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Evaluation of the Accountability and Coordination Framework for the Roadmap for Canada's Linguistic Duality 2008-2013 Initiative

Office of the Chief Audit and Evaluation Executive
Evaluation Services Directorate

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Table of Contents

Summary	1
1. Introduction and context	5
1.1 Overview of the Roadmap and the OLACF-OLS.....	5
1.2 Context, objectives and evaluation issues.....	7
1.3 Report structure	8
2. Evaluation methodology.....	8
2.1 Methodological framework.....	8
2.2 Evaluation constraints and limitations	9
3. Findings.....	10
3.1 Relevance	10
3.1.1 Continued need for program	10
3.1.1.1 Federal government involvement in the OLP	10
3.1.1.2 Correlation between the initiatives and the needs of Canadians and the adequacy of the services offered.....	11
3.1.1.3 Existence of a demonstrable need	11
3.1.2 Compliance with government priorities	12
3.1.3 Alignment with federal roles and responsibilities	13
3.2 Performance (effectiveness, efficiency and economy)	13
3.2.1 Achievement of expected outcomes (efficiency).....	13
3.2.1.1 Assessment of needs and development of official languages strategies... 13	
3.2.1.2 Coordination of Government of Canada official language initiatives..... 15	
3.2.1.3 Analysis and dissemination of official languages research	18
3.2.1.4 Support given to the Minister of Canadian Heritage and Official Languages and senior managers	20
3.2.1.5 Planning and coordination of reporting in partner departments and agencies	20
3.2.2 Demonstration of efficiency and economy	22
3.2.2.1 Availability and use of resources	22
4. Conclusion	24
5. Recommendations	25
6. Management response and action plans	25
Annex A – Roadmap initiatives and partner departments and agencies	28
Annex B – Roadmap logic model.....	30
Annex C – OLACF-OLS logic model.....	31
Annex D – Initial Roadmap governance structure (2008).....	32
Annex E – Revised Roadmap governance structure (2011)	33
Annex F – Recommendations from the 2008 evaluation.....	34
Annex G – Groups of key stakeholders consulted	36
Annex H – Make-up and work of the Roadmap governance committees.....	37
Annex I – Level of satisfaction of the members of the Roadmap governance committees	39
Annex J – Quality of the information on outcomes	41

Annex K – Highlights of the on-line survey	46
Annex L – Financial data	47

List of acronyms and abbreviations

CALDECH	Centre d'avancement et de leadership en développement économique et communautaire de la Huronie
CADMOL	Committee of Assistant Deputy Ministers on Official Languages
CCOLR	Coordinating Committee on Official Languages Research
PCH	Department of Canadian Heritage
DPR	Departmental Performance Report
ESD	Evaluation Services Directorate
ESCADMOL	Executive Sub-Committee of the Assistant Deputy Ministers on Official Languages
FCFA	Fédération des communautés francophones et acadienne du Canada
HRMAF	Horizontal Results-Based Management and Accountability Framework
IMCOLP	Interdepartmental Management Committee for the Official Languages Program
IPC	Interdepartmental Policy Committee
MCCF	Ministerial Conference on the Canadian Francophonie
OCOL	Office of the Commissioner of Official Languages
OLMC	Official-Language Minority Community
OLACF	Official Languages Accountability and Coordination Framework (Roadmap's Initiative)
OLACF	Official Languages Accountability and Coordination Framework (Document on roles and responsibilities)
OLACF-OLS	Official Languages Accountability and Coordination Framework – Official Languages Secretariat
OLA	<i>Official Languages Act</i>
OLPIMS	Official Languages Performance and Information Management System
OLP	Official Languages Program
OLPICSC	Official Languages Program Interdepartmental Coordination Steering Committee
OLS	Official Languages Secretariat
OLSPB	Official Languages Support Programs Branch
QCGN	Quebec Community Groups Network

Summary

Description of initiative

The Roadmap for Canada's Linguistic Duality 2008–2013 (Roadmap)¹ is a policy statement that charts the course that the Government of Canada intends to follow in order to enhance the vitality of official-language minority communities (OLMCs) and offer all Canadians the benefits that English and French bring them. Focusing on specific areas for action, the Roadmap has an overall budget of \$1.1 billion to support the implementation of 32 initiatives from 15 federal institutions.

The Official Languages Accountability and Coordination Framework (hereinafter, OLACF-OLS) is one of the Roadmap's 32 initiatives. With a budget of \$16 million over five years, divided between Justice Canada and Canadian Heritage (PCH), the initiative was established to provide the federal government's Official Languages Program (OLP), which encompasses the Roadmap, with improved horizontal governance and coordination. The Official Languages Secretariat (OLS)² is responsible for the implementation and management of the initiative at PCH.

The OLACF-OLS includes five immediate outcomes to reinforce the coordination of the OLP, which include the following:

- assessing needs and developing official language strategies;
- coordinating the Government of Canada's actions for official languages;
- analyzing and disseminating research projects on official languages;
- providing support to the Minister of Canadian Heritage and Official Languages and to senior management; and
- planning and coordinating the reporting of partner departments and agencies.

Objectives and evaluation methodology

Background and objectives

The evaluation of the OLACF-OLS for the period ranging from April 2008 to December 2011 took place between August 2011 and March 2012 and covers only the portion of the initiative under PCH responsibility, with \$13.5 million in funding.³

The evaluation was conducted by the Evaluation Services Directorate, Office of the Chief Audit and Evaluation at PCH. Its objectives are as follows:

¹ CANADA, *Roadmap for Canada's Linguistic Duality 2008–2013: Acting for the Future*, Ottawa: Her Majesty the Queen in Right of Canada, 2008, 18 p.

² The Secretariat supports the Minister of Canadian Heritage and Official Languages or delegated authority and senior executives from federal departments, institutions and agencies in coordinating all the Government of Canada's official language activities.

³ The other portion of the initiative (OLACF) is implemented by Justice Canada and has a \$2.5-million funding allocation.

- Meet the commitments included in the Roadmap's Horizontal Results-Based Management and Accountability Framework (HRMAF).
- Respect the requirements of the Evaluation policy.⁴
- Help executives use reliable and current information to make decisions.
- Provide the Government of Canada with information on the relevance and performance (efficiency, effectiveness and economy) of the OLACF-OLS.

Lines of investigation

- A document review was conducted to gather the information required for the study.
- A literature review/secondary data analysis made it possible to study in greater depth the issues addressed by the OLACF-OLS.
- Interviews with 21 key stakeholders made it possible to obtain their views on the issues.
- An analysis of databases from the Official Languages Performance and Information Management System (OLPIMS) was done to obtain information on the quality and usefulness of its data for reporting on the performance of the OLACF-OLS.
- An online survey was conducted with representatives from partner departments and agencies responsible for entering data, using the OLPIMS, on the performance of the Roadmap's initiatives implemented by their respective organization to check on the perceived ease of use and usefulness.

Constraints and limitations

- Cost-effectiveness and economic analyses of the OLACF-OLS based on a comparison with similar entities could not be carried out due to a lack of comparable models.

Findings from the lines of investigation

Relevance

The OLACF-OLS is relevant. It meets the needs of Canadians and OLMCs. It is in line with government priorities, roles and responsibilities.

- *Continued need*—It is necessary to continue implementing initiatives and providing services that meet the official-language needs of Canadians and OLMCs. This finding highlights the merits of an initiative such as the OLACF-OLS, which by strengthening the OLP's governance and horizontal coordination, aims to provide consistent government action in implementing Roadmap initiatives and using the related resources.

⁴ CANADA. TREASURY BOARD OF CANADA SECRETARIAT. *Policy on Evaluation*, n.p., 2009 (consulted in March 2012). Internet: <URL: <http://www.tbs-sct.gc.ca/pol/doc-eng.aspx?section=text&id=15024>>.

- *Alignment with government priorities*—The OLACF-OLS is considered compliant with PCH and government priorities. Support for official languages has been reiterated in the Government of Canada's 2012 Budget Plan.
- *Alignment with Federal Roles and Responsibilities*—The OLACF-OLS is closely aligned with the federal government's roles and responsibilities regarding official languages, set out in the *Official Languages Act* (OLA).

Performance (effectiveness)

Some of the immediate outcomes set out at the initiative's launch in 2008 are being achieved, while others remain more difficult to achieve.

- The OLACF-OLS helped develop official-language strategies. Furthermore, the OLS participates in maintaining an ongoing dialogue with the provincial and territorial governments as well as with the OLMCs, although some stakeholders expressed the need to improve frequency and scope of dialogue with OLMCs. It should be noted that an extensive consultation led by the Minister of Official Languages and PCH took place during the summer of 2012.
- The OLACF-OLS promotes interdepartmental cooperation. Through these types of exchanges, the OLACF-OLS supports efforts to raise awareness about the OLA's application mechanisms within the federal government. However, there is still uncertainty regarding the distribution of roles and responsibility in the application of the OLA.
- Official-languages research should contribute to supporting the promotion of Canada's linguistic duality and enhancing the vitality of OLMCs. In this regard, the OLACF-OLS helped establish two forums and tools that allow for the dissemination of research results. However, results in this area can be further improved to allow a better dissemination of research and maximize its use in decision-making within the partner departments and agencies to support official-languages policy and program development.
- The OLACF-OLS helps support the formulation of appropriate government responses pertaining to the official languages file.
- The OLACF-OLS contributes to improve reporting. It helps gather and disseminate a variety of information on the results of the Roadmap's initiatives. The OLPIMS promises to improve the quality of this information, but raises some concerns among certain key stakeholders.

Performance (efficiency and economy)

Financial resources allocated are sufficient.

- The majority of key stakeholders note that the allocated financial resources are sufficient to obtain the expected results. In the absence of evidence or comparison with other horizontal initiative coordination secretariats or entities, the results with respect to efficiency and economy of the OLACF-OLS are limited to the view of stakeholders consulted.

Evaluation conclusions

There appears to be no question about the OLACF-OLS's relevance, insofar as this initiative must strengthen the governance and horizontal coordination of the OLP as well as promote the achievement of the Roadmap's objectives and the careful use of its resources. The OLACF-OLS has:

- contributed to the development of official languages strategies;
- formulated appropriate responses in the official languages file; and
- developed useful processes and tools for accountability.

However, the OLACF-OLS's effectiveness is subject to improvements with respect to:

- a better dissemination of research in order to maximize its use;
- ambiguity regarding the roles and responsibilities in the implementation of the OLA; and
- strengthening its coordination role.

Recommendation

It is recommended that the OLACF-OLS review its activities and objectives for the implementation of the Roadmap Accountability and Coordination Framework with particular attention to the need to strengthen the coordination components in light of a potential future policy statement on official languages, taking the following into account:

- Clarification and communication of the roles and responsibilities of partner departments that have a specific responsibility under the OLA (PCH, Treasury Board Secretariat, Justice Canada);
- Support the governance structure and Roadmap department and agency partners by disseminating research data analysis and results to allow its use in strategic decision-making on official-languages policy and program development; and
- The identification, in cooperation with partner departments and agencies, of mechanisms that will enable the OLACF-OLS to better support them in the implementation of their initiatives, in particular strengthening complementarity of efforts and reducing duplication.

Original signed by

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1. Introduction and context

This section briefly describes the Official Languages Accountability and Coordination Framework (OLACF-OLS) of the Roadmap for Canada's Linguistic Duality 2008–2013 (Roadmap). It explains the context of the OLACF-OLS evaluation and summarizes the objectives and related issues. This section also explains how this report is structured.

1.1 Overview of the Roadmap and the OLACF-OLS

The Roadmap is a policy statement that charts the course the federal government intends to follow over the next few years, from 2008 to 2013, to enhance the vitality of official-language minority communities (OLMCs) and offer all Canadians the benefits that English and French can give them. In order to achieve these two objectives, the Roadmap focuses on five areas of action:

- promoting 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 effective governance to better serve Canadians.

While improving existing government support in the health, immigration, justice, economic development, and arts and culture sectors, the Roadmap includes new investments, which are in addition to the resources the government already allocates to certain theme areas, such as supporting the cultural dynamic of communities and improving the access to English- and French-speaking cultures for all Canadians. The Roadmap therefore demonstrates the Government of Canada's renewed commitment to official languages.

As announced in June 2008, the Roadmap comprises an overall investment of \$1.1 billion over five years to support the implementation of 32 initiatives by 15 federal institutions. Annex A lists these initiatives and partner departments and agencies, while Annex B illustrates the underlying logic model for the Roadmap. The OLACF-OLS is one of the Roadmap's 32 initiatives. The Roadmap invested a total of \$16 million over five years, divided between Justice Canada and Canadian Heritage (PCH). The OLACF-OLS aims to provide better governance and horizontal coordination of the Official Languages Program (OLP), which includes the Roadmap, and extends to all the activities undertaken by the federal administration in the spirit of the *Official Languages Act* (OLA)⁵ and in

⁵ The OLP represents the activities carried out by the various federal programs in the spirit of the *Official Languages Act* that correspond with their obligations under the OLA; these may involve offering services in both official languages, protecting the rights of public servants in designated areas to work in the official language of their choice, promoting linguistic duality or enhancing the vitality of OLMCs.

accordance with the obligations described therein. To do this, the OLACF-OLS should, through the document also named OLACF (on roles and responsibilities):⁶

- explain how the obligations pursuant to parts IV, V and VII of the OLA and the commitments set out in part VI of the same Act will be carried out;
- clarify the responsibilities of federal institutions in this regard as well as the willingness of the federal government to adopt a coordinated approach to the OLP, especially regarding the implementation of the Roadmap; and
- Describe the terms and conditions of relevant legislative and legal remedies.⁷

As indicated in the logic model in Annex C, the OLACF-OLS provides for a series of activities designed to strengthen the OLP's coordination, which include the following:

- Assessing needs and developing official language strategies;
- Coordinating the federal government's actions pertaining to official languages;
- Analyzing and disseminating research on official languages;
- Providing support to the Minister of Canadian Heritage and Official Languages and to senior management; and
- Planning and coordinating the reporting of partner departments and agencies.

As this is an initiative designed to strengthen horizontal coordination, the OLACF-OLS calls on the stakeholders involved in the implementation of the Roadmap, namely the 15 federal partner departments and agencies, and various federal support networks. Annex D shows the governance structure established at the outset, in 2008, while Annex E shows a revised governance structure, which was submitted and adopted in January 2011.

Justice Canada⁸ and PCH are jointly responsible for the implementation and management of the initiative (OLACF). At PCH, the OLS is responsible for implementing and managing the initiative with the partner departments and agencies. OLS activities from 2008 to 2013 are focused on implementing the initiative (OLACF).⁹

⁶ The Official Languages Accountability and Coordination Framework is a document attached to the 2003–2008 Action Plan for Official Languages. The Framework was modified following the evaluation of the Action Plan for Official Languages Coordination Program (March 2008). The evaluation recommends that the Framework be reviewed along with the alignment of the existing coordination responsibilities. The key changes made to the Framework concern its structure, and the addition of new elements to better reflect reality and horizontal coordination. The revised Framework was reviewed and approved by CADMOL in January 2010, and then shared with the Roadmap's partner departments and agencies. However, to date, it has not been formally approved by the Government of Canada.

⁷ *Official Languages Accountability and Coordination Framework*, n.p., n.d. [2010], 18 p.

⁸ Justice Canada's role is to actively oversee official-language matters that may affect the federal government, to support legal advisors from departmental units in the provision of advice on legal issues related to official languages, to promote knowledge within federal departments as concerns the Act's requirements and to provide counsel and opinions to federal institutions (*Horizontal Results-based Management Accountability Framework for the Roadmap for Canada's Linguistic Duality 2008–2013: Acting for the Future*, mars 2009)..

⁹ OFFICIAL LANGUAGES SECRETARIAT. *Accountability and Coordination Framework for the Roadmap for Canada's Linguistic Duality 2008-2013 – Results Based Management and Accountability Framework (RMAF) and Risk-Based Audit Framework (RBAF)*, n.p., n.d., November 10, 2008, 24 p.

1.2 Context, objectives and evaluation issues

This evaluation is exclusively based on the PCH portion of the OLACF-OLS, which has \$13.5 million¹⁰ in funding. In accordance with the evaluation procedure described in the Roadmap's Horizontal Results-based Management and Accountability Framework (HRMAF) published in 2009,¹¹ the evaluation of the OLACF-OLS is part of a series of separate evaluations on the various Roadmap initiatives that will contribute to and inform a horizontal evaluation to be conducted prior to sunset in March 2013. In this regard, this evaluation is an important source of information on how the results of the OLACF-OLS will contribute to the achievement of the Roadmap's immediate outcomes.

The evaluation of the OLACF-OLS includes several objectives, as follows:

- Meeting the commitments included in the Roadmap's HRMAF;
- Meeting the requirements of the Policy on Evaluation;¹²
- Enabling senior management to use reliable and current information to make decisions;
- Providing the Government of Canada with information on the relevance and performance (efficiency, effectiveness and economy) of the OLACF-OLS; and
- Providing an update on the implementation and follow-up of recommendations issued from a previous evaluation, conducted in 2008 (see Annex F).

The evaluation of the OLACF-OLS is organized around two focus areas. The first focus area, pertaining to relevance, addresses three issues:

- *Continued need for the program*, namely the evaluation of the extent to which the OLACF-OLS continues to meet a demonstrable need and is responsive to the needs of Canadians;
- *Compliance with government priorities*, namely the evaluation of links between the OLACF-OLS's objectives and the federal government's priorities and departmental strategic outcomes;
- *Alignment with federal government roles and responsibilities*, namely the evaluation of the federal government's roles and responsibilities with respect to implementing the OLACF-OLS.

The second focus area, concerning performance (effectiveness, efficiency and economy) addresses two issues:

- *Achievement of expected results*, namely the evaluation of progress made towards achieving the expected results based on the targets;

¹⁰ The part of the initiative (OLACF) under the responsibility of Justice Canada has \$2.5 million in funding. The results from this part are subject to a separate evaluation.

¹¹ CANADA. *Roadmap for Canada's Linguistic Duality 2008-2013: Acting for the future – Horizontal Results-Based Management and Accountability Framework*, Ottawa, Her Majesty the Queen in Right of Canada, 2009, 18 p.

¹² CANADA. TREASURY BOARD OF CANADA SECRETARIAT. *Policy on Evaluation*, n.p., 2009 (consulted in March 2012). On the Internet: <URL: <http://www.tbs-sct.gc.ca/pol/doc-eng.aspx?section=text&id=15024>>.

- *Demonstration of efficiency and economy*, namely the evaluation of the utilization of resources based on the production of outputs and the progress made towards the expected results.

The evaluation of the OLACF-OLS, which covered the period from April 2008 to December 2011, was conducted between August 2011 and March 2012 under the supervision of the Evaluation Services Directorate (ESD), Office of the Chief Audit and Evaluation Executive at PCH. The ESD planned the study and did some of the data collection work. Part of this project was assigned to a private consulting firm that conducted analyses and prepared a preliminary report. The study is being supervised by a working group composed of executives and managers from the ESD and the OLACF-OLS. The working group ensures that the project is progressing properly by providing the project manager with relevant and timely advice on a range of questions related to the evaluation.

1.3 Report structure

The remainder of the report describes the evaluation methodology, states the key findings in terms of the OLACF-OLS's relevance and performance, and outlines conclusions and recommendations. The report ends with annexes that provide more information about the OLACF-OLS and the evaluation process.

2. Evaluation methodology

This section provides a broad overview of the underlying methodological framework of the OLACF-OLS evaluation. The main constraints and limitations of the study are also discussed.

2.1 Methodological framework

The evaluation of the OLACF-OLS is based on a methodological framework providing for the collection of information according to five lines of investigation:

A document review made it possible to gather the information required to conduct the study. Over 250 documentary sources were consulted, including official languages policy statements and government responses; directives and tools supporting the Roadmap; OLACF-OLS program files and documents; committee meeting minutes; administrative documents; evaluation reports; and various reports published by PCH and other federal organizations.

A literature review/secondary data analysis (including an analysis of ministerial correspondence) was conducted to gain a better understanding of the problems being addressed by the OLACF-OLS. These include the everyday issues pertaining to linguistic duality, dissemination of research findings on linguistic duality, and the management and outcomes of initiatives that focus on supporting the OLMCs.

Interviews were conducted to obtain the views of 21 key stakeholders on the relevance of the OLACF-OLS, the alignment with Government of Canada priorities and the needs of Canadians and OLMCs, the quality of reporting, and the outcomes achieved. Annex G lists the groups of individuals who participated in this line of investigation. In the report, the following technique was used to highlight the relative weight of the results of the interviews with key stakeholders who agreed to share their views. The following determinants were used when an opinion on the topic came from:

- The minority of key stakeholders: “some;”
- Half of the key stakeholders: “majority;” and
- All or nearly all key stakeholders: “all.”

A *database review* of data extracted from the Official Languages Performance and Information Management System (OLPIMS)¹³ was done to obtain suggestions on the use of this software application, which is a tool used for communication, monitoring and interaction between Roadmap partner departments and agencies, as well as views on the quality of the data obtained in order to learn about the OLACF-OLS' performance. The analysis helped examine the range and availability of information obtained through the OLPIMS. Note that during this line of investigation, the OLPIMS was to complete the first round of data collection, as six of the Roadmap's fifteen partner departments and agencies had not yet provided any details on the performance of their initiatives through the system.

In order to determine the usefulness, ease-of-use and effectiveness of the OLPIMS, an *online survey* was done with the representatives from partner departments and agencies in charge of entering data *on the performance of Roadmap initiatives implemented by their respective organizations* with the OLPIMS. Fourteen of the sixteen individuals who were invited to contribute to this line of investigation agreed to do so.

The information gathered using the five lines of investigation was carefully analyzed to identify the findings outlined in section 3. All these findings are based on the triangulation of information obtained from multiple sources.

2.2 Evaluation constraints and limitations

Further analysis of the OLACF-OLS' efficiency of use of human and financial resources by comparing similar horizontal initiative coordination entities was not conducted due to the lack of comparable models to help make an informed decision in this regard.

¹³ For every intermediate outcome, immediate outcome, and Roadmap contribution, the performance measurement strategy provides the following information: performance indicators, data sources, frequency of data collection; performance targets, target achievement dates, reference documents (dated); and those responsible for collecting data. This information is the starting point of the data collection effort on performance through the OLPIMS.

3. Findings

This section summarizes the key findings from the evaluation of the relevance and performance (efficiency, effectiveness and economy) of the OLACF-OLS. The key stakeholders consulted for this evaluation at times expressed different views on the OLACF-OLS's results.

3.1 Relevance

The next few pages pertain to the OLACF-OLS's relevance with respect to the Roadmap's limitations, based on the continued need for program, the compliance with government priorities and the alignment with government roles and responsibilities.

3.1.1 *Continued need for program*

This section outlines the findings related to three evaluation sub-questions, namely, the need for the federal government's continued involvement in the OLP; the correlation between the official-language initiatives and the needs of Canadians, as well as the adequacy of the services offered, based on these needs, and the existence of a demonstrable need that is met by the OLACF-OLS.

3.1.1.1 *Federal government involvement in the OLP*

As stated in section 1.1, the OLP encompasses all the activities that enable federal institutions to fulfill the Government of Canada's obligations and commitments under the OLA. The document review indicates that the Government of Canada is making a significant effort to apply one of the key elements to the successful implementation of the OLA, specifically the incorporation of the concept of horizontality that constitutes the foundation of the OLP and the Roadmap.

Interviews conducted as part of the evaluation confirm that the challenges listed regarding knowledge and the systematic application of the provisions of the Act persist for numerous stakeholders in the official languages file,¹⁴ including the Roadmap's partner departments and agencies. These challenges indicate that there is a need to maintain an initiative like the OLACF-OLS in order to continue disseminating knowledge in this respect and making the partners aware of the Government of Canada's commitment regarding the OLA.

¹⁴ See for instance: CANADA. OFFICE OF THE COMMISSIONER OF OFFICIAL LANGUAGES. *Annual Report 2008-2009: Two Official Languages, One Common Space – 40th Anniversary of the Official Languages Act*, n.p., Minister of Public Works and Government Services Canada, 2009, 101 p.; FÉDÉRATION DES COMMUNAUTÉS FRANCOPHONES ET ACADIENNE DU CANADA. *The Implementation of the Official Languages Act: A New Approach – A New Vision*, Ottawa: FCFA, November 2009, 20 p.; QUEBEC COMMUNITY GROUPS NETWORK. *The Official Languages Act and the English-Speaking Community of Quebec: Learning From the Past*, Remarks to the Standing Committee on Official Languages, n.p., n.d. [2010]. Presented by Robert Donnelly, President, Tuesday, March 24, 2010.

3.1.1.2 Correlation between the initiatives and the needs of Canadians and the adequacy of the services offered

The Roadmap is a concrete expression of the government's commitment to promote linguistic duality and foster the development of Anglophone and Francophone minority communities to benefit all Canadians. This commitment is met by building on achievements concerning access to services in both official languages, including services for OLMCs.

The document review and the literature review and secondary data analysis help identify the challenges faced by OLMCs in terms of their vitality. These issues lie at the heart of the concerns of OLMCs and their representative organizations, which demand better access to schools, health care services and professional training, as well as better promotion of their culture, in English or French, depending on the region.

The willingness of OLMCs to act on the challenges to their vitality justifies, in their view, the continued deployment of official-language initiatives that properly meet the needs of Canadians and promote the delivery of services adapted to these needs. The challenges identified make it relevant to maintain the levels of service, especially through an initiative such as the OLACF-OLS, which should strengthen the governance and horizontal coordination. In fact, improving governance and establishing more effective coordination are considered favourable conditions for the implementation of the Roadmap's initiatives and the optimal use of resources allocated to the Roadmap¹⁵ and therefore, by extension, for achieving results corresponding with the needs of Canadians and OLMCs.

3.1.1.3 Existence of a demonstrable need

Interviews conducted as part of the evaluation show that all key stakeholders recognize the relevance of the OLACF-OLS. However, the factors supporting this recognition vary from one interlocutor to another. Accordingly, depending on the views gathered, this relevance is mainly due to:

- the usefulness of a mechanism such as the OLACF-OLS, as the initiative would help gain a better understanding of the needs of OLMCs, structure governance and interventions between partner departments and agencies, and increase exchanges to streamline the efforts of stakeholders involved in the official languages file;
- the potential accessibility of the OLACF-OLS, as it is perceived as a simple and concise mechanism that could provide an overall view of the Roadmap roles and responsibilities of partner departments and agencies; and
- the informative value of the OLACF-OLS, as it is presented as a tool that could explain to Canadians the responsibilities of partner departments and agencies with respect to official languages.

¹⁵ *Horizontal Results-Based Management Accountability Framework for the Roadmap for Canada's Linguistic Duality 2008-2013: Acting for the Future*, Annex A, n.p., March 2009, 83 p.

3.1.2 Compliance with government priorities

The issue of the OLACF-OLS's degree of compliance with government priorities is relevant for PCH and across the federal administration.

Regarding PCH, as indicated in the document review, the OLACF-OLS is in line with the PCH program alignment architecture of 2011-12, where it is represented by sub-activity 6.3 (Official Languages Coordination Program).¹⁶ In addition, the OLACF-OLS is consistent with PCH priorities and strategic directions because it supports the implementation of the Roadmap, which contributes in a decisive manner—as a component of the OLP—to the Department's efforts to meet one of its operational priorities, namely promoting linguistic duality within Canadian society and fostering the development of OLMCs.¹⁷ A similar observation was taken from the statements gathered during interviews. According to some stakeholders, the OLACF-OLS is inseparable from the Roadmap, which provides for a range of initiatives that promote linguistic duality and support to OLMCs and, as a result, directly support the achievement of this aspect of the PCH mandate. From this perspective, the OLACF-OLS can be seen as a mechanism to facilitate the alignment of specific actions undertaken by partner departments and agencies in various areas (health, immigration, justice, education, economic growth, and arts and culture) with regard to official languages.

With respect to the federal government, the document review provided a few indications on the correlation between the OLACF-OLS and the strategic directions and priorities of the Government of Canada, which has clearly reiterated its commitment to support Canada's linguistic duality, especially as expressed by the Prime Minister¹⁸ and the Speech from the Throne in October 2007.¹⁹ The majority of stakeholders have expressed their fears on this issue, given the lack of information on the continuation of the policy statement after 2013; however, some stakeholders have noted that:

- Official-languages actions and initiatives continue to be part of an arsenal of tools that help ensure Canada's well-being and functioning as a federation open to debate;
- the issue of consistency with government priorities does not really arise, since all federal files are connected to official languages; and

¹⁶ This sub-activity contributes to Program Activity 6 ("Official Languages"), which relates to Strategic Outcome 2 ("Canadians share, express and appreciate their Canadian identity").

¹⁷ CANADA. DEPARTMENT OF CANADIAN HERITAGE. *2009-2010 Departmental Performance Report*, n.p., n.d., 77 p.

¹⁸ Canada's New Government is firmly committed to supporting bilingualism and minority language communities across the country where bilingualism is a daily reality." Source: *Prime Minister Stephen Harper Celebrates Acadian Culture at Huge Annual Festival Acadien*, Caraquet, NB, August 15, 2007, information posted on the Prime Minister of Canada's Web site (consulted in February 2012). On the Internet: <URL: <http://pm.gc.ca/eng/media.asp?id=1792>>.

¹⁹ Our Government supports Canada's linguistic duality. It will renew its commitment to official languages in Canada by developing a strategy for the next phase of the Action Plan for Official Languages." Source: CANADA. *Strong Leadership. A Better Canada.: Speech From the Throne to Open the Second Session of the 39th Parliament of Canada, October 16, 2007* (online), n.p., information archived on the Privy Council Office Web site (consulted in August 2011). On the Internet: <URL: <http://www.pco-bcp.gc.ca/index.asp?lang=eng&page=information&sub=publications&doc=aarchives/sft-ddt/2007-eng.htm>>.

- the federal government continues to attach considerable importance to linguistic duality—as evidenced by the \$1.1-million investment for the period of 2008–13—and to the application of the OLA, an issue on which the Minister of Canadian Heritage and Official Languages must report to Parliament. The commitment of the Government of Canada with respect to official languages is reiterated in the 2012 Economic Action Plan and results in continued funding to protect, celebrate and strengthen Canada's linguistic duality.

3.1.3 Alignment with federal roles and responsibilities

The information gathered from the document review demonstrates that the OLACF-OLS is in line with federal roles and responsibilities. The OLACF-OLS supports the implementation of the Roadmap, which—as an element of the OLS—greatly contributes to the fulfillment of official language responsibilities, a core component of PCH's legislative mandate, particularly with respect to promoting the equality of English and French within Canadian Society.²⁰

The vast majority of stakeholders confirm the observations resulting from the document review about the degree of the OLACF-OLS's alignment with federal responsibilities. For example, according to a representative from the partner departments and agencies, the importance of federal responsibilities in the area of official languages is increasing because linguistic duality is a matter of social cohesion, to the point that the expected impact of government action in this area could be lessened if the OLACF-OLS did not exist.

3.2 Performance (effectiveness, efficiency and economy)

In the pages that follow, we will review the achievement of the OLACF-OLS's expected results and the demonstration of the initiative's efficiency and economy.

3.2.1 Achievement of expected outcomes (efficiency)

This section outlines findings on the OLACF-OLS's immediate outcomes²¹ as they appear in the logic model. These results are related to official languages strategies, support for partner departments and agencies, research results, information on the official languages and the quality of information on results.

3.2.1.1 Assessment of needs and development of official languages strategies

The achievement of this outcome is determined on the basis of three indicators: the

²⁰ CANADA. *Official Languages Act*, n.p., published by the Minister of Justice at <http://laws-lois.justice.gc.ca/eng/>, current as of June 22, 2011, 39 p.

²¹ Regarding the achievement of expected outcomes, the evaluation focuses primarily on the achievement of the OLACF-OLS's immediate outcomes. Given that the evaluation is being conducted at a time when the OLACF-OLS and other Roadmap initiatives are still being implemented, it is unlikely that intermediate outcomes or expected changes (i.e. changes that affect practices) will be achieved by the end of the intervention period (March 2013).

adequacy of strategies approved since the OLACF-OLS was implemented, adequacy of government responses to official languages issues and the effectiveness of the dialogue with the provinces and territories and OLMCs.

Adequacy of strategies approved since the OLACF-OLS was implemented

Several sources consulted during the document review present the Roadmap, the HRMAF and the OLACF-OLS as initiatives that highlight the Government of Canada's efforts to adopt strategies by improving the quality of communication and cooperation between federal institutions.

The majority of representatives from partner departments and agencies state that to date, in general, the OLACF-OLS generates discussions focused more on possible scenarios and administrative issues than on strategic thinking itself. Although almost all of the stakeholders consulted say that a true official languages strategy does not exist yet, some stakeholders think that:

- the official languages file is based on a series of initiatives managed by various partner departments and agencies;
- the work being done at the interdepartmental level could be optimized; and
- leadership in implementing the OLACF-OLS could be stronger to further support the development of official languages strategies.

Adequacy of government responses to official languages issues

The document review reveals that the OLACF-OLS produces documents to ensure that government responses to official languages issues are appropriate and consistent. The fact that most of the key stakeholders interviewed consider government responses to be adequate suggests that these documents are useful and effective. According to information gathered during interviews, this result is attributable to two factors:

- Government responses to official languages issues are the product of an administrative approach that ensures that processes are documented and the use of financial resources is justified.
- The OLACF-OLS relies on a network that facilitates the consolidation of official languages expertise. Through the cooperation of the Roadmap's partner departments and agencies, the OLACF-OLS benefits from expertise in various areas (legal affairs, OLMC issues, statistics, round tables, research), which informs the provision of sound advice in support of government responses.

Effectiveness of the dialogue with provinces and territories and OLMCs

The document review reveals that the OLACF-OLS helps maintain an ongoing dialogue with provincial and territorial governments regarding the Canadian Francophonie. This dialogue is conducted through the Ministerial Conference on the Canadian Francophonie (MCCF), which is co-chaired by the Minister of Canadian Heritage and Official Languages. The OLACF-OLS helps organize the annual MCCF meeting and administer

its regular activities. According to some of the periphery stakeholders consulted, the MCCF is an important component in promoting horizontality in official language actions, and the OLACF-OLS is making considerable efforts to consult provincial and territorial governments and discuss issues that are of interest or concern to them.

Key stakeholders express opposing points of view on the effectiveness of the dialogue process with OLMCs:

- The majority of stakeholders believe that federal institutions are increasingly responsive to the priorities and demands of OLMCs and add that the organization of dialogue days by the OLACF-OLS and its participation in the Fédération des communautés francophones et acadienne du Canada (FCFA) conference, the Quebec Community Groups Network (QCGN) and a number of other events organized by OLMCs enable the government to be informed.
- On the other hand, some stakeholders believe the frequency of contact and coverage of meetings are insufficient to maintain a dialogue also taking into account the needs of all stakeholders in Canada's official languages.

3.2.1.2 Coordination of Government of Canada official language initiatives

The achievement of this outcome is assessed on the basis of three indicators: support for implementing the initiatives of partner departments and agencies, awareness of government priorities and commitments related to OLA obligations and support for intergovernmental cooperation.

Support for implementing the initiatives of partner departments and agencies

The document review indicates that the OLACF-OLS fosters cooperation between the Roadmap's partner departments and agencies, especially when it comes to producing documents such as the HRMAF and its corresponding performance measurement strategy. OLACF-OLS initiatives on information requests from the Roadmap's partner departments and agencies are not subject to an identified process that systematically records these requests. According to some of the key stakeholders interviewed, aside from ad hoc queries from the Privy Council Office, the OLACF-OLS receives few information requests from the Roadmap's partner departments and agencies, which does not prevent it from maintaining regular relations and coordination with them, directly or through Roadmap governance committees, mainly to support the work required for planning and reporting.

Awareness of government priorities and commitments related to OLA obligations

The document review and interviews highlight to the consistency of the Government of Canada's ongoing efforts to inform public servants about the application of the OLA. The OLACF-OLS effectively supports these efforts by promoting the dissemination of information on the obligations of partner departments and agencies under the Act, by

promoting productive discussions and by stimulating synergy between stakeholders, including departmental official languages champions²² who work with all federal institutions and with whom the OLACF-OLS is developing a relationship through the Council of the Network of Official Languages Champions.

While stating that they are convinced of the usefulness of such a contribution from the OLACF-OLS,²³ some stakeholders point out the persisting ambiguity surrounding the assignment of roles and responsibilities in the application of the OLA. The OLACF-OLS's efforts in this respect are intended to address the recommendation made in the 2008 evaluation, according to which the OLACF (document on roles and responsibilities) to align official languages coordination responsibilities within the federal government should be updated to reach an agreement with partner departments and agencies. The revised OLACF (document) was created to address the overlapping roles and responsibilities of stakeholders. This document, updated by the OLACF-OLS, was reviewed and approved by the CADMOL in January 2010 and then shared with the Roadmap's partner departments and agencies. To date, the revised OLACF (document) in support of this action has not been officially approved on behalf of the Government of Canada or widely distributed. Consequently, its scope remains limited.

Support for interdepartmental cooperation

The support offered through the OLACF-OLS to facilitate interdepartmental cooperation on official languages rests primarily on the Roadmap's governance structure, presented in Annex D (architecture established during the Roadmap's launch in 2008) and Annex E (revised architecture submitted and adopted in January 2011). This structure's current activities are coordinated by the OLACF-OLS.

A survey of members from the three committees (CADMOL, CIMOLS and CCOLR) was conducted in 2009 (see Annex I) to examine changes in the level of satisfaction with governance. The survey revealed that, overall, the support provided by the OLACF-OLS to ensure coordination was satisfactory, as was the support provided to strengthen the results and performance measurements of the official languages strategies, and the information and advice provided to the committee members. Only members of the Coordinating Committee on Official Language Research (CCOLR) expressed concerns about:

²² Departmental official languages champions are senior management members at federal departments and agencies. Individually, they are called upon to exercise leadership in order to ensure that official languages are at the core of decision-making in their respective institutions. Collectively, they advance official languages issues within the public service. They provide advice and guidance, support national and regional networks of official languages coordinators and encourage communication and discussion on best practices. Source: LALONDE, D. « Champions des langues officielles : un réseau structuré et influent », *Bulletin 41-42*. Published by the Department of Canadian Heritage's Interdepartmental Coordination Directorate, vol. 13, no. 1 (winter 2007).

²³ According to a spokesperson from the Treasury Board Secretariat cited in a report: "another fundamental component of the legislation is that compliance now lies with the institutions. Accordingly, it is essential that they themselves take action to fulfill their obligations, whether it be the Department of Industry or the Department of Justice. Coordination remains important, but these organizations, departments and institutions must nonetheless fulfill their obligations." Source: CANADA. HOUSE OF COMMONS. *Standing Committee on Official Languages – Evidence*. Published in compliance with the authority of the Speaker. 40th Parliament, 2nd Session. No. 018, Tuesday, May 5, 2009, 18 p.

- the usefulness of the CCOLR as a strategic mechanism to increase awareness among the government's senior management about the importance of research;
- OLACF-OLS support for the CCOLR's role in accordance with its mandate; and,
- the relevance of the information and advice provided by the OLACF-OLS to the CCOLR.

Information gathered during the evaluation shows that:

- the committees that make up the governance structure undertook regular work during the evaluation period (see Annex H);²⁴
- the frequency of meetings was not always consistent with the initial schedule;
- some partner departments and agencies were not diligent;
- discussion topics were not systemically communicated from one committee to another; and,
- there was a lack of direction and strategic discussions among the committees.²⁵

A decision to make adjustments and introduce the revised structure was made and implemented in 2011.²⁶ Changes to the structure as well as efforts to engage key stakeholders of these committees will probably enhance their usefulness and efficiency. According to some stakeholders, independent of the mechanics behind the functioning of the governance structure's components, some of the cooperation and coordination efforts made by the OLACF-OLS to date have been effective. Such is the case with the cooperation that led to the development of the HRMAF and the coordination with partner departments and agencies to implement the OLPIMS, which are the two highlights of the cooperative approach that has characterized the OLACF-OLS so far. Similarly, in a context where partner departments and agencies worked independently to launch their initiatives, coordination by the OLACF-OLS helps provide partner departments and agencies with information on each other's actions on official languages issues by regularly disseminating information and data. Finally, the pooling of expertise from the various partner departments and agencies promotes a certain level of engagement and encourages the sharing of official languages knowledge.

The results of the survey conducted in 2009 by the OLACF-OLS were consistent with the concerns expressed by some stakeholders during the evaluation. The OLACF-OLS's contribution to strengthening coordination is considered limited. The processes and tools

²⁴ Analysis of meeting minutes from committees associated with the Roadmap and an analysis of mandate sheets and relevant reports prepared by the OLACF-OLS.

²⁵ In 2010, an internal audit of the OLS recommended that OLS management ensure that interdepartmental committees meet according to the established schedule and that PCH senior management encourage assistant deputy ministers to play a more active role on the CADMOL. Source: CANADA. DEPARTMENT OF CANADIAN HERITAGE. *Vérification interne du Secrétariat des langues officielles*, a report published by the Audit and Assurance Services Directorate of the Office of the Chief Audit and Evaluation Executive, s.l. Her Majesty the Queen in right of Canada, 2010, 16 p.

²⁶ The interviews provided information on key stakeholders' first impressions of the workings of the revised structure, which was adopted in 2011. However, the implementation of this structure is still too recent for informed observations to be made as part of this evaluation.

implemented by the OLACF-OLS are useful for reporting. However, the search for methods to coordinate actions and enhance the impact of partner departments and agencies' awareness-raising efforts can be improved. Moreover, the OLACF-OLS's contribution complements other mechanisms in departments working toward interdepartmental and intergovernmental cooperation or toward the coordination of activities related to the application of the OLA. The difference between the OLACF-OLS and these other mechanisms is not always clear, which causes concerns about the potential for duplication. On April 1st, 2013, the OLACF-OLS and the Official Languages Support Programs Branch will merge. This could clarify roles and responsibilities and eliminate duplication within PCH.

The majority of key stakeholders are reluctant to say that cooperation established through the OLACF-OLS will be able to support the government's efforts to achieve its official languages objectives. And only a few stakeholders agree that a portion of these results are attributable to the contribution made to date by the OLACF-OLS coordination activities.

3.2.1.3 Analysis and dissemination of official languages research

The achievement of this outcome is determined on the basis of two indicators, namely: the existence of a platform for sharing research results and the contribution to the use of research results by decision-makers and partner departments and agencies.

Existence of a platform for sharing research results

Research is being conducted on official-language issues, and the importance of this research is widely recognized by the sources consulted (see Annex I). The document review shows that since 2008 the OLACF-OLS has been developing and using forums and tools to promote the sharing of these research results:

- Within the Roadmap's governance structure, the Committee of Assistant Deputy Ministers on Official Languages (CADMOL) sometimes acts as high-level forum for presenting and disseminating research results.²⁷
- The CCOLR is, to a certain extent, a committee mandated to disseminate, coordinate and follow up on studies conducted by suppliers, such as Statistics Canada, the Canadian Institute for Research on Linguistic Minorities and the OLSPB.
- As part of its responsibilities, the OLACF-OLS organized symposia that brought researchers together with representatives from academia, research institutes, departments concerned and OLMC associations. Two symposia were held, one in January 2008 and another in August-September 2011. These events help

²⁷ For example, during a meeting in May 2009, CADMOL members read the findings of a research report from the Fraser Institute on the costs and benefits of official bilingualism in Canada. Source: CADMOL meeting minutes.

participants stay abreast of important studies on the status of official languages in Canada.²⁸

- The OLACF-OLS uses its Web site²⁹ to help disseminate the results of a number of studies on official languages.

While they acknowledge the efforts of the OLACF-OLS to promote information sharing, some stakeholders feel that the OLACF-OLS is responsible for establishing a research platform for sharing best practices, ensuring monitoring, inventorying key sites for research on linguistic duality and proposing resources for disseminating information.

Contribution to the use of research results by decision-makers and partner departments and agencies

The evaluation found no evidence to indicate that the OLACF-OLS is helping ensure that decisions made by partner departments and agencies are based on information resulting from research efforts in the area of official languages. The perspectives of the key stakeholders differ on the role of the OLACF-OLS in the consideration of research in decision-making. According to the majority of stakeholders, the OLACF-OLS's efforts to coordinate the dissemination of research results to stimulate thought on official languages leads to the creation of a community of practice for departments, agencies and organization that use research results for various purposes. Some challenges, however, hinder the use of research results by decision-makers and partner departments and agencies:

- Partner departments and agencies are faced with an overload of information that is difficult to manage and use in both decision-making and the study of official-languages policies.
- The number of documents and articles published and distributed to key partner departments and agencies is not recorded. Texts come from multiple sources and are not systematically recorded in a central registrar or on an electronic portal that is accessible to everyone.
- The current tools are not sufficient to ensure optimal use of research data.

For the OLACF-OLS, the challenge lies in developing a mechanism to process and summarize data to facilitate the dissemination of information at the departmental and interdepartmental levels, thus providing for informed decision-making.

²⁸ For example, see: INTERSOL. *Les enjeux de recherche sur les langues officielles*, a report prepared by the Canadian Heritage Official Language Secretariat, s.l.n.d [2008] 56 p. Summary of discussions from the symposium held in Ottawa on January 10 and 11, 2008.

²⁹ As of February 2012, the Web site had last been updated in May 2010 (<http://www.pch.gc.ca/pgm/slo-ols/strat-eng.cfm>).

3.2.1.4 Support given to the Minister of Canadian Heritage and Official Languages and senior managers

The document review shows that the OLACF-OLS prepares notices and recommendations that address various topics related to linguistic duality for the Minister of Canadian Heritage and Official Languages,³⁰ who, along with senior managers from partner departments and agencies, can count on the strategic advice provided by the Roadmap's governance committees.

All key stakeholders consulted are satisfied with the availability, usefulness, quality and relevance of the information that is provided to decision-makers. In their view, the OLACF-OLS adequately meets the needs of decision-makers and provides solid support by making recommendations to the minister and parliamentary committees. Moreover, the consultation and cooperation process associated with the OLACF-OLS allows the required data and information to be collected quickly while ensuring rigorous quality control, so that the minister receives relevant, top-quality information to meet his various needs.

3.2.1.5 Planning and coordination of reporting in partner departments and agencies

The achievement of this outcome is determined on the basis of two indicators: the quality of information on results and improvements made to reporting since the OLACF-OLS was implemented.

The quality of information on results

The document review and a database analysis examine the quality of information available on the Roadmap's results. This information was collected for the first time through the OLPIMS in October 2011. The OLPIMS allows the results of initiatives implemented by partner departments and agencies to be collected in order to report to parliamentarians and Canadians. The observations from the review and analysis are presented in Annex J and can be summarized as follows:

- The OLPIMS contains over 200 Roadmap performance indicators that were developed by partner departments and agencies in cooperation with the OLACF-OLS through the performance measurement strategy incorporated in the HRMAF.³¹
- The amount of details provided by the statement of actual results contained in DPRs varies greatly from one partner department or agency to another, but in most cases, the statements are not very detailed. Regarding emphasis on the components

³⁰ In total, the evaluation identified 43 fact sheets and 15 notices or recommendations prepared by the OLACF-OLS during the period covered by this evaluation. In addition to facilitating preparation for media events or appearances before parliamentary committees, these documents help provide the minister with information on various issues concerning his department.

³¹ Note that the HRMAF supports the development and implementation of results-based management and logical interactions between its main components in order to present a Roadmap that makes it possible to plan, measure, assess and communicate results.

of the results chain,³² nearly 40% of statements focus in whole or in part on immediate outcomes.

- The vast majority of OLPIMS indicators are quantitative and more than half focus on the outputs of Roadmap initiatives.³³
- Over half of the indicators include enough data to determine the meaningful performance of the initiatives.³⁴
- Unlike DPRs, which serve primarily to report on Roadmap initiatives, the OLPIMS is also designed to collect the financial and non-financial data required for decision-making. Consequently, the information on results gathered through the OLPIMS is more complete.

Improvements made to reporting since the OLACF-OLS was implemented

The majority of key stakeholders find the improvements made to reporting to be positive owing to the fact that the OLACF-OLS is centralizing official languages reporting and emphasizing the obligation to document results.

- The OLACF-OLS plays an important role in developing reporting guidelines that help provide CADMOL with sufficient information and thus support informed decision-making in the Roadmap's implementation.
- The OLACF-OLS encourages partner departments and agencies to adhere to a structured information gathering and monitoring process, which results in greater reporting capacity.
- The OLACF-OLS led to the development of the HRMAF and promoted the identification of common indicators to make it easier to measure the achievement of results.
- The OLACF-OLS made a coordinated effort to make sure that reporting was done by ensuring the approval from assistant deputy ministers was obtained before information was gathered from partner departments and agencies, particularly with respect to the data required to produce RPPs and DPRs.

The majority of key stakeholders expressed some concerns regarding improvements made to reporting since the OLACF-OLS was implemented, particularly regarding the OLPIMS. The online survey of some 10 representatives from the Roadmap's partner departments and agencies working with the OLPIMS and interviews conducted with key stakeholders revealed the following concerns on the usefulness of this software application (see Annex K):³⁵

³²An expression that refers to a key concept of results-based management.

³³More specifically, of the OLPIMS's 206 indicators, 8.7% are related to intermediate Roadmap outcomes, 12.6% are related to immediate Roadmap outcomes, 26.7% are related to immediate contribution outcomes.

³⁴Keep in mind that in fall 2011, the OLPIMS had yet to complete its first round of data collection, so when the data analysis was conducted, six of the Roadmap's 15 partner departments and agencies had not yet used the system to provide details on the performance of their initiatives.

³⁵The sources consulted reveals that the OLPIMS went through a long and arduous development process, which involved a complete overhaul of the computing platform.

- Not all key stakeholders consulted recognize the added value of the OLPIMS. In a context where partner departments and agencies have their own reporting mechanisms, the OLPIMS is seen by some stakeholders as a necessary evil to demonstrate the outcomes of Roadmap initiatives.
- The majority of key stakeholders point out that using the OLPIMS to collect and compile data is highly cumbersome, especially since the system still cannot be used, with minimal effort, to produce the information required for RPPs and DPRs.
- Some stakeholders question the quality control measures for information. To them, the OLPIMS is not necessarily a rigorous tool for collecting data on the indicators identified.
- It is too early to say with any certainty whether the OLPIMS will be able to fully meet the Roadmap's reporting needs.

3.2.2 *Demonstration of efficiency and economy*

This section presents the findings on the efficiency and economy of the OLACF-OLS in terms of how resources are used to produce the expected results and the perceived link between benefits and costs.

3.2.2.1 *Availability and use of resources*

Without evidence or comparison with other coordination entities, the results from the analysis of efficiency and economy in the implementation of the OLACF-OLS remain limited. Charts 1 and 2 show the distribution of the full \$13.5-million allocation given to the OLACF-OLS for the period from 2008 to 2013 per activity in the OLACF-OLS logic model and per budget item (see Annex L).

Chart 1
Distribution of the total allocation per activity

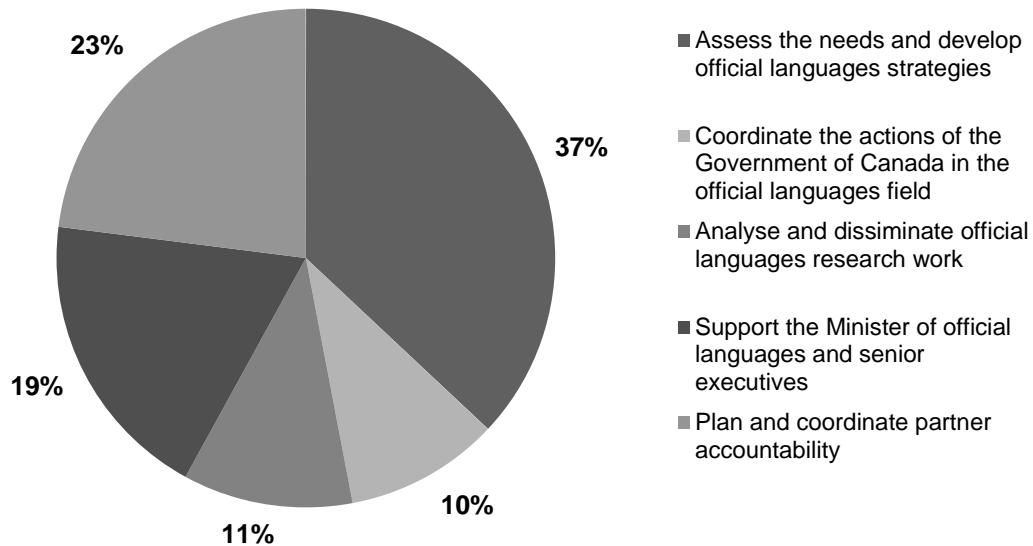
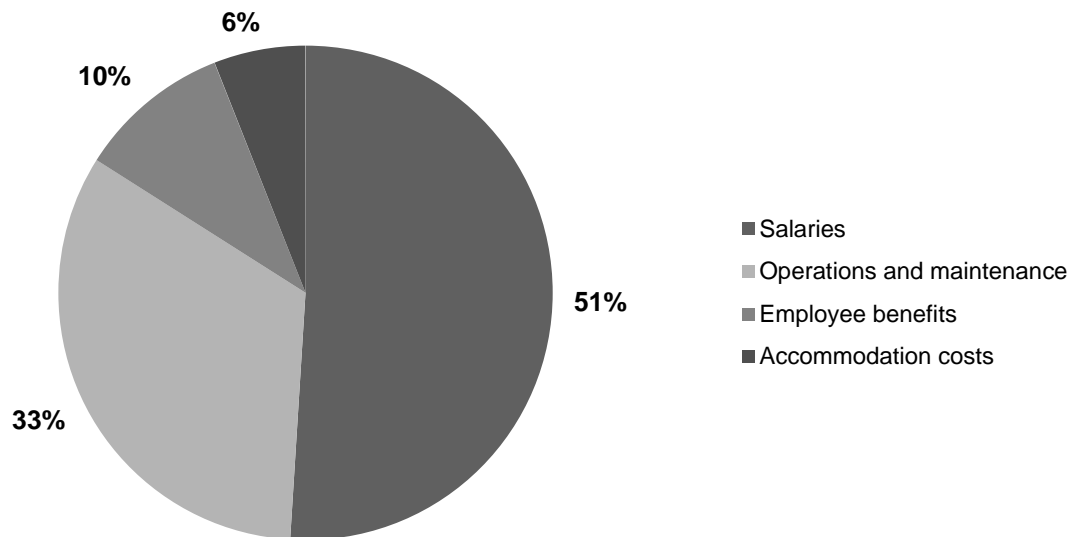


Chart 2
Distribution of the total allocation per budgetary item



The available data does not indicate whether the amounts were allocated to the various activities as planned. However, the document review highlighted two findings:

- The activity that should receive the largest share of the budget (37%) is an assessment of needs and the development of official languages strategies.
- The activity that should receive the smallest share of the budget (10%) is the coordination of Government's actions in the official languages field.

The document review also reveals that according to the initial planning done in 2008, the portion of the initiative (OLACF) under the OLS should include approximately 20 positions;³⁶ however, that figure has not been achieved since the initiative was launched. At the time of the evaluation, the OLACF-OLS had a staff of 14 employees. Owing to significant turnover in recent years,³⁷ the OLACF-OLS team is relatively new. After experiencing many changes and losing its corporate memory as a result of staff departures, the situation among OLACF-OLS staff began to stabilize about a year ago.

The majority of key stakeholders feel that the financial resources allocated are sufficient to achieve the expected results.

4. Conclusion

Findings from the lines of inquiry led to the following conclusions on the OLACF-OLS.

In terms of relevance:

- The OLACF-OLS, Roadmap and OLP are considered important to ensure that OLMCs can continue to develop and enhance their vitality and that Canadians wishing to enjoy the benefits of linguistic duality have the opportunity to do so.
- The OLACF-OLS has demonstrated its relevance, as this initiative enables to strengthen the governance and horizontal coordination of the OLP, promote the achievement of the objectives of the Roadmap's partner departments and agencies, and encourage the judicious use of resources allocated to it.
- In addition, the OLACF-OLS is aligned with PCH priorities and supports official languages across all federal government priorities.

In terms of performance:

Some of the immediate outcomes set out at the initiative's launch in 2008 are being achieved, while others are proving to be more challenging.

- The OLACF-OLS is helping to find suitable solutions to official languages issues through useful, recognized processes that make it possible to advise the Minister of Canadian Heritage and Official Languages and the senior management of partner departments and agencies.
- The OLACF-OLS has introduced processes and tools to improve reporting on Roadmap initiatives.
- Without a formally approved tool, such as the OLACF (document on roles and responsibilities), the OLACF-OLS cannot fully assume the coordination of the efforts of all Roadmap's partner departments and agencies.

³⁶ OFFICIAL LANGUAGES SECRETARIAT. *Roadmap for Canada's Linguistic Duality 2008–2013 Accountability and Coordination Framework – Results-Based Management and Accountability Framework (RMAF) and Risk-Based Audit Framework (RBAF)* n.p., n.d., November 10, 2008, 24 p.

³⁷ Of the 14 people employed by the OLACF-OLS as of February 2012, 10 had been in their positions for 22 months and six had not worked for the organization for more than 12 months.

- In terms of official languages research, the OLACF-OLS is helping set up two forums for the sharing of research results. However, there is no platform to maximize the dissemination and use of research results. Under these circumstances, the forums' contribution to decision-making in official languages issues remains subject to improvement.

5. Recommendations

The evaluation identifies issues involved in achieving the expected results of the OLACF-OLS. These issues are associated with:

- Clarifying the role and responsibilities of the OLACF-OLS and of the partner departments and agencies with regard to the Roadmap and the OLP;
- Consideration for research results in the decision-making process of the partner departments and agencies.

Consequently, it is recommended that the OLACF-OLS review its activities and objectives for the implementation of the Roadmap Accountability and Coordination Framework, particularly in terms of improving the coordination of the components of a potential new official-languages policy statement. Thus, the following must be taken into account:

- Clarification and communication of the roles and responsibilities of partner departments that have a specific responsibility under the OLA (PCH, Treasury Board Secretariat, Justice Canada);
- Support the governance structure and Roadmap department and agency partners by disseminating research data analysis and results to allow its use in strategic decision-making on official-languages policy and program development; and
- The identification, in cooperation with partner departments and agencies, of mechanisms that will enable the OLACF-OLS to better support them in the implementation of their initiatives, in particular strengthening complementarity of efforts and reducing duplication.

6. Management response and action plans

It is recommended that the OLACF-OLS review its activities and objectives for the implementation of the Roadmap Accountability and Coordination Framework, particularly in terms of improving the coordination of the components of a potential new official-languages policy statement. Thus, the following must be taken into account:

- **Clarification and communication of the roles and responsibilities of partner departments that have a specific responsibility under the OLA (PCH, Treasury Board Secretariat, Justice Canada).**
- **Support the governance structure and Roadmap department and agency partners by disseminating research data analysis and results to allow its use in**

strategic decision-making on official-languages policy and program development.

- **The identification, in cooperation with partner departments and agencies, of mechanisms that will enable the OLACF-OLS to better support them in the implementation of their initiatives, in particular strengthening complementarity of efforts and reducing duplication.**

The Official Languages Secretariat (OLS) accepts the recommendation to review its activities and objectives for the implementation of the Roadmap Accountability and Coordination Framework.

The Roadmap comprises a series of initiatives managed by various partner agencies and departments, for which the horizontal coordination is overseen by the OLS. The Roadmap's Accountability and Coordination Framework is a tool that gives the OLS the ability to monitor the implementation of the Roadmap, ensure accountability, and develop options for the next official languages strategy using, among others means, research on official languages. It also provides the OLS the ability to support departments and agencies partners in the implementation of their initiatives although they remain responsible and accountable. The OLS is responsible of ensuring a constant monitoring of the partners in the data collection process, to make a horizontal reading of the information collected and share it with all the partners.

Canadian Heritage has already begun to identify ways to simplify interdepartmental coordination on official languages. In 2011-12, Canadian Heritage and the Treasury Board Secretariat adopted an integrated reporting approach aiming at collecting the results of all federal institutions regarding official languages (parts IV, V, VI and VII). In 2012, Canadian Heritage also announced that the Official Languages Support Programs Branch and the OLS will merge as a single branch on April 1st, 2013. The OLS acknowledges that its roles and responsibilities, and those of the departments having a specific responsibility pertaining to the *Official Languages Act* (Canadian Heritage, Treasury Board Secretariat and Justice Canada), need to be better defined and better understood by everyone.

Action 1: The OLS will ensure that the Official Languages Accountability and Coordination Framework be reviewed and submitted to the Committee of Assistant Deputy Ministers on Official Languages (CADMOL). Once approved, it will be shared with all the partners.

Timeline: March 31, 2014.

Action 2: The OLS will ensure that discussions of the Coordinating Committee on Official Languages Research (CCOLR) are regularly brought up to CADMOL to inform strategic thinking. Research will become a standing item on the agenda of CADMOL meetings to allow the sharing of research data and results and their use in the decision-making process.

Timeline: May 2013.

Action 3: The OLS will review the sources of information collected annually from Roadmap's partners (such as information for the Departmental Performance Report, preparation of the annual meeting of the Ministerial Conference on the Canadian Francophonie, Annual Report on Official Languages of Canadian Heritage and Official Languages Performance Information Management System (OLPIMS)) to better measure the progress and achievements of the various Roadmap's initiatives. A report will be submitted to CADMOL, for discussion, at its annual meeting in November and subsequently to the Minister of Canadian Heritage and Official Languages, for information.

Timeline: November 2013.

Annex A – Roadmap initiatives and partner departments and agencies

Initial breakdown (2008) (amounts in \$ millions; note 1)		Current breakdown (2011) (amounts in \$ millions; note 2)	
Partner departments and agencies and initiative(s)	Funds allocated	Partner departments and agencies and initiative(s)	Funds allocated
Canada Public Service Agency (\$17.0 million): <ul style="list-style-type: none">Centre of excellence	17.0	Office of the Chief Human Resources Officer – Treasury Board Secretariat (\$17.0 million; note 3): <ul style="list-style-type: none">Centre of excellence	17.0
Atlantic Canada Opportunities Agency (\$16.2 million): <ul style="list-style-type: none">Support to Francophone Immigration in New BrunswickEconomic development initiative	10.0 6.2	Atlantic Canada Opportunities Agency (\$16.2 million): <ul style="list-style-type: none">Support to Francophone Immigration in New BrunswickEconomic development initiative	10.0 6.2
Citizenship and Immigration Canada (\$20.0 million): <ul style="list-style-type: none">Recruitment and integration of immigrants	20.0	Citizenship and Immigration Canada (\$20.0 million): <ul style="list-style-type: none">Recruitment and integration of immigrants	20.0
National Research Council of Canada (\$10.0 million): <ul style="list-style-type: none">Language Technologies Research Centre	10.0	National Research Council of Canada (\$10.0 million): <ul style="list-style-type: none">Language Technologies Research Centre	10.0
Canada Economic Development Agency for Quebec Regions (\$10.2 million): <ul style="list-style-type: none">Economic development initiative	10.2	Canada Economic Development Agency for Quebec Regions (\$10.2 million): <ul style="list-style-type: none">Economic development initiative	10.2
Western Economic Diversification Canada (\$3.2 million): <ul style="list-style-type: none">Economic development initiative	3.2	Western Economic Diversification Canada (\$3.2 million): <ul style="list-style-type: none">Economic development initiative	3.2
Canada School of Public Service (\$2.5 million): <ul style="list-style-type: none">Extend Access of Language-Learning Tools to Canadian Universities	2.5	Canada School of Public Service (\$2.5 million): <ul style="list-style-type: none">Extend Access of Language-Learning Tools to Canadian Universities	2.5
Industry Canada/Federal Economic Development Initiative in Northern Ontario (\$10.9 million): <ul style="list-style-type: none">Economic development initiative	10.9	Industry Canada/Federal Economic Development Initiative in Northern Ontario (\$ millions; note 4): <ul style="list-style-type: none">Economic development initiative	6.1
		Federal Economic Development Agency for Southern Ontario (\$ millions; note 5): <ul style="list-style-type: none">Economic development initiative	4.4
		Canadian Northern Economic Development Agency (\$ millions; note 6): <ul style="list-style-type: none">Economic development initiative	0.4
Justice Canada (\$93.0 million): <ul style="list-style-type: none">Contraventions Act FundAccess to Justice in Both Official LanguagesAccountability and Coordination Framework	49.5 41.0 2.5	Justice Canada (\$91.6 million; note 7): <ul style="list-style-type: none">Contraventions Act FundAccess to Justice in Both Official LanguagesAccountability and Coordination Framework	49.4 39.9 2.3

*Evaluation of the Accountability and Coordination Framework
for the Roadmap for Canada's Linguistic Duality 2008-2013 Initiative*

Initial breakdown (2008) (amounts in \$ millions; note 1)		Current breakdown (2011) (amounts in \$ millions; note 2)	
Partner departments and agencies and initiative(s)	Funds allocated	Partner departments and agencies and initiative(s)	Funds allocated
Canadian Heritage (\$624.5 million): <ul style="list-style-type: none"> • Accountability and Coordination Framework – SLO • Support to Education in the Language of the Minority • Support to Second-Language Education • Summer language bursaries • Support to Official Language Minority Communities • Intergovernmental cooperation • Official-language monitors • Cultural Development Fund • Youth Initiatives • National Translation Program for Book Publishing • Music Showcase Program for Artists from Official Language Minority Communities 	13.5 280.0 190.0 40.0 22.5 22.5 20.0 14.0 12.5 5.0 4.5	Canadian Heritage (\$624.5 million): <ul style="list-style-type: none"> • Accountability and Coordination Framework – SLO • Support to Education in the Language of the Minority • Support to Second-Language Education • Summer language bursaries • Support to Official Language Minority Communities • Intergovernmental cooperation • Official-language monitors • Cultural Development Fund • Youth Initiatives • National Translation Program for Book Publishing • Music Showcase Program for Artists from Official Language Minority Communities 	13.5 280.0 190.0 40.0 22.5 22.5 20.0 14.0 12.5 5.0 4.5
Human Resources and Skills Development Canada (\$94.0 million): <ul style="list-style-type: none"> • Enabling Fund for Official Language Minority Communities • Childcare pilot project • Literacy • Improving NGOs' means for early childhood development 	69.0 13.5 7.5 4.0	Human Resources and Skills Development Canada (\$94.0 million): <ul style="list-style-type: none"> • Enabling Fund for Official Language Minority Communities • Childcare pilot project • Literacy • Improving NGOs' means for early childhood development 	69.0 13.5 7.5 4.0
Health Canada (\$174.3 million): <ul style="list-style-type: none"> • Training, networks and access to health services 	174.3	Health Canada (\$174.3 million): <ul style="list-style-type: none"> • Training, networks and access to health services 	174.3
Public Works and Government Services Canada (\$34.0 million): <ul style="list-style-type: none"> • Canada Linguistic Portal (TERMIUM®) • Language Industry Initiative • University Scholarships Program in Translation 	16.0 10.0 8.0	Public Works and Government Services Canada (\$34.0 million): <ul style="list-style-type: none"> • Canada Linguistic Portal (TERMIUM®) • Language Industry Initiative • University Scholarships Program in Translation 	16.0 10.0 8.0
Total (note 8)	1,109.8		1,108.4

Notes:

1. The amounts correspond to the financial commitments. Source: CANADA. *Roadmap for Canada's Linguistic Duality 2008-2013: Acting for the Future*, Ottawa: Her Majesty the Queen in right of Canada, 2008, 18 p.

2. The amounts correspond to the total allocation, from start to finish. Source: CANADA. DEPARTMENT OF CANADIAN HERITAGE. *2010-2011 Departmental Performance Report*, Supplementary Information (Tables), no place or date of publication (consulted in November 2011). On the Internet: URL: <http://www.tbs-sct.gc.ca/dpr-rmr/2010-2011/inst/pch/st-ts05-eng.asp#hi-ih2>.

3. Created in 2009, the Office of the Chief Human Resources Officer brings together the Canada Public Service Agency and the Treasury Board Secretariat sectors involved in compensation and human resources.

4. Part of the funds allocated in 2008 was delivered to the Canadian Northern Economic Development Agency, through the Department of Indian and Northern Affairs Canada; see note 6. According to PCH's 2010-2011 DPR, the total allocation of \$6.1 million (rounded to one decimal point in the table) includes an allocation of \$4.45 million for community, economic and regional development in Ontario and an allocation of \$1.6 million for Industry Canada's regional operations sector.

5. Part of the funds allocated in 2008 were delivered to the Agency, at the time of its creation in 2009, through Industry Canada. According to PCH's 2010-2011 DPR, the amount of the allocation is \$4.45 million, which is rounded to one decimal point in the table.

6. Part of the funds allocated to Industry Canada were delivered to the Agency, at the time of its creation in 2009, through the Department of Indian and Northern Affairs Canada. The latter had been added as a partner after the Roadmap was announced, for reasons of efficiency in the implementation of programs benefiting Northern communities.

7. PCH's 2010-2011 DPR shows slight differences in the amounts initially allocated to Justice Canada.

8. The \$1.4-million difference between the initial allocation of \$1,109.8 million and the \$1,108.4-million allocation calculated on the basis of the figures provided in PCH's 2010-2011 DPR is explained by the difference mentioned for the Justice Canada initiatives.

Annex B – 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.”

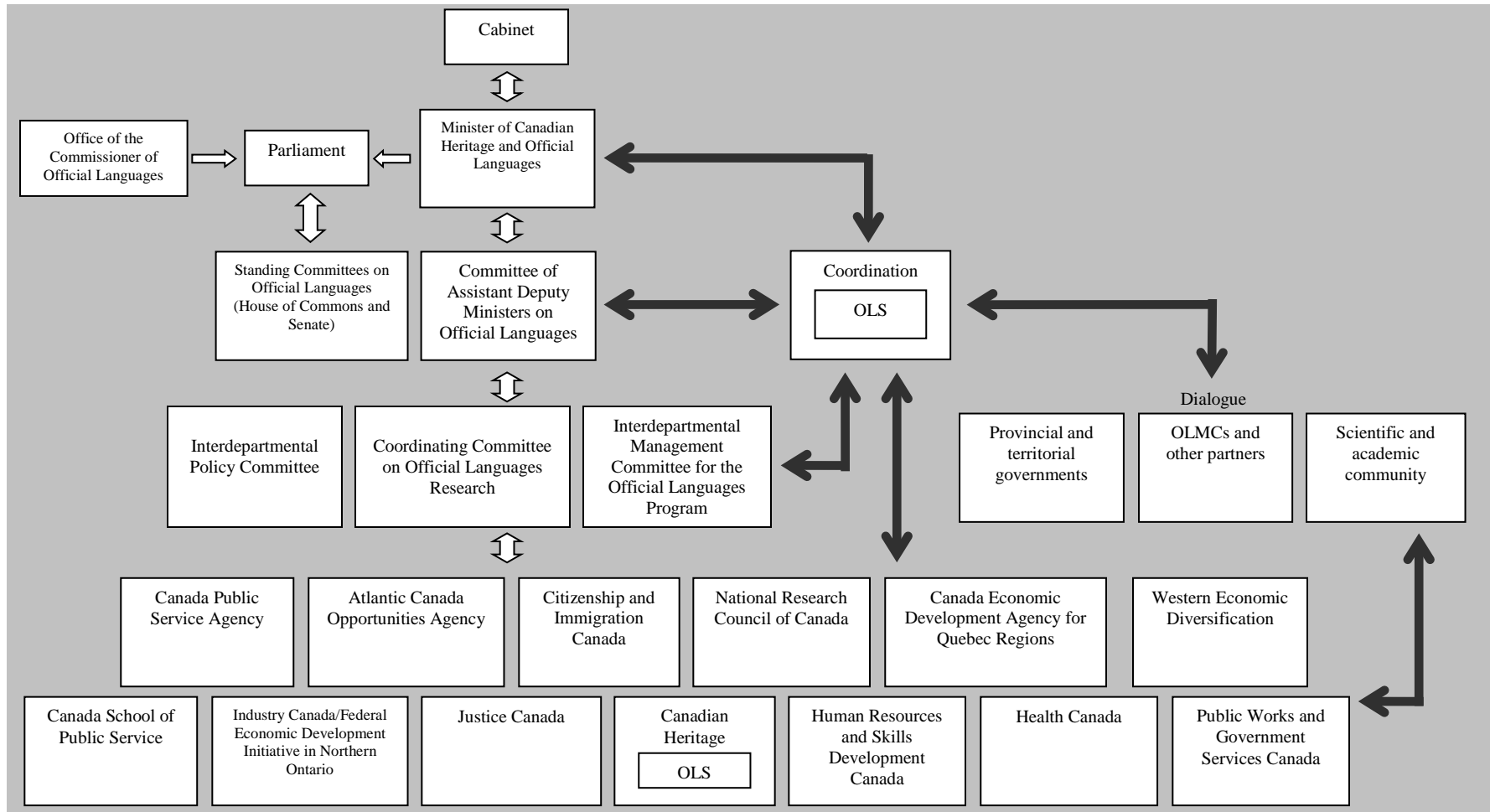
Sources: *Horizontal Results-Based Management Accountability Framework for the Roadmap for Canada's Linguistic Duality 2008-2013: Acting for the Future*, Annex A, no place of publication or name of publisher, March 2009, 83 p.; CANADA. DEPARTMENT OF CANADIAN HERITAGE. *Implementation of the Roadmap for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

Annex C – OLACF-OLS logic model

Level of outcomes	Logic model								
Ultimate outcome (Roadmap)	Coordination of the Official Languages Program is strengthened								
Intermediate outcomes of the initiative	1. The official language initiatives match the needs of Canadians and the strategic orientations of the Government of Canada		2. The partners are made aware of the commitments and priorities of the Government of Canada in the framework of their obligations under the <i>Official Languages Act</i>			3. The partners use the research results for decision-making		4. The official languages accountability of partners is strengthened	
Immediate outcomes of the initiative	1.1. The government of Canada is provided with official languages strategies		2.1. The partners are supported in the implementation of their official languages initiatives			3.1. The results of official languages research are communicated to the partners		3.2. The Minister of Official Languages and senior executives kept informed on the official languages file	4.1. The quality of the (financial and non-financial) information provided by the partners concerning the outcomes is improved
Outputs of federal institutions	Policy statements, memorandums to Cabinet, government responses	Report on consultations with the official language minority communities and the provinces and territories	Treasury Board submissions	Updated horizontal results-based management and accountability framework and clarified governance (Accountability and Coordination Framework)	Active interdepartmental committees	Events (symposia) and summaries of research work	Strategic advice and guidance	Official Languages Performance and Information Management System	Reports (departmental performance and mid-term reports)
Activities of federal institutions	Evaluate the needs and develop official languages strategies (overall vision)		Coordinate the actions of the Government of Canada in the official languages field (interdepartmental cooperation)			Analyse and disseminate official languages research work	Support the Minister of Official Languages and senior executives	Plan and coordinate partner accountability	
Initiatives of the 2008-2013 Roadmap	Accountability and Coordination Framework (Official Languages Secretariat portion – \$13.5 million)								

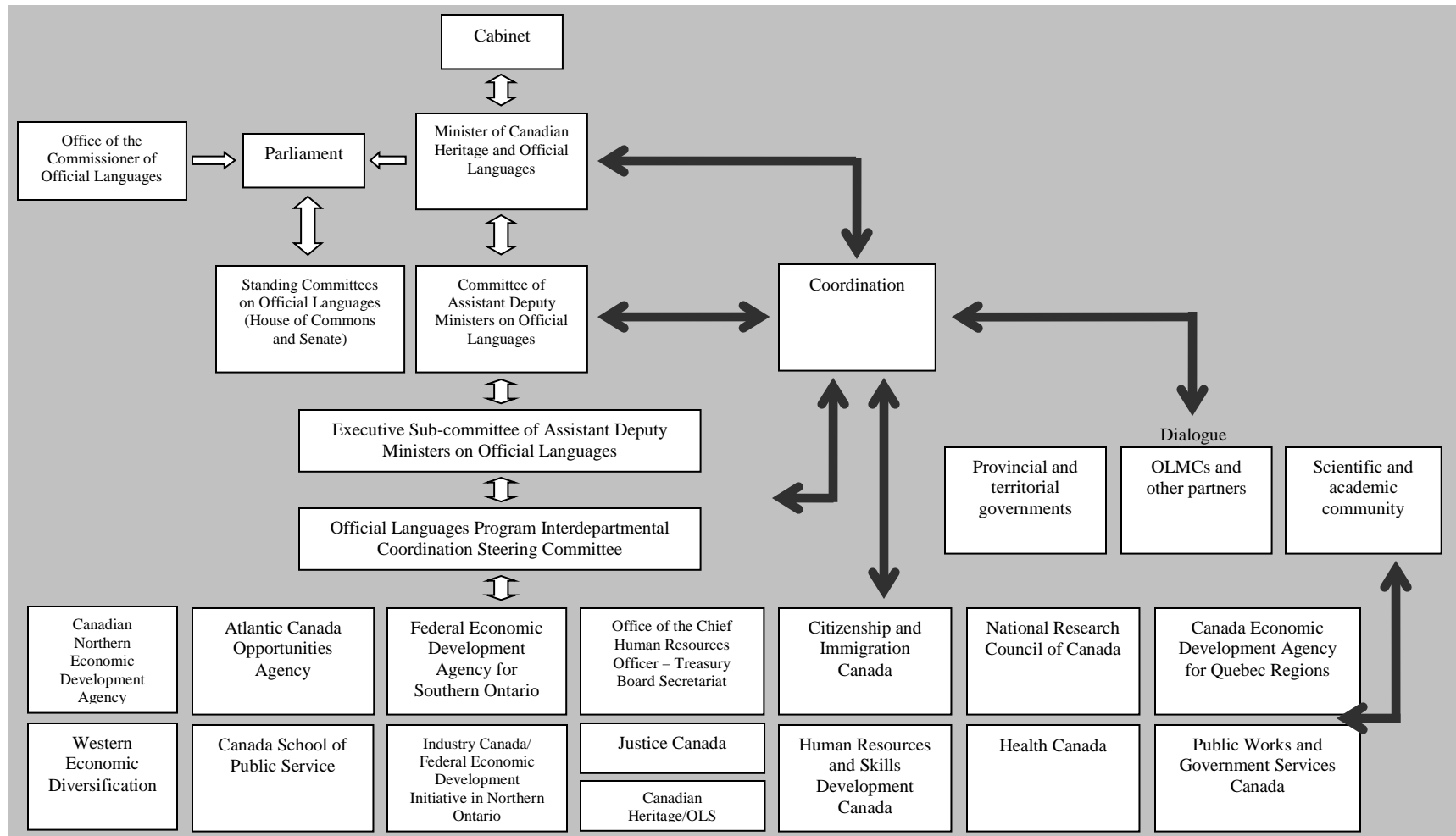
Source: CANADA. DEPARTMENT OF CANADIAN HERITAGE. *Evaluation of the Accountability and Coordination Framework for the Roadmap for Canada's Linguistic Duality 2008-2013 – Terms of Reference*, published by the Evaluation Services Directorate of the Office of the Chief Audit and Evaluation Executive, no place of publication or name of publisher, April 2011, 17 p.

Annex D – Initial Roadmap governance structure (2008)



Sources: 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. Seventeen slides; CANADA, *Roadmap for Canada's Linguistic Duality 2008-2013: Acting for the Future*, Ottawa, Her Majesty the Queen in right of Canada, 2008, 18 p.

Annex E – Revised Roadmap governance structure (2011)



Source: 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. Seventeen slides.

Annex F – Recommendations from the 2008 evaluation

The Roadmap was introduced in 2008, at the end of a five-year initiative known as the 2003-2008 Action Plan for Official Languages, which was aimed at providing new momentum for Canada's linguistic duality. Launched in 2003, this initiative was accompanied by an "official languages accountability and coordination framework," whose objectives were to make all federal institutions aware of the spirit and objective of the *OLA*; to strengthen the mechanisms for consulting OLMCs; and to establish a formal official languages interdepartmental coordination mechanism.

The official languages accountability and coordination framework was evaluated in 2008.³⁸ Table F-1 presents the four recommendations made in this evaluation, as well as the corresponding management responses.

At the time of the evaluation, the recommendation on the OLACF (document on roles and responsibilities) had been partially implemented, while all other recommendations had been fully implemented.

Table F-1
Recommendations from the 2008 evaluation

Recommendation	Management response
Should the Action Plan for Official Languages be renewed or maintained in a form similar to its current one, PCH should examine the status of the Accountability and Coordination Framework and the alignment with existing PCH, Justice Canada and Treasury Board Secretariat coordination responsibilities related to official languages in order to further clarify and communicate the mandate of the OLS.	<p>Recommendation accepted.</p> <p>A revision of the Framework has already begun, and we will be taking this opportunity to clarify the mandate of the OLS as well as its roles and responsibilities in coordinating the OLP in consultation with other federal partners, particularly representatives from the Department of Justice, the OLSPB at PCH, the Treasury Board Secretariat and the Canada Public Service Agency.</p>
PCH should review the scope and purpose of the HRMAF and its associated OLPIMS. The HRMAF should be maintained and updated to articulate the overall vision of the Government of Canada with regard to official languages and identify accountability requirements. PCH should also review the relevance and effectiveness of pursuing the development of the OLPIMS in order to clearly identify the added value relative to other accountability mechanisms already in place within federal departments and agencies.	<p>Recommendation accepted.</p> <p>To meet the submission deadlines set by Treasury Board, the HRMAF update will be conducted in two phases. The first phase will align Roadmap initiatives with the HRMAF and should be completed in December 2008. The second phase will extend the update to the entire Official Languages Program and should be completed in March 2009.</p> <p>Once completed, the new HRMAF will enhance the implementation of both the Official Languages Program and the Roadmap.</p> <p>The OLPIMS was created to make it easier to manage a considerable amount of information. The structure follows from the HRMAF. The CADMOL will ensure that the system is reviewed and improved to make it more user-friendly and to simplify data collection and analysis in the future, particularly by extending access to the OLPIMS to federal partners involved in the Roadmap. This will improve not only the quality of information collected in terms of</p>

³⁸ CANADA. DEPARTMENT OF CANADIAN HERITAGE. *Summative Evaluation of the Action Plan for the Official Languages Coordination Program*, report published by the Evaluation Services Directorate of the Office of the Chief Audit and Evaluation Executive, no place of publication, September 2008, 45 p.

Recommendation	Management response
	resources used (financial and non-financial) and results achieved, but also the quality of performance reports. The OLPIMS review will be conducted at the same time as the HRMAF review. This is also an opportunity to create an inventory of the information management systems that partners have, in order to ensure greater complementarity and interconnectivity of information in the future.
PCH should implement a process to maintain linkages among researchers. The Interdepartmental Research Committee must also proactively ensure widespread dissemination of existing research to program managers and policy makers as opposed to relying on individual members.	<p>Recommendation accepted.</p> <p>As part of the Roadmap's implementation, PCH will improve cooperation with all federal, provincial, territorial and academic partners in order to identify issues in official-languages research, implement additional research projects and disseminate results.</p> <p>The CCOLR will focus its actions on establishing closer cooperation between partners with the identification of research issues and the pursuit of partnership research projects.</p> <p>Presenting research findings to other interdepartmental official-languages committees will improve the dissemination of information and will open constructive dialogue between researchers and decision-makers. The CCOLR will explore the possibility of holding a Research Symposium halfway through the Roadmap.</p>
PCH should continue to play a lead role in coordinating consultations with OLMCs, especially in order to facilitate joint consultations, wherever possible, as opposed to consultations held by individual departments or agencies.	<p>Recommendation accepted.</p> <p>PCH will also encourage its federal partners to organize consultations together to prevent overlap. This work will be done through the CADMOL. Options will be developed for senior management in order to optimize the consultations, as well as to increase efficacy and efficiency.</p>

Annex G – Groups of key stakeholders consulted

From October 19, to November 3, 2011, 21 individuals were interviewed face-to-face or by telephone. They comprised:

- a group of eight *core stakeholders*, who work or worked closely in the OLACF-OLS or elsewhere at PCH on the OLACF-OLS and Roadmap file;
- a group of four *peripheral stakeholders*, who work or worked at PCH or in other federal departments on the OLACF-OLS and Roadmap file;
- a group of five *representatives of partner departments and agencies*, who work in federal institutions other than PCH and take part in the implementation of the Roadmap initiatives;
- a group of four *informed observers*, who work in community or other organizations and are interested in the official languages file or actively promote it.

Annex H – Make-up and work of the Roadmap governance committees

Since the Roadmap's launch in 2008, the main committee in the Roadmap governance structure has been the Committee of Assistant Deputy Ministers on Official Languages (CADMOL)³⁹. Chaired by PCH, this committee includes some twenty federal public servants representing the Roadmap partner departments and agencies, the Privy Council Office, Treasury Board and the Department of Finance. Most of the members are in assistant deputy minister or vice-president positions (or the equivalent). As shown in Table h-1, the committee met 37 times between January 2008 and November 2011.

Table H-1
Frequency of meetings of the Roadmap governance committees,
January 2008 to November 2011

	J	F	M	A	M	J	J	A	S	O	N	D
CADMOL												
2008	✓		✓✓	✓	✓✓	✓	✓	✓	✓	✓	✓	
2009	✓	✓	✓	✓	✓	✓✓	✓	✓		✓		✓
2010	✓		✓		✓	✓✓		✓	✓		✓	✓
2011	✓					✓			✓	✓	✓	
IMCOLP												
2008						✓	✓	✓	✓	✓✓		
2009	✓	✓	✓	✓		✓✓		✓	✓	✓	✓	
2010	✓	✓		✓		✓			✓			
2011			✓									
CCOLR												
2008				✓		✓			✓			✓
2009				✓		✓				✓		✓
2010				✓		✓					✓	
2011		✓										
IPC												
2008	✓		✓									
2009					✓	✓			✓	✓	✓	
2010	✓		✓	✓		✓			✓			
2011												
EX-CADMOL												
2008												
2009												
2010												
2011												
OLPICSC												
2008												
2009												
2010												
2011					✓			✓		✓	✓	

³⁹ The contents of this annex are the result of an analysis of the minutes of meetings of the committees associated with the Roadmap, as well as an analysis of terms of reference and relevant presentations produced by the OLS.

Besides the CADMOL, the initial Roadmap structure (see annex D) features three committees that report to the CADMOL: the Interdepartmental Management Committee for the Official Languages Program (IMCOLP), the Coordinating Committee on Official Languages Research (CCOLR) and the Interdepartmental Policy Committee (IPC):

- The IMCOLP consists of more than 35 federal public servants representing the Roadmap partner departments and agencies. It met 22 times between January 2008 and the date of its dissolution in 2011.
- The CCOLR consists of some 35 federal public servants representing the Roadmap partner departments and agencies. It met twelve times between January 2008 and the date of its dissolution in 2011.
- The IPC consists of nearly 30 federal public servants representing the Roadmap partner departments and agencies, the Privy Council Office and Statistics Canada. It met twelve times between January 2008 and the date of its dissolution in 2011.

Besides the CADMOL, the revised Roadmap structure (see annex E) features two committees: the Executive Sub-committee of Assistant Deputy Ministers on Official Languages (EX-CADMOL) and the Official Languages Program Interdepartmental Coordination Steering Committee (OLPICSC):

- Reporting to the CADMOL, the EX-CADMOL has a dozen or so members representing federal institutions playing a key role in OLP implementation. The members are in assistant deputy minister positions (or the equivalent). No information has been obtained concerning the meetings held since this committee's establishment in 2011.
- Reporting to the EX-CADMOL, the OLPICSC has around twenty members representing the Roadmap partner departments and agencies, the Privy Council Office, Treasury Board and Statistics Canada. The members are in director general positions (or the equivalent). The OLPICSC has met four times since its establishment in 2011.

Annex I – Level of satisfaction of the members of the Roadmap governance committees

In 2009, the OLACF-OLS carried out the only survey of the level of satisfaction of members of the Roadmap governance committees,⁴⁰ whereas such surveys should be carried out annually in order to follow the trends in the level of satisfaction of the members of certain committees related to the coordination of the Roadmap. Consisting of eight or nine questions, this survey conveys the points of view of the members of three of the four core committees which were part of the Roadmap governance structure at that time (see annex D): the CADMOL, IMCOLP and CCOLR. The response rates obtained are 24%, 49% and 49%, respectively. The survey results are positive overall. The level of satisfaction is higher on the CADMOL than on the IMCOLP or the CCOLR. In particular:

- The members of the CADMOL react positively to the following items: the support provided by the OLACF-OLS to ensure effective coordination; the support provided by the OLS to strengthen the outcomes and performance measurements of the official languages strategies; and the relevant advice and information provided by the OLACF-OLS.
- As regards the IMCOLP, the members react positively to the following items: the follow-up of Roadmap implementation; the support provided by the OLACF-OLS to strengthen the outcomes and performance measurements of the official languages strategies; the support provided by the OLACF-OLS to ensure consistency between the priorities, programs and reports, through the development of the HRMAF; and the support provided by the OLACF-OLS for making informed decisions.
- As regards the information that the OLACF-OLS provides to partner departments and agencies concerning their obligations under the *OLA*, there was an 80-percent positive response from the members of the IMCOLP. This rate is lower than the rate seen for other questions.
- The members of the CCOLR react positively to the following items: promotion of the establishment of partnerships to strengthen the capacity of federal institutions to carry out research; and the frequency of the CCOLR meetings to meet the Roadmap management needs.
- The CCOLR results were less than 75% for the following items: the usefulness of the CCOLR as a strategic mechanism for making senior government officials aware of the importance of official languages research; the OLACF-OLS's support for the

⁴⁰ CANADA. DEPARTMENT OF CANADIAN HERITAGE. *Official Languages Secretariat Survey*, PowerPoint presentation, no place of publication, December 9, 2009. Twenty-three slides. Presentation to the Committee of Assistant Deputy Ministers on Official Languages.

role of the CCOLR, in keeping with its mandate; and the relevant advice and information provided to the CCOLR by the OLACF-OLS.

Annex J – Quality of the information on outcomes

Information from the DPRs and RPPs

Tables J-1 and J-2 summarize the observations that emerge from an analysis of the RPPs and DPRs published by PCH for fiscal years 2008-2009, 2009-2010 and 2010-2011. These contain data provided by the various Roadmap partner departments and agencies on the achievement of outcomes.

As shown by Table J-1, of all the statements of actual results examined in the DPRs, approximately two-thirds (65.9%) provide a limited level of detail, as opposed to 30.9% that provide a moderate level of detail and barely 3.1% that provide a high level of detail. On average, these levels of detail correspond to DPR statements of actual results containing approximately 58 words, 229 words and 1,140 words, respectively, in connection with RPP statements of expected results, which feature a much less variable number of words. In 83.5% of cases, the statements of actual results provide no details on the monetary value of the related investments.

As regards the accent placed on various components of the results chain, Table J-1 shows that 7.2% of the statements of actual results that were examined deal with the activities only, as opposed to 9.3% that deal with the activities and outputs, 44.3% that deal with the outputs only, 25.8% that deal with the outputs and immediate outcomes, 1.0% that deal with the activities, outputs and immediate outcomes, and 12.4% that deal with the immediate outcomes only. Table J-2 reveals that, to a certain point, the choice of what components of the chain are focussed on in the statements of actual results is dictated by the accent placed on the various chain components in the statements of expected results appearing in the RPPs. The same table also shows that, in the cases where there is a difference in this respect between the statements of expected results and the statements of actual results, the difference usually translates as a move up the results chain. For example, it is more common for RPP statements of expected results focussing exclusively on the outputs to correspond to DPR statements of actual results that focus exclusively on the immediate outcomes, or on the outputs and immediate outcomes (rather than to statements of actual results that focus exclusively on the activities or on the activities and outputs).

A comparative analysis of 71 pairs of statements of expected results appearing in the RPPs and statements of actual results appearing in the DPRs shows that the expected results were fully achieved in 54.9% of cases, largely achieved in 16.9% of cases, somewhat achieved in 9.9% of cases, and not achieved in 5.6% of cases (see Table J-1). In 12.7% of cases, the available information is insufficient or inadequate for evaluating the degree to which the expected results were achieved.

Table J-1

Observations concerning the characteristics of the statements of actual results published in the DPRs, 2008-2009 to 2010-2011

Characteristics	Number of statements of actual results			Total
	2008-2009	2009-2010	2010-2011	
Level of detail				
Limited	17	24	23	64
Moderate	9	11	10	30
High	1	1	1	3
Total	27	36	34	97
Details concerning the monetary value of the investments				
Details provided	4	6	6	16
No details provided	23	30	28	81
Total	27	36	34	97
Accent placed on the components of the results chain				
Activities only	5	2	0	7
Activities and outputs	5	2	2	9
Outputs only	8	18	17	43
Outputs and immediate outcomes	5	9	11	25
Activities, outputs and immediate outcomes	0	1	0	1
Immediate outcomes only	4	4	4	12
Total	27	36	34	97
Degree to which the expected results were achieved (note 1)				
Results fully achieved	..	20	19	39
Results largely achieved	..	6	6	12
Results somewhat achieved	..	4	3	7
Results not achieved	..	1	3	4
Information insufficient or inadequate for evaluating the degree to which the expected results were achieved (note 2)	..	6	3	9
Total	..	37	34	71

Notes:

1. The degree to which the expected results were achieved cannot be evaluated for 2008-2009, because the RPP that was produced that year contains no statements of expected results.
2. This includes, for 2009-2010, a statement not considered elsewhere in the table and formulated as follows: "No actual result identified."

Sources: CANADA. DEPARTMENT OF CANADIAN HERITAGE. *2008-2009 Departmental Performance Report*, Supplementary Information (Tables), no place or date of publication (consulted in September 2011). On the Internet: URL: <http://www.tbs-sct.gc.ca/dpr-rmr/2008-2009/inst/pch/st-tspr-eng.asp?format=print>; CANADA. DEPARTMENT OF CANADIAN HERITAGE. *2009-2010 Departmental Performance Report*, Supplementary Information (Tables), no place or date of publication (consulted in September 2011). On the Internet: URL: <http://www.tbs-sct.gc.ca/dpr-rmr/2009-2010/inst/pch/st-tspr-eng.asp?format=print>; CANADA. DEPARTMENT OF CANADIAN HERITAGE. *2010-2011 Departmental Performance Report*, Supplementary Information (Tables), no place or date of publication (consulted in November 2011). On the Internet: URL: <http://www.tbs-sct.gc.ca/dpr-rmr/2010-2011/inst/pch/st-tspr-eng.asp?format=print>.

Table J-2

Observations concerning the degree of correspondence between the statements of expected results published in the RPPs and the statements of actual results published in the DPRs, from the standpoint of the accent placed on the various components of the results chain, 2009-2010 and 2010-2011

Accent placed on the components of the results chain in the statements of expected results (note)	Accent placed on the components of the results chain in the statements of actual results							
	Activities only	Activities and outputs	Outputs only	Outputs and immediate outcomes	Activities, outputs and immediate outcomes	Immediate outcomes only	No actual result identified	
2009-2010								
Activities only			1	3				4
Activities and outputs			1					1
Outputs only	2	2	15	4	1	4	1	29
Outputs and immediate outcomes								0
Activities, outputs and immediate outcomes				1				1
Immediate outcomes only				1				1
No expected result identified			1					1
Total	2	2	18	9	1	4	1	37
2010-2011								
Activities only			4	3		2		9
Activities and outputs		1	1					2
Outputs only		1	11	4		2		18
Outputs and immediate outcomes			1	3				4
Activities, outputs and immediate outcomes								0
Immediate outcomes only				1				1
No expected result identified								0
Total	0	2	17	11	0	4	0	34

Note: Only the years 2009-2010 and 2010-2011 are considered, because the 2008-2009 RPP contains no statements of expected results.

Sources: CANADA. DEPARTMENT OF CANADIAN HERITAGE. *2008-2009 Departmental Performance Report*, Supplementary Information (Tables), no place or date of publication (consulted in September 2011). On the Internet: URL: <http://www.tbs-sct.gc.ca/dpr-rmr/2008-2009/inst/pch/st-tspr-eng.asp?format=print>; CANADA. DEPARTMENT OF CANADIAN HERITAGE. *2009-2010 Report on Plans and Priorities*, Supplementary Information (Tables), no place or date of publication (consulted in September 2011). On the Internet: URL: <http://www.tbs-sct.gc.ca/rpp/2009-2010/inst/pch/st-tspr-eng.asp?format=print>; CANADA. DEPARTMENT OF CANADIAN HERITAGE. *2009-2010 Departmental Performance Report*, Supplementary Information (Tables), no place or date of publication (consulted in September 2011). On the Internet: URL: <http://www.tbs-sct.gc.ca/dpr-rmr/2009-2010/inst/pch/st-tspr-eng.asp?format=print>; CANADA. DEPARTMENT OF CANADIAN HERITAGE. *2010-2011 Report on Plans and Priorities*, Supplementary Information (Tables), no place or date of publication (consulted in September 2011). On the Internet: URL: <http://www.tbs-sct.gc.ca/rpp/2010-2011/inst/pch/st-tspr-eng.asp?format=print>; CANADA. DEPARTMENT OF CANADIAN HERITAGE. *2010-2011 Departmental Performance Report*, Supplementary Information (Tables), no place or date of publication (consulted in November 2011). On the Internet: URL: <http://www.tbs-sct.gc.ca/dpr-rmr/2010-2011/inst/pch/st-tspr-eng.asp?format=print>.

Data from the OLPIMS

Table J-3 summarizes the observations that emerge from an analysis of the data extracted from the OLPIMS following an initial round of data-gathering performed in 2011. The 206 indicators included in the OLPIMS are all considered in this analysis, although, as of October 2011, only nine of the fifteen Roadmap partner departments and agencies had provided details on the performance of their initiatives.

As shown in the table, the great majority (81.6%) of the 206 performance indicators in the OLPIMS are quantitative. Only 15.5% of them are qualitative, while indicators that are both quantitative and qualitative represent only 2.9% of the total.

For 86.9% of the indicators, the OLPIMS sets one or more performance targets. This proportion tends to decrease as the level rises, falling from 96.3% for the indicators at the contribution outputs level to 66.7% for the indicators at the Roadmap intermediate outcomes level.

For 77.2% of the indicators, the deadline for achieving the performance target(s) is 2013 or earlier. This proportion tends to rise with the level, from 70.1% for the indicators at the contribution outputs level to 94.4% for the indicators at the Roadmap intermediate outcomes level. Note that, at the outputs level, 27.1% of the indicators are accompanied by cyclical performance targets.

The OLPIMS provides complete or partial reference data for 37.4% of the indicators. In 34.5% of cases, the system reports no reference data. Such data is not applicable for 28.2% of the indicators.

For 9.2% of the indicators, the OLPIMS contains no data on the degree of target attainment, while, in 25.2% of cases, the partner departments and agencies state that information on the outcomes is unavailable. For 13.6% of the indicators, the information provided by the partner departments and agencies does not make it possible to determine the degree of target attainment. In all other cases (51.9% of the total), the partner departments and agencies report a concrete performance, which is almost always positive: target(s) reached, target(s) partially reached or target(s) in the process of being reached. This last statistic tends to fall as the level rises, from 68.2% for the indicators at the contribution outputs level to 11.1% for the indicators at the Roadmap intermediate outcomes level.

It is interesting to note that, as regards the indicator “percentage of documents submitted that are error-free,” which is associated with the initiative (OLACF), the OLACF-OLS indicates, in the OLPIMS, that 100% of the documents submitted by the partner departments and agencies are completely error-free. However, this statistic is not accompanied by any explanatory comments or details from the OLACF-OLS.

Table J-3

Observations on the characteristics of the statements of declared results in the OLPIMS,
by indicator level, as of October 2011

Characteristics	Indicator level				Total
	Roadmap intermediate outcome	Roadmap immediate outcome	Contribution outcome	Contribution output	
Type of indicator					
Quantitative	13	24	44	87	168
Qualitative	5	1	9	17	32
Quantitative/qualitative	0	1	2	3	6
	18	26	55	107	206
Performance target(s)					
Set	12	21	43	103	179
To be determined	6	5	9	1	21
Not applicable	0	0	3	3	6
	18	26	55	107	206
Deadline for achieving the performance target(s)					
2008	0	0	0	1	1
2009	0	0	1	8	9
2010	0	1	2	8	11
2011	2	3	4	4	13
2012	0	2	1	3	6
2013	15	19	34	51	119
2014	0	0	3	0	3
Annual	0	0	6	29	35
Cyclical	0	1	1	0	2
Not applicable	1	0	3	3	7
	18	26	55	107	206
Reference data					
Available	5	11	17	40	73
Partially available	1	1	1	1	4
Unavailable or pending	11	10	26	24	71
Not applicable	1	4	11	42	58
	18	26	55	107	206
Degree of target attainment					
Target(s) reached or already reached	1	3	15	45	64
Target(s) partially reached or in the process of being reached	1	4	9	26	40
Target(s) not reached or not yet reached	0	1	0	2	3
Information was provided, but it does not make it possible to determine the degree of target attainment	3	7	10	8	28
Results unavailable	10	10	15	17	52
No information provided (note)	3	1	6	9	19
	18	26	55	107	206

Note: Only nine of the fifteen partner departments and agencies, responsible for 25 of the 32 Roadmap initiatives, provided information on the performance of these initiatives.

Sources: *Performance Measurement Strategy*, no place or date of publication [2010]. Excel spreadsheet; Preliminary data extracted from the Official Languages Performance and Information Management System, no place or date of publication [October 2011]. Excel spreadsheet.

Annex K – Highlights of the on-line survey

An invitation to take part in the on-line survey was sent to sixteen representatives of Roadmap partner departments and agencies responsible for entering data into the OLPIMS. Two of these representatives declined the invitation. Of the fourteen other individuals, ten took part in the whole survey, and four answered certain questions only.

The main observations that emerge from the on-line survey can be summarized as follows:

- Forty percent of the respondents say they are very satisfied with the OLPIMS as an accountability tool for Roadmap-related initiatives. An identical percentage of respondents believe that the accountability tool is somewhat satisfying.
- As regards the effect that the OLPIMS has on accountability concerning Roadmap-related initiatives, 30% of the respondents say that the tool contributes to a major improvement in accountability, 40% say that it contributes to a slight improvement in accountability, and 30% say that it has no effect on accountability.
- As regards the ease with which the OLPIMS can be used for accountability concerning Roadmap-related initiatives, 50% of the respondents believe that the tool is very easy to use, and 50% consider it rather easy to use.
- The respondents express widely differing views concerning the effect that the information provided to the OLACF-OLS (through the OLPIMS) will have in the future with regard to adjustments or changes made in the Roadmap-related initiatives. Ten percent of them believe that the information will make a major contribution to the adjustments or changes that are made, 30% believe that the contribution will be slight, 20% say that the information will have no effect, and 20% indicate that their department or agency will make no adjustments or changes in its initiatives.
- Finally, 10% of the respondents believe that the OLPIMS will greatly facilitate the follow-up and evaluation of initiative implementation, while 50% believe that the system will slightly facilitate follow-up and evaluation. Four out of ten respondents preferred not to answer this question.

Annex L – Financial data

Table L-1 presents a breakdown of the \$13.5-million allocation provided to the OLACF-OLS for the period from 2008 to 2013, by activity listed in the logic model (see annex C) and by budget item.

Table L-1
Breakdown of the allocation for the OLACF-OLS, 2008 to 2013

Heading	Amount (\$ millions)	Proportion
By activity		
Evaluating the needs and developing the official languages strategies	5.0	37.0%
Coordinating the government's actions in the field of official languages	1.3	9.6%
Analysing and disseminating official languages research work	1.5	11.1%
Supporting the Minister of Official Languages and senior executives	2.6	19.3%
Planning and coordinating partner accountability	3.1	23.0%
Total	13.5	100.0%
By budget item		
Wages	6.8	50.7%
Operating and maintenance	4.4	32.6%
Employee benefits	1.4	10.1%
Accommodations	0.9	6.6%
Total	13.5	100.0%

Sources: Budget by activity (Annex E) provided by the OLS; OLS, *Results-based Management and Accountability Framework (RMAF) and Risk-Based Audit Framework (RBAF)*, November 10, 2008.

Table L-2
Breakdown of the actual expenditures of the OLACF-OLS, by budget item,
2008-2009 à 2011-2012

Heading	Amount (dollars)			
	2008-2009	2009-2010	2010-2011	2011-2012 (note)
Wages and compensation	1,019,777	1,378,692	1,172,230	1,146,333
Goods and services	893,777	245,960	153,291	137,586
Travel, conferences, food and lodging		46,257	70,760	16,585
Total	1,913,553	1,670,909	1,396,281	1,300,505

Note: As of February 28, 2012.

Source: Financial data provided by the OLS.