *Annual Report 2007-2008*. "Horizontal governance and coordination". Ottawa; Savoie, Donald J. (2008). *Horizontal Management of Official Languages*. Ottawa: Office of the Commissioner of Official Languages; Canada. Office of the Auditor General of Canada. (2005). *Report of the Auditor General of Canada to the House of Commons*. 2005. "Chapter 4: Managing Horizontal Initiatives". Ottawa. November.

⁴⁶ Canada. Office of the Commissioner of Official Languages. (2010). *Annual Report 2009-2010*. Ottawa.

- The Roadmap's intentions, areas of action and initiatives are aligned with the Government of Canada's responsibilities as defined in the *Constitution Act, 1982*, and OLA.
- The Roadmap was relevant to the needs of Canadians expressed during the consultation in 2008. These needs are still deemed to be relevant today. The evaluation notes, however, that stakeholders' expectations go beyond the specific activities of the Roadmap's initiatives.
- The Roadmap is consistent with the federal government's priorities as expressed in the 2010 Speech from the Throne and the 2012 Budget Plan. The Roadmap is also consistent with PCH's expected strategic outcomes.

Design and Implementation:

- The Roadmap is now the public brand of the Government of Canada's language policy. However, its evaluation raises some problems in terms of the design of this horizontal initiative. Among other things, there is persistent ambiguity regarding the distinction between the Roadmap and the OLP, under which it falls.
- The evaluation indicates that processes and tools have been developed to promote integrated reporting that documents the achievement of outcomes. However, significant effort has been devoted to performance measurement and reporting, without producing sufficient information for evaluation purposes. This is an ongoing problem, since it was also raised upon the completion of the Action Plan for Official Languages in 2008.

Performance:

- It can generally be concluded that the Roadmap seems to have contributed to the vitality of OLMCs, that is, the capacity of French-speaking Canadians across Canada and English-speaking Canadians in Quebec to live and work in vibrant communities in the language of their choice. It must be recognized, however, that this is a complex issue. The Roadmap and its initiatives do not clearly establish linkages between the means that the Roadmap adopts and the changes that it seeks. It is thus difficult to evaluate whether or not this capacity has been increased.
- It can generally be concluded that the Roadmap has contributed to Canada's linguistic duality, that is, there is an increased proportion of Canadians who are aware of the benefits of and have the tools needed to appreciate linguistic duality. This contribution is measured in all of the Roadmap's target areas. Growth is expressed mainly through enrolment in immersion programs, postsecondary enrolment, positive opinions of bilingualism among the public, use of the Language Portal and music showcases. However, the data do not allow an assessment for the Canadian population as a whole.
- The evaluation generally concludes that the Roadmap contributed to building the Government of Canada's official languages capacity. This capacity building resulted in improved compliance with regard to the linguistic requirements of government employees (Part V of OLA), communication with and services to the public (Part IV of OLA), greater awareness of the responsibilities of federal institutions following the CALDECH decision and, to some extent, Roadmap co-ordination efforts by CADMOL, the OLS (PCH) and the OLLS (JC).
- The evaluation concludes that better complementarity between the initiatives could have increased efficiency. The burden and limited utility of the Roadmap's performance

measurement were noted. The Roadmap and its initiatives contributed to leverage. However, the Roadmap could go further in this regard by providing access to investment funds for federal institutions that are not partners in this horizontal initiative. Lastly, the near absence of information concerning the methodological approaches required for the analysis of the efficiency and economy of initiatives and their components does not provide a sound basis for drawing conclusions regarding the efficiency and economy of the Roadmap.

- In the context of renewal of the Roadmap, recommendations were made concerning certain aspects examined in the evaluation:
 - clarification of the respective mandates and roles of the Official Languages Program and the Roadmap,
 - accuracy of the concepts used in the intermediate outcomes,
 - organization of stakeholder consultations by Roadmap partners, and
 - actions leading to improvements in the quality and relevance of information required for the analysis of results pertaining to the economy of the Roadmap.

5. Recommendations

The evaluation identifies issues in achieving the Roadmap's expected outcomes.

Recommendation 1

The Government of Canada's language policy is embodied in the Official Languages Program (OLP). The OLP includes all of the Government of Canada's ad hoc or recurring official languages programs and measures. The Roadmap is an ad hoc component of the OLP and spans the period from 2008 to 2013. However, the evaluation noted that for some, distinguishing between the OLP and Roadmap is difficult. This conceptual confusion is also present in the governance of Official Languages.

Therefore, it is important that Canadians and federal institutions stakeholders that contribute to supporting official languages have a better understanding of the distinctions between the OLP and the Roadmap and work to strengthen the engagement of all federal institutions toward their obligations in virtue of the Official Languages Law.

It is recommended that Canadian Heritage:

- clearly define, for the benefit of its internal and external partners, what the Official Languages Program consists of and what it aims to accomplish; and
- strengthen the interdepartmental cooperation with federal institutions that are not part of the Roadmap to ensure that they understand and engage in their obligations according to the Official Languages Law.

Recommendation 2

Attempting to measure the intermediate results of such a complex initiative as the Roadmap is a difficult endeavor without having identified all possible factors influencing the achievement of the expected changes. Work has been undertaken in PCH to develop a preliminary framework that presents the key elements that affect the ability of French-speaking Canadians across Canada and English-speaking Canadians in Quebec to live and work in vibrant communities in the

language of their choice. This framework could be especially useful to understand how the initiatives have an impact on the vitality of the OLMC.

It is recommended that PCH, in collaboration with Roadmap partners, expand this work to develop similar reference frameworks for the linguistic duality and government capacity in official languages; the implementation of the frameworks will help to identify the expected changes more effectively and to support the evaluation of a future official language governmental initiative.

Recommendation 3

The Roadmap involves 15 departmental partners whose initiatives are often complementary. However, consultation with stakeholders is generally broken up partner by partner.

It is recommended that PCH and Roadmap partners develop, where appropriate, an approach to consult stakeholders jointly on common issues and questions.

Recommendation 4

The report underlines the difficulty noted with regard to evaluating the “efficiency and economy” component of the Roadmap’s performance, including assessing the total administrative cost of the Roadmap. These difficulties are connected to two factors:

- lack of guides and tools to help support the evaluation strategy for this component; and
- management practices, such as the inclusion of initiatives of existing programs without identifying where the received funds come from. These practices impact the capacity of departments and agencies to report on how the funding received is spent.

It is recommended that:

- PCH and the partner departments and agencies of the Roadmap, relying on the Treasury Board Secretariat orientations and publications, develop approaches to better support outcomes related to the efficiency and economy of the horizontal initiative.
- PCH and its partners put in place management practices that will make available the information needed to report on efficiency and economy.

6. Management Response and Action Plan

Recommendation 1

The Government of Canada’s language policy is embodied in the Official Languages Program (OLP). The OLP includes all of the Government of Canada’s ad hoc or recurring official languages programs and measures. The *Roadmap* is an ad hoc component of the OLP and spans the period from 2008 to 2013. However, the evaluation noted that for some persons, distinguishing between the OLP and *Roadmap* is difficult. This conceptual confusion is also present in the governance of Official Languages.

Therefore, it is important that Canadians and federal institutions stakeholders that contribute to supporting official languages have a better understanding of the distinctions between the OLP

and the *Roadmap* and work to strengthen the engagement of all federal institutions toward their obligations in virtue of the *Official Languages Law*.

It is recommended that Canadian Heritage:

- clearly define, for the benefit of its internal and external partners, what the Official Languages Program consists of and what it aims to accomplish; and
- strengthen the interdepartmental cooperation with federal institutions that are not part of the *Roadmap* to ensure that they understand and engage in their obligations according to the *Official Languages Law*.

Recommendation accepted

Action: The mandates, roles and responsibilities of all *Roadmap* partners will be reflected in the next horizontal management framework, and any ambiguities as to *Roadmap* specific application to the Official Languages Program will be clarified. The next horizontal management framework will be submitted to Treasury Board.

Deadline: December 2013

Regarding the interdepartmental coordination, this recommendation has already been implemented. Canadian Heritage has already taken steps to reinforce its approach since 2011–2012. The new adopted approach now involves all federal institutions, which includes all *Roadmap* partners. It is adapted on the basis of their mandate and potential for contributing to the development of official-language minority communities and the promotion of official languages in Canadian society.

Recommendation 2

Attempting to measure the intermediate results of such a complex initiative as the *Roadmap* is a difficult endeavor without having identified all possible factors influencing the achievement of the expected changes. Work undertaken in Canadian Heritage was conducive to the development of a preliminary framework that presents the key elements that affect the ability of French-speaking Canadians across Canada and English-speaking Canadians in Quebec to live and work in vibrant communities in the language of their choice. This framework has been useful to understand how the initiatives have had impact on the vitality of the OLMCs.

It is recommended that Canadian Heritage, in collaboration with *Roadmap* partners, expand this work to develop similar frameworks for the linguistic duality and government capacity in official languages; the implementation of the frameworks will help to identify the expected changes more effectively and to support the evaluation of a future official language governmental initiative.

Recommendation accepted

Action: Once the work will be done to complete the preliminary framework (validation of its implementation terms), a report will be submitted to the Committee of Assistant Deputy Ministers on Official Languages (CADMOL) for information and discussion. In light of their

discussions, CADMOL will consider the possibility to develop similar frameworks on results for the linguistic duality and government capacity in official languages.

Deadline: March 2015

Recommendation 3

The *Roadmap* involves 15 departmental partners whose initiatives are often complementary. However, consultation with stakeholders is generally broken up partner by partner.

It is recommended that Canadian Heritage and *Roadmap* partners develop, where appropriate, an approach to consult stakeholders jointly on common issues and questions.

Recommendation accepted

Action: Canadian Heritage will propose that the Committee of Assistant Deputy Ministers on Official Languages (CADMOL) meet once a year with leaders from minority Francophone and Anglophone communities as well as leaders from Canadian linguistic duality organizations to discuss common official languages issues. *Roadmap* partners will also be asked to submit a report on their respective individual consultations to CADMOL.

Deadline: March 2014

Recommendation 4

The report underlines the difficulty noted with regard to evaluating the “efficiency and economy” component of the *Roadmap*’s performance, including assessing the total administrative cost of the *Roadmap*. These difficulties are connected to two factors:

- lack of guides and tools to help support the evaluation strategy for this component; and
- management practices, such as the inclusion of initiatives of existing programs without identifying where the received funds come from. These practices impact the capacity of departments and agencies to report on how the funding received is spent.

It is recommended that:

- Canadian Heritage and the partner departments and agencies of the *Roadmap*, relying on the Treasury Board Secretariat orientations and publications, develop approaches to better support outcomes related to the efficiency and economy of the horizontal initiative.
- Canadian Heritage and its partners put in place management practices that will make available the information needed to report on efficiency and economy.

Recommendation accepted

Action 1: Canadian Heritage, in collaboration with *Roadmap* partners, is committed to review reference documentation regarding efficiency and economy that will soon be published by Treasury Board Secretariat. A report presenting possible options for the implementation of

recommended approaches in reference documentation will be submitted, for decision, to EX-CADMOL (Executive Sub-Committee of Committee of Assistant Deputy Ministers on Official Languages)

Deadline: December 2014

Action 2: *Roadmap* accountability will be under review particularly to simplify performance measurement information collection in the next horizontal management framework in order to make available necessary information for efficiency and economy accountability. The next horizontal management framework will be presented to Treasury Board and then implemented.

Deadline: March 2015

Annex 1 – Roadmap Initiatives and Expected Results

The Roadmap includes 32 initiatives. Fifteen federal partner departments and agencies have full responsibility for implementing these initiatives.

Distribution of initiatives and total Roadmap budget by department or agency		
Departments / Agencies	Initiatives	Budget (\$M)
Atlantic Canada Opportunities Agency (ACOA)	Support to Francophone Immigration in New Brunswick	10.0
	Economic Development Initiative	6.2
Citizenship and Immigration Canada (CIC)	Recruitment and Integration of Immigrants	20.0
National Research Council Canada (NRC)	Language Technologies Research Centre	10.0
Canada Economic Development for Quebec Regions (CED-Q)	Economic Development Initiative	10.2
Western Economic Diversification Canada (WED)	Economic Development Initiative	3.2
Canada School of Public Service (CSPS)	Broadening Access to Second-Language Learning Products	2.5
Industry Canada (IC), FedNor and FedDev Ontario and CanNor	Economic Development Initiative	10.9
Justice Canada (JC)	<i>Contraventions Act</i> Fund	49.5
	Access to Justice in Both Official Languages	41.0
	Accountability and Coordination Framework	2.5
Canadian Heritage (PCH)	Support to Minority-Language Education	280.0
	Support to Second-Language Education	190.0
	Summer Language Bursaries	40.0
	Support for OLMCs	22.5
	Intergovernmental Cooperation	22.5
	Official-Language Monitors	20.0
	Cultural Development Fund	14.0
	Youth Initiatives	12.5
	Canadian Radio-television and Telecommunications Commission Study	0.0
	National Translation Program for Book Publishing	5.0
	Music Showcases for Artists	4.5
	Accountability and Coordination Framework (OLS)	13.5
Human Resources and Skills Development Canada (HRSDC)	Enabling Fund for OLMCs	69.0
	Childcare Pilot Project	13.5
	Literacy	7.5
	Improving NGOs' means for early childhood development	4.0

Distribution of initiatives and total Roadmap budget by department or agency		
Departments / Agencies	Initiatives	Budget (\$M)
Health Canada (HC)	Training, Networks and Access to Health Services	174.3
Treasury Board Secretariat (TBS), Office of the Chief Human Resources Officer	Centre of Excellence for Official Languages	17.0
Public Works and Government Services Canada (PWGSC)	Language Portal	16.0
	Language Industry Initiative	10.0
	University Scholarships in Translation	8.0

For the purposes of the Roadmap, these initiatives are grouped into five areas of action:

- Emphasizing the value of linguistic duality among all Canadians;
- Building the future by investing in youth;
- Improving access to services for OLMCs;
- Capitalizing on economic benefits;
- Ensuring efficient governance to better serve Canadians.

By building on these 32 initiatives, the Roadmap is expected to achieve the following immediate results:

- 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 OLMCs;
- Strengthened capacity of the language industry;
- Better understanding and use of both official languages;
- Improved access to the cultural expressions of both language groups;
- Reinforced coordination for the OLP;
- Reinforced linguistic duality in the federal public service.

The ultimate result desired for the Roadmap is to help 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.

Annex 2 – Roadmap Logic Model

Level of outcomes	Logic model							
Ultimate outcome	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 their choice (note 1)							
Intermediate outcomes	1. Enhanced capacity of French-speaking Canadians across Canada and English-speaking Canadians in Quebec to live and work in vibrant communities in the language of choice			2. Increased proportion of Canadians who are aware of the benefits of and have the tools necessary to appreciate linguistic duality			3. Strengthened capacity of the Government of Canada relating to official languages	
Immediate outcomes	1.1. Continued and improved access to justice services in both official languages	1.2. Continued and improved access to health services in both official languages	1.3. Improved social and economic development of official language minority communities	2.1. Strengthened capacity of the language industry	2.2. Better knowledge and use of both official languages	2.3. Improved access to cultural expressions of both linguistic groups	3.1. Reinforced coordination of the Official Languages Program	3.2. Reinforced linguistic duality in the federal public service
Activities	<ul style="list-style-type: none"> • Contraventions • Access to justice 	<ul style="list-style-type: none"> • Training, networks and access to health services 	<ul style="list-style-type: none"> • Education in the language of the minority (note 2) • Community life (note 3) • Means of non-governmental organizations • Literacy • Childcare pilot project • Recruitment and integration of immigrants • Canadian Radio-television and Telecommunications Commission study • Support to Francophone immigration (New Brunswick) • Economic development • Enabling fund 	<ul style="list-style-type: none"> • University bursaries in translation • Language industry • Language Technologies Research Centre 	<ul style="list-style-type: none"> • Language Portal of the Government of Canada • Language-learning tools • Second-language learning (note 4) • Youth Initiatives – Promotion of linguistic duality 	<ul style="list-style-type: none"> • Translation program • Musical showcases for artists 	<ul style="list-style-type: none"> • Accountability and Coordination Framework 	<ul style="list-style-type: none"> • Centre of excellence

Notes:

1. The language of choice means 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. Includes “Support to Second-Language Education,” “Summer language bursaries” and “Official-language monitors.”

Sources: *Horizontal Results-Based Management Accountability Framework for the Roadmap for Canada's Linguistic Duality 2008-2013: Acting for the Future*, Annex A, no place of publication or name of publisher, March 2009, 83 p.; CANADA. DEPARTMENT OF CANADIAN HERITAGE. *Implementation of the Roadmap for Canada's Linguistic Duality 2008-2013: Acting for the Future*, PowerPoint presentation, no place of publication, Official Languages Secretariat, January 2011. 17 slides.

Annex 3 – Evaluation Strategy

Roadmap evaluation strategy		
Evaluation questions	Indicators	Sources/Methods
Relevance of the Roadmap		
1. Is the Roadmap still necessary in terms of meeting the needs of Canadians?	Evidence of the existence of needs identified by the Roadmap Evidence of new and relevant needs induced by the changing context	Review of documents (Treasury Board Submission, activity plans, Reports on Plans and Priorities (RPPs), Departmental Performance Reports (DPRs), speeches from the Throne, budget announcements, evaluation reports by Roadmap partners) Literature review (studies focused on official languages) Secondary analysis of research results (survey on OLMC views, 2006 Census) Expert panels
	Viewpoints of managers and partners of the Roadmap as well as of other OLP partners and majority language stakeholders	Interviews with managers and partners of the Roadmap as well as with other OLP partners and majority language stakeholders
Alignment with government priorities		
2. To what extent is the Roadmap aligned with the priorities of Canadian Heritage, those of Roadmap partner departments and those of the federal government as a whole?	Ties between Roadmap objectives and federal government priorities Ties between Roadmap objectives and Canadian Heritage's and partners' strategic objectives	Review of documents (Treasury Board Submission, RPPs, DPRs, speeches from the Throne, budget announcements, evaluation reports by Roadmap partners) Expert panels
	Viewpoints of managers and partners of the Roadmap	Interviews with managers and Roadmap partners
Alignment with the government's role and responsibilities		
3. Is the Roadmap consistent with the government's role and responsibilities?	Ties between the Roadmap and the government's role and responsibilities relating to official languages	Review of documents (Treasury Board Submission, RPPs, RMRs, speeches from the Throne, OLA, regulations on OL, budget announcements, evaluation reports by Roadmap partners) Expert panels
	Viewpoints of managers and partners of the Roadmap and language majority stakeholders	Interviews with managers and Roadmap partners and majority language stakeholders
Design and implementation relating to the achievement of expected results		
4. To what extent does the grouping of various partner initiatives constitute an advantage for their implementation? Are there programs/initiatives that are not part of the Roadmap, but should be?	Number and nature of ties, collaborations and activities between Roadmap initiatives Other relevant programs/initiatives	Review of documents (e.g. evaluation reports by Roadmap partners, midterm report on Roadmap implementation)
	Viewpoints of managers and partners of the Roadmap as well as of other OLP partners and language majority stakeholders	Interviews with managers and partners of the Roadmap as well as with other OLP partners and majority language stakeholders
5. To what extent is Roadmap coordination satisfactory? To what extent are the Roadmap governance structures satisfactory?	Viewpoints of managers and partners of the Roadmap as well as of other OLP partners	Review of documents (e.g. evaluation reports by Roadmap partners, midterm report on Roadmap implementation) Analysis of databases (OLPIMS) Interviews with managers and partners of the Roadmap as well as with other OLP partners

Roadmap evaluation strategy		
Evaluation questions	Indicators	Sources/Methods
6. What factors have facilitated or slowed Roadmap implementation/progress?	Evidence of factors that have hindered or facilitated Roadmap implementation	Review of documents (e.g. evaluation reports by Roadmap partners, midterm report on Roadmap implementation) Analysis of databases (OLPIMS)
	Viewpoints of managers and partners of the Roadmap as well as of other OLP partners	Interviews with managers and partners of the Roadmap as well as with other OLP partners
Achievement of planned intermediate results		
<p>7. To what extent has the Roadmap enhanced the capacity of Canadians (English-speaking in Quebec and French-speaking across Canada) to live and work in vibrant communities in their official language of choice?</p> <p>To what extent has the Roadmap given Canadians continuous and increased access to justice and health services in both official languages?</p> <p>Does the Roadmap contribute to the social and economic development of communities?</p>	<p>Evidence of the extent to which Canadians living in OLMCs are able to live in their community and have access to services (justice, health, economic development, education and immigration):</p> <p>Demographic trends</p> <p>Socioeconomic trends</p> <p>Level of socio-community participation</p> <p>Range of activity sectors</p> <p>Level of satisfaction in terms of access to the justice system in both OLS</p> <p>Level of satisfaction in terms of access to health services in the minority language</p> <p>Number and percentage of immigrants having received institutional services in French.</p> <p>Number of points of service that provide services in French to new immigrants</p> <p>Level of impact on the development of community capacities and businesses as well as on the communities themselves</p> <p>Level of satisfaction of community stakeholders with respect to family literacy models and tools</p> <p>Percentage of partners involved in early childhood development that draw inspiration from practices proposed by the Table nationale de la petite enfance</p> <p>Number and percentage of OLMC members who live in communities served by minority-language schools and postsecondary educational institutions</p> <p>Diversification of OLMC economy</p> <p>Labour force participation or unemployment rate of Francophone immigrants</p>	<p>Review of documents and files (activity plans, RPPs, DPRs, evaluation reports by Roadmap partners, annual OLS reports)</p> <p>Literature review (studies focused on official languages)</p> <p>Analysis of databases (OLPIMS)</p> <p>Secondary analysis of research results (survey on OLMC views, 2006 Census)</p> <p>Case studies</p> <p>Expert panels</p>
	Viewpoints of managers and partners of the Roadmap as well as other OLP partners and majority language stakeholders	Interviews with managers and partners of the Roadmap as well as with other OLP partners and majority language stakeholders
<p>8. Do initiatives included in the Roadmap raise awareness among Canadians of the advantages of linguistic duality and available tools to appreciate it?</p> <p>To what extent do Canadians have better knowledge and use both official languages?</p>	<p>Evaluation by users/consumers of language tools and cultural products available in both OLS</p> <p>Rate of client and partner satisfaction with the language tools that have been developed through the NRC's initiative</p> <p>Rate of satisfaction of Canadian readers with regard to the availability of translations of Canadian authors in both official languages</p> <p>Rate of satisfaction with language tools used through the CSPS</p>	<p>Review of documents and files (activity plans, RPPs, DPRs, evaluation reports by Roadmap partners, annual OLS reports)</p> <p>Literature review (studies focused on official languages)</p> <p>Analysis of databases (OLPIMS)</p> <p>Secondary analysis of research results (survey on OLMC views, 2006 Census)</p> <p>Expert panels</p>

Roadmap evaluation strategy		
Evaluation questions	Indicators	Sources/Methods
Do Canadians have better access to cultural expressions from both linguistic groups?	Viewpoints of Canadians and their degree of knowledge of official languages Rate of capacity growth within the language industry (indicator to be reviewed with PWGSC)	
Has the Roadmap strengthened the capacity of the language industry?	Viewpoints of managers and partners of the Roadmap as well as of other OLP partners and majority language stakeholders	Interviews with managers and partners of the Roadmap as well as with other OLP partners and majority language stakeholders
9. Do Roadmap initiatives contribute to strengthening the Government of Canada's capacity with regard to official languages?	Level of quality of information on performance relating to official languages Evidence of progress achieved in federal institutions with regard to official languages Evidence of progress achieved in OLP governance and coordination	Review of documents and files (activity plans, RPPs, DPRs, evaluation reports by Roadmap partners, annual OLS reports) Literature review (studies focused on official languages) Analysis of databases (OLPIMS) Secondary analysis of research results (survey on OLMC views, 2006 Census) Expert panels
Have OLP coordination and linguistic duality within the federal public service been strengthened?	Viewpoints of managers and partners of the Roadmap as well as of other OLP partners	Interviews with managers and partners of the Roadmap as well as with other OLP partners
10. Have Roadmap initiatives had unexpected negative or positive impacts?	Evidence of unforeseen effects (positive and negative)	Review of documents and files (evaluation reports by Roadmap partners, annual OLS reports) Analysis of databases (OLPIMS) Case studies
	Viewpoints of managers and partners of the Roadmap as well as of other OLP partners	Interviews with managers and partners of the Roadmap as well as with other OLP partners
Demonstration of effectiveness and economy		
11. Are more effective means being used to achieve planned results?	Evidence that a system has been set up to efficiently and economically manage funding Operational constraints faced during implementation Viewpoints of managers and partners of the Roadmap	Review of documents and files (evaluation reports by Roadmap partners) Analysis of databases (OLPIMS, financial databases) Interviews with managers and partners of the Roadmap
12. Are there other ways of achieving the same results more effectively?	Evidence of other mechanisms that could be used to obtain similar results Viewpoints of managers and partners of the Roadmap	Review of documents and files (evaluation reports by Roadmap partners) Interviews with managers and partners of the Roadmap

Annex 4 – List of Roadmap initiative evaluations

The table below provides an update on the information received on the individual evaluations of the 32 Roadmap initiatives as of September 26, 2012.

Evaluations of Roadmap initiatives			
Departments and Agencies	Initiatives	Evaluation Status	Code
Atlantic Canada Opportunities Agency (ACOA)	1. Support to Francophone Immigration in New Brunswick	No evaluation. 2009-2012 data table	D
	2. Economic Development Initiative	Integrated evaluation of EDI (GGI)	C
Citizenship and immigration Canada (CIC)	3. Recruitment and Integration of Immigrants	Evaluation completed (CIC)	C
National Research Council Canada (NRC)	4. Language Technologies Research Centre	Evaluation completed (NRC)	C
Canada Economic Development for Quebec Regions (CED-Q)	5. Economic Development Initiative	Integrated evaluation of EDI (GGI)	C
Western Economic Diversification Canada (WED)	6. Economic Development Initiative	Integrated evaluation of EDI (GGI) Management review of WED (Bisson)	C
Canada School of Public Service (CSPS)	7. Broadening Access to Second-Language Learning Products	Evaluation completed (Malatest)	C
Industry Canada (IC), FedNor and FedDev Ontario and CanNor	8. Economic Development Initiative	EDI evaluation completed (GGI) FedNor evaluation completed (IC)	C
Justice Canada (JC)	9. <i>Contraventions Act</i> Fund	Evaluation completed (JC)	C
	10. Access to Justice in Both Official Languages	Evaluation completed (JC)	C
	11. Accountability and Coordination Framework	Evaluation completed (JC)	C
Canadian Heritage (PCH)	12. Support to Minority-Language Education	Draft evaluation report (PCH)	É
	13. Support to Second-Language Education	Draft evaluation report (PCH)	É
	14. Summer Language Bursaries	Draft evaluation report (PCH)	É
	15. Support for OLMCs	Draft evaluation report (PCH)	É

Evaluations of Roadmap initiatives			
Departments and Agencies	Initiatives	Evaluation Status	Code
	16. Intergovernmental Cooperation	Draft evaluation report (PCH)	É
	17. Official-Language Monitors	Draft evaluation report (PCH)	É
	18. Cultural Development Fund	Draft evaluation report (PCH)	É
	19. Youth Initiatives	Draft evaluation report (PCH)	É
	20. Canadian Radio-television and Telecommunications Commission Study	No evaluation Study report	D
	21. National Translation Program for Book Publishing	No evaluation 2009-2011 data sheet Data sheet incomplete for 2011-2012	D
	22. Music Showcases for Artists	No evaluation 2008-2011 data sheet	D
	23. Accountability and Coordination Framework (OLS)	Draft evaluation report (PCH)	É
Human Resources and Skills Development Canada (HRSDC)	24. Enabling Fund for OLMCs	Preliminary evaluation findings (HRSDC)	É
	25. Childcare Pilot Project	No evaluation of program Several study reports	D
	26. Literacy	Evaluation of host program, with no OLMC data	C
	27. Improving NGOs' Means for Early Childhood Development	Evaluation not completed	0
Health Canada (HC)	28. Training, Networks and Access to Health Services	Draft evaluation report	É
Treasury Board Secretariat (TBS), Office of the Chief Human Resources Officer	29. Centre of Excellence for Official Languages	Summary of preliminary evaluation findings (TBS)	É
Public Works and Government Services Canada (PWGSC)	30. Language Portal	Summary of evaluation findings (PWGSC)	É
	31. Language Industry Initiative	Summary of evaluation findings (PWGSC)	É
	32. University Scholarships in Translation	Summary of evaluation findings (PWGSC)	É

Codes for the data received

C: evaluation completed = 11
E: draft report or preliminary evaluation findings = 15
D: data on the initiative = 5
0: no data received = 1

Annex 5 – Analysis framework for case studies on vitality

Case studies on OLMC vitality

The second series of studies is concentrated on the vitality of OLMCs in relation to the support they receive from the federal government under the Roadmap, including OLSPs. It should be noted that though these case studies were conducted in the context of the Roadmap evaluation, their results were also used to evaluate the OLSPs.

The evaluation team learned of the work done by the OLSPB since 2010 to develop a framework to foster the development of OLMCs. Through a literature review and consultation with experts—primarily academics specialized in official languages and OLMCs—the team developed a framework that structures vitality factors to be taken into account in the planning of departmental action to enhance vitality. Through the use of this framework, it was determined that vitality is expressed by the following:

- Demographic and demolinguistic renewal; that is, the natural increase in population, immigration, and language practices that ensure language retention and transmission.
- Individuals who have a sense of belonging to the language community and have resultant individual aspirations and behaviours.
- A community that demonstrates leadership and collective engagement.
- An environment offering the opportunity to receive an education in its language, as well as cultural and recreational activities in that language, the presence of institutions and an active offer of service, the opportunity to participate in the economic and social expansion of the community, and language visibility.
- Relations with the majority that involve support for linguistic duality and cooperation between the two language groups, recognition and respect for language rights, and influence and power within the institutions of the majority.
- Last, the ability of the community to be part of a larger linguistic environment.
(Canada, PCH, 2012)

The evaluation framework includes a series of vitality variables, along with indicators to observe in a concrete OLMC in the context of case studies (see table below).

OLMC vitality profile and corresponding variables and indicators			
VITALITY VARIABLES	INDICATORS PERTAINING TO THE MINORITY LANGUAGE	SPECIFICATIONS	DATA SOURCE⁴⁷
A community that renews itself...			
1. Demographically	Type of setting (rural/urban, central/peripheral)	D: According to StatCan typology C: Based on self-categorization	D,C
	Total population and weight relative to the majority		D
	Demographic growth – MMI ⁴⁸		D

⁴⁷ D = Statistical data; C = On-site consultations; O = On-site observations

OLMC vitality profile and corresponding variables and indicators			
VITALITY VARIABLES	INDICATORS PERTAINING TO THE MINORITY LANGUAGE	SPECIFICATIONS	DATA SOURCE⁴⁷
	Net migration – MMI	Migration and immigration	D
	How long immigrants stay	D: Registry data or deducted from census data C: Perception	D,C
	Number and relative weight of immigration – MMI		D,C
	Exogamy		D
	Ageing population	Youth/Elderly Index	D,C
	Retention of youth– MMI	Perceptions	C
2. Through its language practices	Linguistic continuity		D
	Intergenerational transmission	D: Census data C: Perceptions	D,C
	Language of work	D: Census data C: Perceptions	D,C
	Language spoken regularly at home		D
	Knowledge of both official languages		D
Individuals who have...			
3. A sense of belonging to and solidarity with the language community	Linguistic self-identification	Include all categories of belonging used	C
	Cultural self-identification	Specify if cultural belonging cuts across the minority language or not	C
4. Resultant individual behaviours and aspirations	Language(s) spoken at home	The most often and regularly	D
	Children’s language of instruction	Specify whether in the minority language or second language	D,C
	Participation in the OLMC’s activities	Include all activity deemed related to the OLMC	C,O
	Volunteer involvement in the OLMC’s organizations	Include all organizations considered “theirs”	C
	Caring in the community for OLMC members in need (the elderly, persons with disabilities, abuse victims, etc.)	Perception with regard to services offered and attitudes about this care	C
	Perception of the language’s status	Status = formal or informal recognition	C
	Perception of the language’s future	30 years from now (a generation)	C
A community that has...			
5. Community leadership	Community vision, plan or project planned by the OLMC	All forms of strategies collectively established in the short, medium and long terms	C
	Presence of OLMC advocacy / representative organizations	Perception that there are one or more organizations that legitimately speak on behalf of the OLMC	C
	Inclusive governance (women,	Proof and perceptions	C

⁴⁸ MMI = Minority/Majority Index.

OLMC vitality profile and corresponding variables and indicators			
VITALITY VARIABLES	INDICATORS PERTAINING TO THE MINORITY LANGUAGE	SPECIFICATIONS	DATA SOURCE⁴⁷
	youth, seniors, new arrivals) of OLMC organizations		
	Level, variety and sustainability of available funding sources	Evidence of the development of available funding sources and variety thereof	C
	Level and quality of available human resources	Perceptions with regard to the availability of qualified staff capable of operating OLMC organizations	C
	Confidence in OLMC advocacy / representative organizations	Perceptions of how the level of confidence of OLMC members towards the organizations representing them has evolved	C
6. Mobilizing capacity	Collective action on behalf of the OLMC	Examples of significant actions by OLMC members for the benefit of their community	C
	Use of social networks	Examples of use of social networks to mobilize OLMC members	C
	Participation in community action	Degree of participation by OLMC members	C
A community that offers...			
7. Continuum of minority language education	Availability and barriers to early childhood services	C: Perception of needs and challenges O: Visit to services	C,O
	Quality of educational services available	Community's satisfaction with the facilities, programs, educational resources, teaching personnel and specialists	C
	Ability to attract children of rights holders	Perception of how well French-language schools attract, French-as-a-Second-Language programs and English-language schools	C
	Academic success	Perception of students' opportunities for success, considering the educational services offered	C
	Collaboration between the school and the community	C: Perception of the school's openness to the community and the community's involvement in the school O: Visit to shared spaces	C,O
	Existence of measures for the integration of immigrants at school	Such as francization or cultural adaptation for students and parents, targeted consultation for new arrivals, etc.	C
	Access to post-secondary education	C: Perceptions on the availability and variety of programs offered, barriers to access, etc. O: Types of access (campus, classes and remote access	C,O

OLMC vitality profile and corresponding variables and indicators			
VITALITY VARIABLES	INDICATORS PERTAINING TO THE MINORITY LANGUAGE	SPECIFICATIONS	DATA SOURCE⁴⁷
		points)	
	Access to literacy resources	Types of resources, types of access, types of students targeted	C
8. Cultural, heritage and recreational activities	Presence of cultural, arts and heritage infrastructure	Cultural centre, auditorium, museum, games room, etc.	C,O
	Existence of means for creating, promoting and distributing OLMC cultural products	Theatre companies, music and performance networks	C,O
	Availability of TV channels	Package of TV channels on cable, public channels, etc.	C,O
	Openness to expression of cultural diversity	Opportunities for expressions of cultural diversity	C
	Existence of places of worship	Traditional or new services	C,O
	Access to cultural products	Radio stations, bookstores, libraries, entertainment	C,O
	Existence of celebrations of the OLMC's language or culture	Festival, carnival, commemoration	C
9. Institutions and services operating in the minority language	Number and variety of institutions controlled by the OLMC	Institution: Public body such as city hall, social services and health institutions	C,O
	Number and variety of networks	All groups, associations, committees, clubs in which OLMC members participate and get together	C,O
	Existence of community media	Newspapers, radio stations, Internet portals	C,O
	Range of services provided to the OLMC in its language by community organizations and various levels of government (federal, provincial, territorial, regional and municipal)	Postal services, tax services, license and registration services	D,C,O
	Degree of innovation in delivery of services	Single window, etc.	C,O
	Access to social and health services		C,O
	Access to legal information and legal services	Documentation and awareness about language rights, tribunals	C,O
	Access to economic development and employability resources	Office for assistance in economic development, job search and employment training centre	C,O
10. Minority language visibility	Presence in place names (odonyms)	Names of communities, neighbourhoods, streets, places, buildings and bodies of water	C,O
	Presence in public signage	Welcome signs in the community, road signage, in public buildings	C,O
	Presence in commercial signage	Advertisements, business names	C,O
	Presence on the Internet and social media	Web page, Facebook accounts and other	C

OLMC vitality profile and corresponding variables and indicators			
VITALITY VARIABLES	INDICATORS PERTAINING TO THE MINORITY LANGUAGE	SPECIFICATIONS	DATA SOURCE⁴⁷
	Events in public space	Public events in French	C,O
11. Economic and social integration	Socio-economic status of the OLMC members (income, employment, level of education) compared to the majority – MMI		D
	Income spread in the OLMC – MMI		D
	Nature of the job market in and near the OLMC	Major employers and job sectors	D,C
	Existence of businesses/employers where the minority language is used	Perceptions on opportunities to work in the OLMC's language	C
	Existence of business networks	Unilingual or bilingual	C
	Existence and evolution of the creative economy	Businesses and jobs in libraries and archives, preservation of cultural and natural heritage, performing arts, festivals, visual arts, artisans, publishing, media, audio-visual, music, advertising, architecture, design, education and training ⁴⁹	D,C
	Presence and evolution of the collective economy (cooperatives, social economy)	Businesses and jobs in cooperatives and social economy enterprises	D,C
	Existence and evolution of the knowledge-based economy	Businesses and jobs in research and development, technology, post-secondary education, professional offices (physicians, lawyers, consultants...)	D,C
Relationship with the majority that is expressed through...			
12. Support of the majority and cooperation between the two language groups	Number of community activities held jointly in the minority language and in the majority language		C
	Level of bilingualism of the majority neighbouring the OLMC	D: census data C: perception of the OLMC	D,C
	Number of students in second-language programs	D: data from schools C: perceptions of interest by the majority	D,C
	Presence of the minority language in businesses	C: perceptions O: visits and trials in popular businesses	C,O
	Degree of language insecurity in the OLMC	C: perceptions	C,O
	Degree of coverage of OLMC activities in majority media	C: perceptions O: example of media presence	C,O

⁴⁹ Statistics Canada. (2011). *Conceptual Framework for Culture Statistics*. Online: <http://www.statcan.gc.ca/pub/87-542-x/2011001/c-g/cg05-eng.htm>

OLMC vitality profile and corresponding variables and indicators			
VITALITY VARIABLES	INDICATORS PERTAINING TO THE MINORITY LANGUAGE	SPECIFICATIONS	DATA SOURCE⁴⁷
13. Recognition and respect for language rights	Type of status recognized in the OLMC at the local and regional levels	Municipality and other regional bodies	C
	Perceptions of the majority with regard to OLMC language rights	Perceptions of majority and OLMC respondents	C
	Perceptions of members of the OLMC with regard to their language rights		C
14. The OLMCs' influence and power in public institutions	Number of municipal, provincial and federal elected officials from the OLMC	Perceptions of OLMC respondents	C
	Presence of OLMC members in management positions in public institutions	Perceptions of OLMC respondents	C
	Number of government workers (municipal, provincial, federal) from the OLMC	Perceptions of OLMC respondents	C
	Number of consultative bodies OLMC organizations are involved in	Consultations organized by the public authority, economic or other authorities	C
	Evidence of changes brought about by the OLMC in accordance with its rights	Gains at the completion of claims, negotiations and mobilization	C
The ability to adapt in an expanded language environment...			
15. Francophones related to a larger and stronger French-speaking community	Initiatives to promote the community to other Francophone areas	Examples of tourism or other promotion outside the region	C
	Nature of ties with provincial, Canada-wide and international Francophone networks		C
	Existence of twinning with other Francophone communities		C
16. Quebec's English-speaking community fully participates in Quebec society	Type of federal and provincial support for the vitality of the English-speaking community	Perceptions of recognition Examples of tangible investments	C
	Ways in which the community's Anglophone arts, culture and heritage are promoted	Same as variable 8	C
	Type of participation in Quebec institutions	Examples of participation in language, cultural, tourist or other institutions that include Francophone and Anglophone communities	C

This model was submitted to a panel of OLMC vitality experts for validation. After improvements were made, it was tested in nine OLMCs.

The OLMCs were selected based on the following criteria:

- Region of Canada
- OLMC size

- Relative weight in relation to the majority
- Relative population growth
- Language continuity index
- Relative weight of immigration and migration
- Rural and urban; central or peripheral

The OLMCs selected are listed in the table below.

OLMCs selected for case studies		
OLMC	Reason	Expert
Summerside, PEI	Atlantic region, very small community, urban, traditional, culturally homogeneous, very small minority, declining population.	MD
Bathurst, NB	Atlantic region, small urban community, bilingual, culturally homogeneous, declining population.	MD
New Carlisle, QC	Quebec, very small rural community, traditional, culturally homogeneous, remote, bilingual, stable population.	MD
Beaconsfield, QC	Quebec, Montreal region, urban community, central, fusion of traditional and new (immigration) cultures, bilingual, growing population.	SG
Pontiac, QC	Quebec, small rural-urban community, central, bilingual, culturally homogeneous but migratory, growing population.	SG
Timmins, ON	Ontario, small urban community, remote, traditional, culturally homogeneous, bilingual, declining population.	PRA
London, ON	Ontario, large urban community, central, culturally heterogeneous, very small minority, growing population.	PRA
Gravelbourg, SK	Western region, very small rural community, remote, bilingual, stable population, stable, culturally homogeneous.	PRA
Surrey, BC	Western region, large urban community, central, very small minority, growing population, culturally heterogeneous.	MJ

The evaluation team went on a three-day field visit to each community to conduct individual and group interviews with leaders and representatives of the groups identified as beneficiaries in the community, individuals who have helped implement federal initiatives, and reputable local observers and members of the neighbouring majority community. In addition, the team directly observed the space occupied by the minority community, including its institutions, educational facilities, public services and the linguistic landscape (public and private signage), etc.

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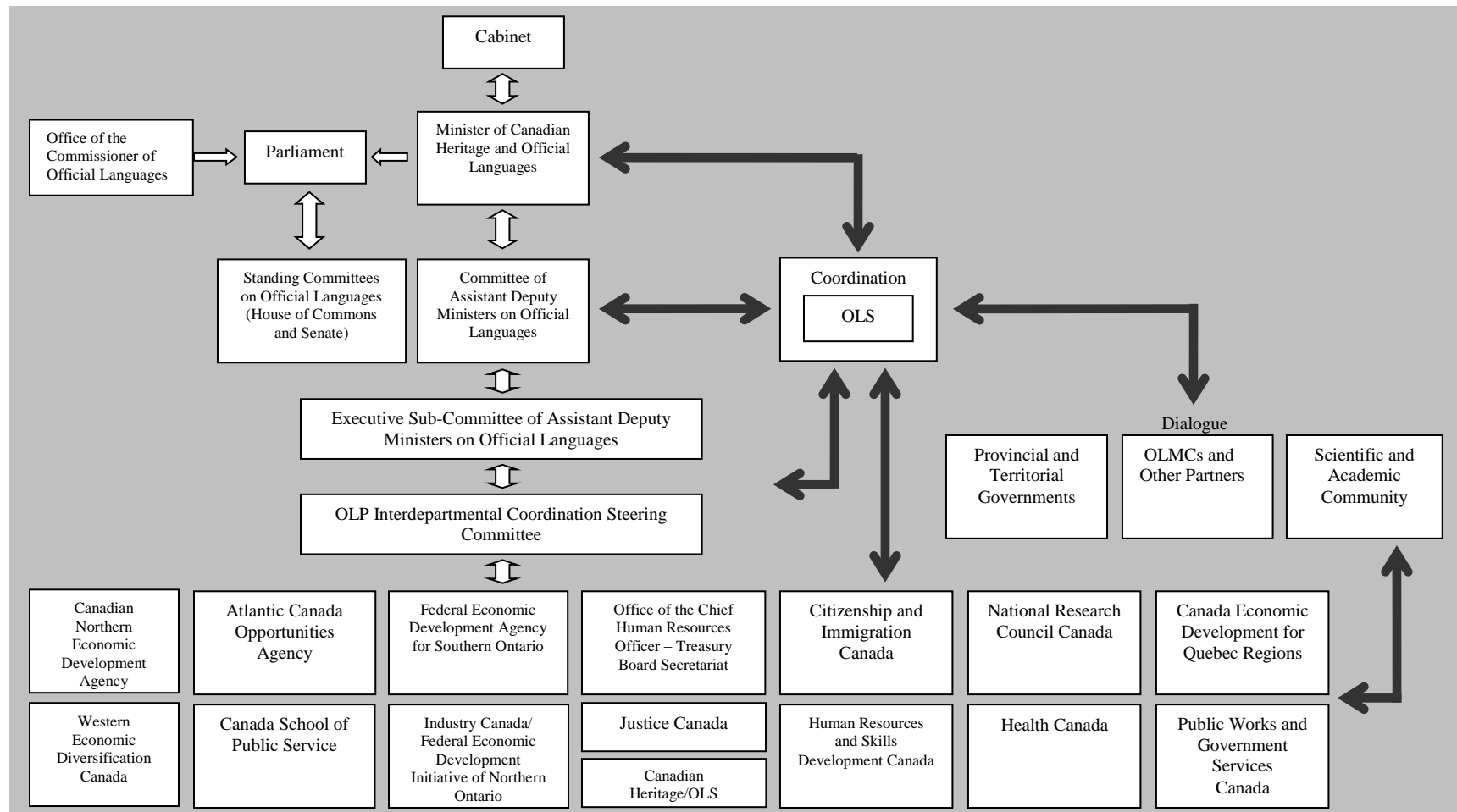
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Annex 6 – Roadmap governance structure (2011)



Source: CANADA. DEPARTMENT OF CANADIAN HERITAGE. *Implementing the Roadmap for Canada's Linguistic Duality 2008–2013: Acting for the Future*, PowerPoint presentation, no place of publication, Official Languages Secretariat, January 2011. Seventeen slides.

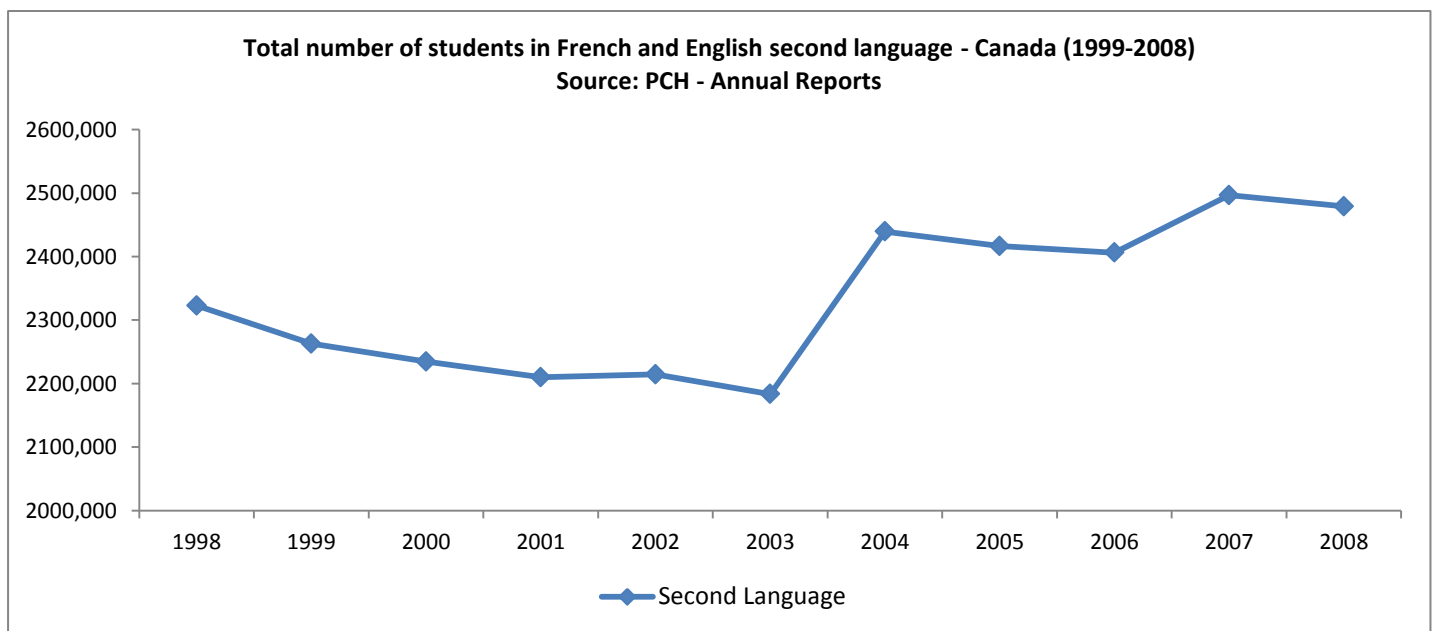
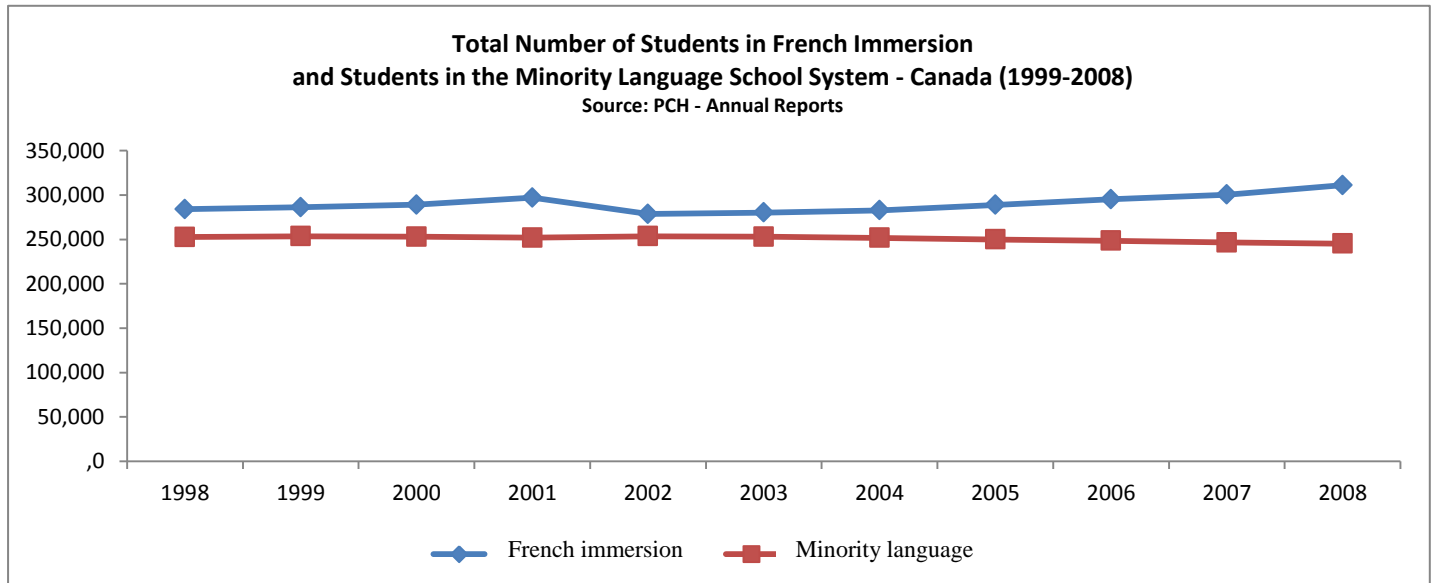
Annex 7 – Minority population residing near an organization that broadcasts on the radio or distributes a community newspaper

Minority population residing near (25 km or less) a minority organization that broadcasts on the radio or distributes a community newspaper			
Region	Total	Minority organizations – Media*	
		Residing less than 25 km away	
		N	%
Canada	2,120,990	1,686,285	79.5%
Canada less Quebec	1,026,805	677,880	66.0%
Newfoundland and Labrador	1,920	865	45.1%
Prince Edward Island	5,105	2,860	56.0%
Nova Scotia	32,305	20,475	63.4%
New Brunswick	235,375	183,440	77.9%
Quebec	1 091 430	1,006,365	92.2%
Ontario	564,935	392,190	69.4%
Manitoba	43,170	28,385	65.8%
Saskatchewan	14,495	3,215	22.2%
Alberta	63,330	40,570	64.1%
British Columbia	66,170	5,880	8.9%
Yukon	1,240	975	78.6%
Northwest Territories	1,075	765	71.2%
Nunavut	440	300	68.2%

*Minority organizations, print media or broadcasting, operating/licensed for less than five years, members of the APF, ARC, QCNA and other independent newspapers and radio stations. The Radio-Canada station is excluded from this analysis. Le Droit, Acadie Nouvelle and The Gazette were included in this analysis.

Source: Canadian Heritage. (2011e). Data on coverage by minority organizations that broadcast on radio or distribute a community newspaper; from the Policy Research Group, Canadian Heritage; Excel tables provided on May 8, 2012.

Annex 8 – Second-language and First-language Enrolment



Students in French and students in English learning a second language in majority systems					
Year	Total enrolment in majority schools	Second language		French Immersion	
		Enrolment	Percentage	Enrolment	Percentage
1975-1976	4,942,538	2,252,995	45.6%	5,292	0.1%
2007-2008	4,585,087	2,478,941	54.1%	311,055	6.8%
2008-2009	4,540,047	2,423,817	53.4%	317,582	7.0%
2009-2010	4,509,352	2,413,352	53.5%	328,626	7.3%
English-language students in majority systems learning French as a second language (Canada outside Quebec)					
1975-1976	3,787,194	1,501,756	39.7%	5,292	0.1%
2007-2008	3,768,097	1,739,709	46.2%	311,055	8.3%
2008-2009	3,741,681	1,703,557	45.5%	317,582	8.5%
2009-2010	3,724,390	1,710,330	45.9%	328,626	8.8%
Students in the French-language education system learning English as a second language in Quebec					
1975-1976	1,155,344	751,239	65.0%	n.d.	
2007-2008	816,990	739,232	90.5%	n.d.	
2008-2009	798,366	720,260	90.2%	n.d.	
2009-2010	784,962	703,022	89.6%	n.d.	

Source : PCH – Annual reports

Annex 9 – Leverage effect of the Economic Development Initiative (EDI).

Agency	Leverage Effect: Funding Received per Dollar Invested by EDI
ACOA	\$1.02
CED-Q	\$1.71
FedNor	\$1.20
FedDev	\$1.17
WD	\$0.65
CanNor	\$0.37
EDI target	\$0.15

Source: Goss-Gilroy Inc. (2012). *Summative Evaluation of the Economic Development Initiative under the 2009-2013 Strategy for Official Languages: Roadmap for Canada's Linguistic Duality*. Ottawa: Industry Canada.

Annex 10 – Planned Funding and Actual Expenditures for Roadmap Initiatives⁵⁰

2008-2012 actual expenditures and 2012-2013 planned expenditures of the Roadmap by initiative (\$M)						
Federal Partners	Actual Expenditures				Total Actual Expenditures 2008-2012	Planned Expenditures
	2008-2009	2009-2010	2010-2011	2011-2012		2012-2013
Canadian Heritage						
Youth Initiatives	0.00	12.50	0.00	0.00	12.50	0.00
Cultural Development Fund	0.00	3.50	3.50	3.50	10.50	3.50
Accountability and Co-ordination Framework (OLS)	1.91	2.12	1.97	1.48	7.48	1.70
Support to Minority-Language Education	56.00	56.00	56.00	56.00	224.00	56.00
Support to Second-language Education	38.00	38.00	38.00	38.00	152.00	38.00
Summer Language Bursary Program	8.01	8.00	8.00	8.00	32.01	8.00
Support for Official Language Minority Communities	4.50	4.50	4.50	4.50	18.00	4.50
Intergovernmental Co-operation	4.50	4.50	4.50	4.50	18.00	4.50
Language Assistant Program	4.00	4.00	4.00	4.00	16.00	4.00
Music Showcases for Artists from OLMCs	0.50	1.00	1.00	1.00	3.50	1.00
National Translation Program for Book Publishing	0.00	0.75	0.80	0.59	2.14	1.00
Sub-total	117.42	134.87	122.27	121.57	496.13	122.20
Justice Canada						
Accountability and Co-ordination Framework (OLLS)	0.36	0.49	0.47	0.43	1.75	0.47
Contraventions Act Fund	4.96	5.39	4.91	5.48	20.74	9.87
Initiative in Support of Access to Justice in Both Official Languages	3.86	4.67	6.04	7.63	22.20	9.16
Sub-total	9.18	10.55	11.42	13.54	44.69	19.50
Health Canada						
Training, Networks and Access to Health Services	27.89	36.30	37.80	38.90	140.89	39.60
Human Resources and Skills Development Canada						

⁵⁰ For explanations of gaps between total annual amounts and row/column totals, see annual reports on plans and priorities, and PCH departmental performance reports.

2008-2012 actual expenditures and 2012-2013 planned expenditures of the Roadmap by initiative (\$M)						
Federal Partners	Actual Expenditures				Total Actual Expenditures 2008-2012	Planned Expenditures 2012-2013
	2008-2009	2009-2010	2010-2011	2011-2012		
Building the early childhood development resources of NGOs	0.80	0.80	0.80	1.12	3.52	0.80
Family Literacy Initiative	0.18	1.20	1.80	2.50	5.68	1.80
Child Care Pilot Project	2.60	1.70	1.10	1.40	6.80	2.70
Enabling Fund for OLMCs	12.00	13.80	13.60	12.90	52.30	13.80
Sub-total	15.58	17.50	17.30	17.92	68.30	19.10
Citizenship and Immigration Canada						
Recruitment and Integration of Immigrants**	3.03	6.77	7.90	5.30	23.00	4.50
Public Works and Government Services Canada						
Language Portal of Canada	1.19	4.48	3.44	3.40	12.51	3.44
Language Industry Initiative	0.41	0.44	3.07	3.50	7.42	3.18
University Scholarships in Translation Program	0.10	0.67	1.63	2.00	4.40	2.80
Sub-total	1.70	5.59	8.14	8.90	24.33	9.42
Canada School of Public Service						
Broadening Access to Second Language Learning Products Through Canadian Universities	0.00	0.68	0.87	0.87	2.42	0.00
Office of the Chief Human Resources Officer						
Official Languages Centre of Excellence	3.40	2.76	3.27	3.78	13.21	3.40
Atlantic Canada Opportunities Agency						
Support to Francophone Immigration in New Brunswick	0.00	0.66	1.24	2.30	4.20	5.33
Economic Development Initiative	0.00	0.35	1.17	1.43	2.95	2.49
Sub-total	0.00	1.01	2.41	3.73	7.15	7.82
Industry Canada						
FedNor and regional operations	0.23	0.89	1.90	1.84	4.86	1.05
FedDev	0.00	0.00	0.50	1.40	1.90	0.64
CanNor	0.00	0.10	0.10	0.10	0.30	0.10
Sub-total	0.23	0.99	2.50	3.34	7.06	1.79
Economic Development Agency of Canada for the Regions of Quebec						
Economic Development Initiative	0.16	1.02	2.50	2.20	5.88	3.33

2008-2012 actual expenditures and 2012-2013 planned expenditures of the Roadmap by initiative (\$M)						
Federal Partners	Actual Expenditures				Total Actual Expenditures 2008-2012	Planned Expenditures
	2008-2009	2009-2010	2010-2011	2011-2012		2012-2013
Western Economic Diversification Canada						
Economic Development Initiative	0.17	0.68	0.72	0.50	2.07	0.61
National Research Council						
Language Technologies Research Centre	2.02	2.07	1.89	2.00	7.98	2.00
TOTAL EXPENDITURES	180.78	220.79	218.99	222.55	843.11	233.27
TOTAL ACTUAL AND PLANNED EXPENDITURES 2008-2009 TO 2012-2013*					1,076.38	
Source: Data from annual reports on plans and priorities, and from PCH annual departmental performance reports						
* This total could be slightly different when actual expenditures become available for reporting at the end of the current fiscal year.						
** The amount indicated for actual expenditures in 2010-2011 for CIC's Recruitment and Integration of Immigrants initiative does not correspond to the amount shown in the 2010-2011 DPR. The \$15.2 M amount reported in 2010-11 should be \$7.9 M. The \$7.3 M difference should not have been charged to the Roadmap initiative. However, this funding was used for settlement services available in French through Francophone minority communities in Canada.						

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