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ACCOUNTABILITY FRAMEWORK

Action Plan for Official Languages 2018–2023

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ACCOUNTABILITY FRAMEWORK ACTION PLAN FOR OFFICIAL LANGUAGES 2018–2023

INTRODUCTION

The Action Plan for Official Languages 2018–2023 reaffirms the government's commitment to official languages. The new investments provided for in the Action Plan will contribute to achieving the short-, medium- and long-term objectives for strengthening Canada's two official languages. In addition to existing programs, these investments bring the total permanent funding to \$2.7 billion over five years (2018–2023).

This evidence based and results oriented framework describes the methods used to track the new initiatives in the 2018–2023 Action Plan, the related accountability, and the reporting commitments.

THE ACTION PLAN IN BRIEF

On March 28, 2018, the Prime Minister of Canada unveiled a new Action Plan for Official Languages 2018–2023 (Action Plan). Effective April 1, 2018, the Action Plan injects new federal investments totalling \$410 million in many areas, including education in official language minority communities, second language learning, immigration, health care, early childhood and justice.

The Action Plan addresses, in a targeted manner, worrying trends in official languages that were brought to light in recent research. *Language Projections for Canada, 2011 to 2036*,¹ noted a decline in the relative weight of Francophones across the country, particularly in Francophone minority communities (from 3.9% in 2011 to between 3% and 3.6% in 2036, compared with 6.1% in 1971). Moreover, the projected increase in French-English bilingualism in Canada will be largely attributable to Francophones in Quebec (from 43% in 2011 to approximately 52% in 2036), whereas bilingualism in Canada outside Quebec is expected to decrease from 9.8% in 2011 to between 8.9% and 9.2% in 2036.

Through to these new investments of \$410 million over five years, the Action Plan for Official Languages 2018–2023 looks to act: it supports 27 initiatives across seven departments and agencies, including 12 new activities and enhancements to 15 current activities.

Canadian Heritage, Immigration, Refugees and Citizenship Canada, Health Canada, Employment and Social Development Canada, the Public Health Agency of Canada, Justice Canada and Statistics Canada will all contribute, through their efforts, to supporting the vitality

of official language minority communities, encouraging immigration to minority communities, and promoting Through our two official languages as well as second official language learning.

The \$410 million in new investments is allocated as follows:

- Strengthening our communities (\$238.99 million)
- Strengthening access to services (\$69.09 million)
- Promoting a bilingual Canada (\$98.92 million)
- Stabilizing Statistics Canada's language statistics section (\$3 million)

These new investments are in addition to the approximately \$90 million over five years announced in 2017, predominantly dedicated to official language minority communities, as well as the permanent funding for the many existing programs launched through the *Roadmap for Canada's Linguistic Duality 2008–2013*, the *Roadmap for Official Languages 2013–2018* and the *Action Plan for Official Languages 2003–2008*, or those programs that were part of an existing base prior to 2003. This brings the federal government's investment in official languages to a total of \$2.7 billion over five years.

Table 1 presents the breakdown, by department and agency, of the new investments planned under the Action Plan for Official Languages 2018–2023, while Appendix A provides a detailed list of the Government of Canada's investments in official languages for the same period.

1. *Language Projections for Canada, 2011 to 2036*, Statistics Canada, January 2017, <https://www150.statcan.gc.ca/n1/en/pub/89-657-x/89-657-x2017001-eng.pdf?st=qQqN1hOi>.

TABLE 1 BREAKDOWN OF NEW INVESTMENTS IN THE 2018–2023 ACTION PLAN

Note: Appendix A presents all investments in official languages for the same period.

Federal Institutions	Activities	Investments (in millions of dollars)
Canadian Heritage	Additional funding for community organizations	57.37
	Enhancement of the Community Cultural Action Fund	11.16
	Funding for Quebec English-speaking communities	5.28
	Strengthening community media and radio	14.53
	Support for community spaces – infrastructure	67.25
	Strengthening strategic investment capacity	10.00
	Support to Civic Community School Initiative	5.25
	Recruitment of teachers for minority community schools	31.29
	Mobile application for learning French and English as a second language	16.50
	Enhanced support for Explore language bursaries	21.00
	Enhanced support for Odyssey official-language monitors	17.50
	Bursaries for post-secondary education in French as a second language	12.60
	Recruitment of teachers for French immersion schools	31.29
	TOTAL	301.02
Immigration, Refugees and Citizenship Canada	Francophone integration pathway	36.56
	Cooperation and Accountability	4.20
	TOTAL	40.76
Employment and Social Development Canada	Additional funding for community organizations	4.50
	Support for early childhood development	20.00
	TOTAL	24.50
Health Canada	Additional funding for community organizations	4.40
	Enhancement of the Official Languages Health Contribution Program	12.50
	TOTAL	16.90
Public Health Agency of Canada	Enhanced early childhood health promotion programming	10.00
	TOTAL	10.00
Justice Canada	Additional funding for Access to Justice in Both Official Languages Support Fund	10.00
	Core funding to justice organizations	3.75
	TOTAL	13.75
Statistics Canada	Additional, continued support to the language statistics section	3.00
	TOTAL	3.00
TOTAL	Total number of activities: 23	409.93

REFLECTION OF STAKEHOLDER PERSPECTIVES

The development of the Action Plan took into account Canadians' perspectives and points of view. On June 17, 2016, the Honourable Mélanie Joly, Minister of Economic Development and Official Languages (then Minister of Canadian Heritage at the time), launched cross country consultations on official languages. These consultations were a first and important first step toward meeting one of the mandate commitments, namely, to develop a new multi-year action plan for official languages.

The consultations relied on a variety of methods and approaches, including a strong public component involving interested Canadians and stakeholders. Within that context, 22 round tables were held across the country from June to November 2016, bringing together 352 participants. Media representatives attended each event as observers, and six of the events were broadcast live on the Web.

An online questionnaire also provided all Canadians with an opportunity to express their views on official languages. When the questionnaire response period ended on December 8, 2016, 6,375 people had participated. In addition, Canadian Heritage received and analyzed more than 100 submissions from interested individuals and organizations.

On December 8, 2016, the Minister and her parliamentary secretary chaired a working day in Ottawa to present the initial findings of these consultations to the heads of networks of representative organizations working in minority communities and working to promote linguistic duality.

Implementation of the Action Plan following the March 28, 2018 announcement was based on collaboration with community stakeholders and other levels of government. From June 2018 to March 2019, a number of dialogue sessions were held to set the parameters for implementing approximately ten measures from the Action Plan. The "by and for" approach, which places communities at the heart of decision making and the management of programs and initiatives essential to their development and vitality, was the key focus of these discussions.

AN APPROACH CENTRED ON ACHIEVING MEASURABLE OBJECTIVES

The Action Plan for Official Languages 2018–2023 explicitly aims to achieve measurable short-, medium- and long-term objectives, using evidence-based research and focusing on the vitality of official language minority communities and the bilingualism of Canadians.

Short term: The years 2018–2019 and 2019–2020 bring the initial results, namely, the launch and implementation of the Action Plan's 27 activities (new or enhanced).

Medium term: In 2027, halfway between 2018 and 2036, federal institutions will take stock of their progress. Since the current Action Plan is a five-year plan, partners will be asked to complete an interim update on their progress by 2023 and be given the opportunity to adjust their focus as required.

Long term: The 2036 horizon for Statistics Canada's demolingistic projections will serve as the long-term baseline.

Thus, the 27 activities of the Action Plan collectively contribute to the following **four long-term shared outcomes**:

- a. Restoring and maintaining the relative weight of Francophones outside Quebec over the long term (to 4% by 2036);
- b. Supporting the vitality of English-speaking communities in Quebec, particularly in the regions;
- c. Increasing the rate of bilingualism among English speakers outside Quebec (from 6.8% to 9% by 2036), thereby increasing the individual bilingualism rate of the Canadian population (from 17.5% to 20% by 2036); and
- d. Strengthening the official languages research capacity of the public service.

DATA SOURCES

The data used to measure the shared outcome and specific outcome indicators for the various activities will come from a variety of existing sources, including censuses, administrative data and annual reports.

In order to improve the data available to measure the medium- and long term outcomes of the implementation of Canadian Heritage's Official Languages Support Programs, for instance, the Official Languages Branch of Canadian Heritage will also conduct a longitudinal impact study of its programs on community development and the promotion of linguistic duality.

In addition, data associated with some of the indicators will be collected through the following:

- A survey administered every two years by Canadian Heritage to a sample of Canadians. This survey will be based on a public opinion survey commissioned by Canadian Heritage in 2012, 2016 and 2018 entitled "Attitudes and Perceptions of the Canadian Population Towards Canada's Official Languages"; and
- A survey of a sample of Canadians self identifying as members of an official language minority community, conducted by Canadian Heritage at least every five years. This survey will build on surveys previously conducted in 2006 and 2002. Since this type of survey is considerably more expensive to conduct, Canadian Heritage commits to conducting it every five years, or more frequently if resources are available.

Table 2 presents, for the 27 activities of the Action Plan, the four shared outcomes, their indicators, targets and respective data sources.

**TABLE 2: SHARED OUTCOMES
(LONG-TERM: 2036)**

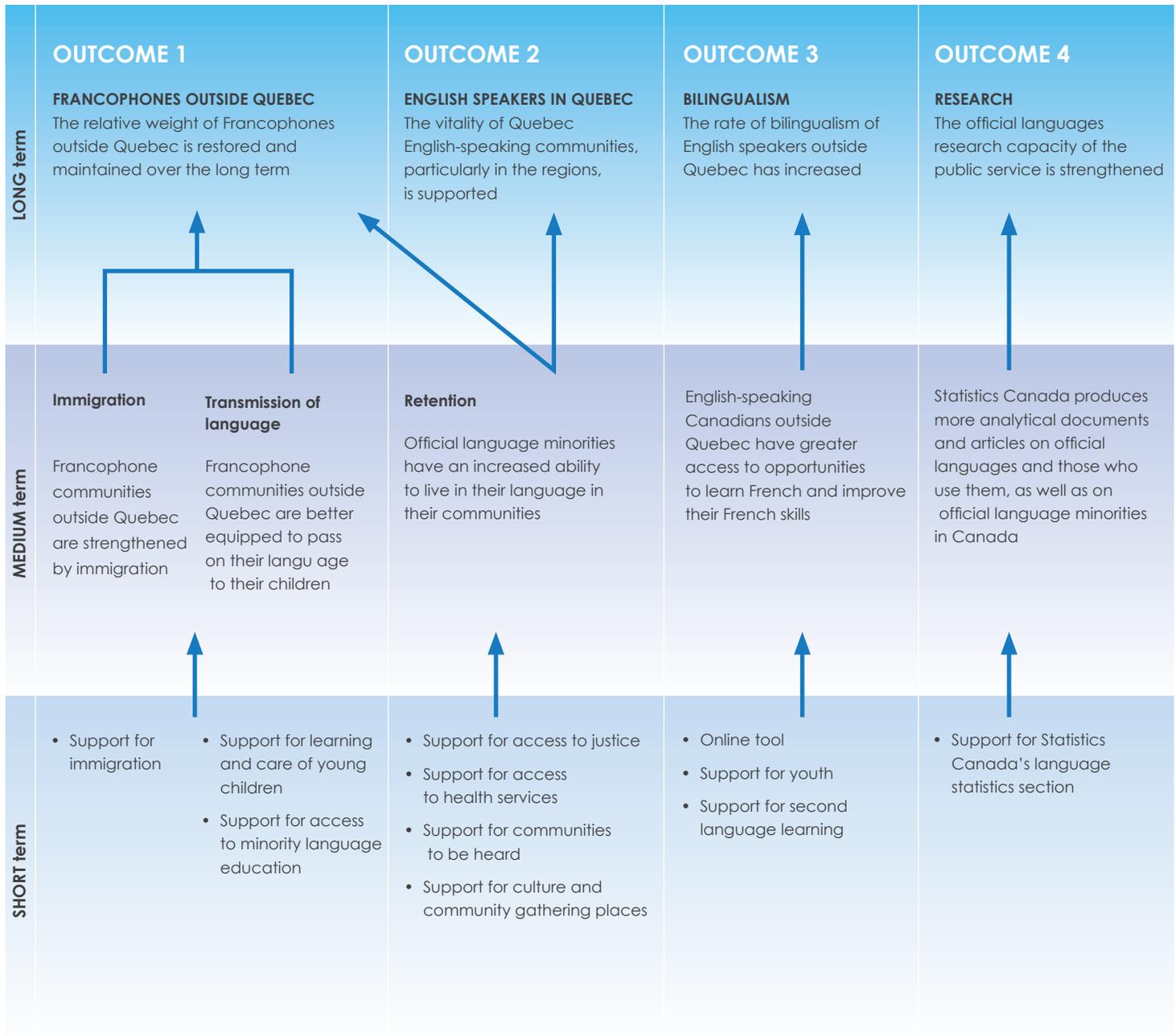
Shared Outcomes	Performance Indicator(s)	Target(s)	Data Strategy
<p>1 FRANCOPHONES OUTSIDE QUEBEC</p> <p>The relative weight of Francophones outside Quebec is restored and maintained over the long term</p>	<ul style="list-style-type: none"> Percentage of Francophones outside Quebec (Census) 	<ul style="list-style-type: none"> Restore from 3.8% to 4% and maintain at 4% by 2036 	<ul style="list-style-type: none"> Census data (every five years)
<p>2 ENGLISH-SPEAKERS IN QUEBEC</p> <p>The vitality of English speaking communities in Quebec, particularly in the regions, is supported</p>	<ul style="list-style-type: none"> Percentage of English-speakers in Quebec who report that, in the last five years, they have seen an improvement in access to services offered in their language in their community² 	<ul style="list-style-type: none"> Baseline and target to be established in 2020 following the release of the first edition of the survey of official language minority communities, conducted in 2019³ 	<ul style="list-style-type: none"> Data from the survey of official language minority communities conducted by Canadian Heritage (every five years)
<p>3 BILINGUALISM</p> <p>The rate of bilingualism of English-speakers outside Quebec has increased</p>	<ul style="list-style-type: none"> Rate of bilingualism of English-speakers outside Quebec (Census) 	<ul style="list-style-type: none"> 6.8% to 9% by 2036 	<ul style="list-style-type: none"> Census data (every five years)
<p>4 RESEARCH</p> <p>The official languages research capacity of the federal public service is stronger</p>	<p><i>Through the following objective: Statistics Canada produces more analytical documents and articles on official languages and those who use them, as well as on official language minorities in Canada.</i></p> <ul style="list-style-type: none"> Number of initiatives (statistical information products and research activities). Number of products consulted on the website. Satisfaction of clients regarding the statistical information produced and consulting services provided 	<ul style="list-style-type: none"> 22 initiatives each year (compared to 10 in 2017–2018). Baselines and targets will need to be elaborated further, both for the number of consultations and for satisfaction. 	<ul style="list-style-type: none"> Number of initiatives annually Number of Web visits Client survey

The following diagram of outcomes illustrates the connections between the three outcome levels.

2. The 2019 survey of official language minority communities contains various questions to measure the vitality of Quebec English-speaking communities. Department of Canadian Heritage, *Study on the appreciation and perception of Canada's two official languages among official language minority communities: final report, 2019*, <https://bac-lac.on.worldcat.org/oclc/1136832357>.

3. Ibid.

**DIAGRAM OF OUTCOMES
FROM THE ACTION PLAN 2018-2023**



GOVERNMENT ACTION THAT CONTRIBUTES TO COMPLEX SOCIAL CHANGE

Each of the long-term outcomes is the result of a complex interplay of factors, most of which are beyond the control of the federal government. The Action Plan activities contribute to these outcomes, but are but one of many variables affecting their long-term achievement.

The relative weight of the Francophone population outside Quebec, for example, depends not only on Francophone immigration, the retention of Francophones in official language minority communities, and the intergenerational transmission of French, but also on factors such as the relative growth of the English-speaking population and the economic factors affecting national immigration rates and interprovincial migration rates. These latter factors, however, fall outside the scope of the Action Plan.

The complex interplay of factors external to the Action Plan highlights the challenge of measuring its impacts. Government action in the area of official languages is intended to contribute to the desired social changes as a whole. Under no circumstances can government action claim sole responsibility for achieving the social goals expressed here as long-term outcomes. The adoption of a contribution logic for the activities of the Action Plan is therefore necessary: it situates government action not only in the social context resulting from the interplay of multiple factors, but also in light of individual choices.

Lastly, it may be difficult to distinguish the specific outcomes of the Action Plan from other official languages activities carried out by the federal government. However, each of the activities included in the overall government action is evaluated regularly, and these activities are continually being improved continuously to increase their effectiveness.

GOVERNANCE STRUCTURE OF THE ACTION PLAN

Canadian Heritage is responsible for the interdepartmental coordination of the Action Plan.

Under Part VII of the *Official Languages Act* (the Act), Canadian Heritage, in consultation with other federal institutions, is responsible for encouraging and promoting a coordinated approach to the implementation of commitments regarding the vitality of English and French linguistic minority communities and fostering the full recognition of both English and French.

Canadian Heritage is also responsible for the interdepartmental coordination of official languages, taking on a role in strategic monitoring and the development and coordination of the government's five-year official languages strategies, such as the Action Plan.

A number of existing structures, including the Committee of Assistant Deputy Ministers on Official Languages (CADMOL) and the Council of the Network of Official Languages Champions, support interdepartmental coordination efforts.

CADMOL, which brings together representatives of a number of federal institutions, has a mandate to support and monitor the development of official languages programs and policies. Like the Council of the Network of Official Languages Champions, CADMOL contributes to fostering coordinated government action on official languages and the related outcomes for Canadians. CADMOL focuses its leadership on three main priorities: the language of work in the federal public service, the five year federal strategies on official languages (the current Action Plan) and the management of other issues of interest in relation to the Act. CADMOL has tasked the Steering Committee on Federal Horizontal Strategies with monitoring the implementation of the Action Plan. This committee, made up of the directors general responsible for Action Plan initiatives, meets regularly and reports to CADMOL on the implementation of the Action Plan.

MONITORING AND REPORTING

Although the reporting commitments set out in the 2018–2023 Action Plan are based on broader objectives, annual reporting on the government's current actions in relation to official languages will continue. This exercise will rest on three mechanisms:

- The Canadian Heritage Annual Report on Official Languages, tabled in Parliament by the Minister of Economic Development and Official Languages⁴;
- A table of expenditures published annually on the Canadian Heritage website, which will include:
 - federal organizations and their initiatives;
 - total allocations (from implementation date to completion date);
 - forecasted spending;
 - actual spending;
 - results obtained.
- The departmental results reports from the departments and agencies that are implementing the new 2018–2023 Action Plan initiatives, as well as from those that are implementing existing official languages programs and initiatives (refer to Appendix A for a detailed list).

This annual reporting, included in the Annual Report on Official Languages and on the Canadian Heritage website, will enable the Department, which coordinates the implementation of the five-year strategies and the commitments declared in Part VII of the Act, to account for this ongoing funding. The follow-ups to the 2018–2023 Action Plan are in addition to a reporting practice well established since 2013 through which the results achieved by federal institutions and the best practices for implementing commitments to support minority communities and promote English and French will continue to be reflected in the Canadian Heritage Annual Report on Official Languages.

In addition to tracking the objectives and targets of the Action Plan, Canadian Heritage will report annually on the total investments in official languages, specifically, \$2.7 billion over five years.

Likewise, all federal institutions that have official languages programs and initiatives will continue to be accountable through their reporting tools and mechanisms, including their departmental results reports and program evaluations⁵.

These practices will make it possible for Canadians to track all government actions in official languages and assess their results.

4. The Minister of Economic Development and Official Languages exercises, by Order in Council, the responsibilities and powers conferred on the Minister of Heritage by the *Official Languages Act*.

5. The Treasury Board Policy on Results sets out the fundamental requirements for Canadian federal departmental accountability for performance information and evaluation, while highlighting the importance of results in management and expenditure decision making, as well as public reporting: <https://www.tbs-sct.gc.ca/pol/doc-eng.aspx?id=31300>.

HORIZONTAL EVALUATION OF THE ACTION PLAN

In addition to the reporting mechanisms described in the previous section, the Action Plan will be subject to a horizontal evaluation conducted by the Evaluation Services Directorate (ESD) of Canadian Heritage, in compliance with the Treasury Board Policy on Results⁶. The evaluation is anticipated in 2021–2022.

The horizontal evaluation will measure the general relevance and overall performance of Action Plan initiatives and provide decision makers with findings and recommendations that are useful in their review of the relevance and terms of a future federal strategy on official languages, beyond 2022–2023. This exercise will benefit the deputy heads of Action Plan partner departments and agencies, CADMOL and, ultimately, the decision-makers. Once completed, the horizontal evaluation will be published on the Canadian Heritage website.⁷

ACCOUNTABILITY OF ACTION PLAN PARTNERS AND ALL FEDERAL INSTITUTIONS

All federal institutions, regardless of whether they are Action Plan partners, have responsibilities and must take measures to comply with the various provisions of the Act. The Action Plan in no way changes the official languages obligations and responsibilities of the government and federal institutions. On the contrary, it seeks to further promote official languages, without, however, changing the obligation of each federal institution to take positive measures to enhance the vitality of official language minority communities in Canada and to support and assist their development in accordance with Part VII of the Official Languages Act.

All federal institutions, including Action Plan partners, must take into account their official languages obligations in developing and implementing their policies and programs and, ultimately, must promote official languages. Furthermore, each Action Plan partner institution is responsible for the implementation of its activities, the performance measurement strategy associated with those activities, and the achievement of the expected outcomes.

6. Ibid.

7. Canadian Heritage program evaluations are available on its website: <https://www.canada.ca/en/canadian-heritage/corporate/publications/evaluations.html>

APPENDIX A
GOVERNMENT OF CANADA INVESTMENTS
IN OFFICIAL LANGUAGES 2018-2023⁸

Federal Institutions	Activities	Investments (in millions of dollars)
Canadian Heritage	Development of Official Language Minority Communities Program	
	Minority language education (federal-provincial/territorial agreements)	805.10
	Cooperation with the non-governmental sector (minority language organizations)	8.75
	Intergovernmental cooperation on minority language services (federal-provincial/territorial agreements)	81.00
	Cooperation with the community sector (minority language organizations)	159.50
	Strategic funds	22.50
	Community Cultural Action Fund	10.00
	Support for school and community infrastructure	28.00
	Enhanced support for French-language services in the territories	60.00
	TOTAL-Development of Official Language Minority Communities Program	1,174.85
	New Investments in the 2018–2023 Action Plan	
	Support for community spaces - infrastructure (enhanced)	67.24
	Increase in core funding for organizations (enhanced)	57.39
	Enhancement of the Community Cultural Action Fund (enhanced)	11.16
	Fund for Quebec English-Speaking Communities (new)	5.28
	Strengthening community media and radio - strategic support (new)	10.01
	Strengthening community media and radio - ensure continuity (enhanced)	4.51
	Strengthening strategic investment capacity (enhanced)	10.00
	Support to Civic Community School Initiative - community partnerships with schools (new)	5.28
	Recruitment of teachers for minority community schools (new)	31.31
	TOTAL-New Investments-Development of Official Language Minority Communities Program	202.18
	Enhancement of Official Languages Program	
	Support for second language learning (federal-provincial/territorial agreements)	448.00
	Cooperation with the non-governmental sector (second language organizations)	4.85

8. Additionally, all federal institutions spend sums each year to meet their obligations under the *Official Languages Act* (language of communications and of services, language of work, etc.). These sums are not accounted for here.

Federal Institutions	Activities	Investments (in millions of dollars)
Canadian Heritage	Summer language bursaries (Explore, Destination Clic)	84.50
	Official languages monitors (Odyssey)	35.50
	Promotion of linguistic duality (appreciation and rapprochement)	18.50
	Promotion of bilingual services in the voluntary sector	1.10
	Support for interpretation and translation	2.50
	Young Canada Works in Both Official Languages	19.83
	TOTAL-Official Languages Enhancement Program	614.78
	New Investments in the 2018–2023 Action Plan	
	Program for learning English and French as a second language (new)	16.50
	Enhanced support for Explore language bursaries	21.00
	Enhanced support for Odyssey official languages monitors	17.50
	Bursaries for post secondary education in French as a second language	12.59
	Recruitment of teachers for French immersion and French as a second language programs (new)	31.31
	TOTAL-New Investments, Enhancement of Official Languages Program	98.90
	Other Canadian Heritage Programs	
	Exchanges Canada (official languages initiative)	11.25
	Music Showcases for Artists from official language minority communities	5.75
	National Translation Program for Book Publishing	4.00
	TOTAL-Other programs	21.00
	TOTAL-Department of Canadian Heritage	2,111.71
Canada Council for the Arts	Market Access Strategy for Artists from official language minority communities	2.75
	TOTAL-Canada Council for the Arts	2.75
Immigration, Refugees and Citizenship Canada	Immigration to official language minority communities initiative	29.50
	TOTAL	29.50
	New Investments in the 2018-2023 Action Plan	
	Francophone immigration - Francophone integration pathway (enhanced)	36.56
	Francophone immigration - cooperation and accountability (enhanced)	4.20
	TOTAL	40.76
TOTAL- Immigration, Refugees and Citizenship Canada	70.26	
Employment and Social Development Canada	Social Partnership Initiative in official language minority communities	4.00
	Literacy and Essential Skills Initiative for official language minority communities	7.5
	Enabling Fund for official language minority communities (skills and employment)	69.00
	TOTAL	80.50

Federal Institutions	Activities	Investments (in millions of dollars)
Employment and Social Development Canada	New Investments in the 2018–2023 Action Plan	
	Increase in core funding for organizations (enhanced)	4.50
	Support for early childhood development - training (new)	13.23
	Support for early childhood development - support for the opening of daycare centres and services (new)	6.85
	TOTAL	24.58
	TOTAL-Emploi et Développement social Canada	105.08
Health Canada	Official Languages Health Program (OLHP) (networks, training of health professionals and access to health services projects)	174.30
	TOTAL	174.30
	New Investments in the 2018-2023 Action Plan	
	Increase in core funding for organizations (enhanced)	4.40
	Enhancement of the OLHP - training and retention of human resources in health (enhanced)	5.00
	Enhancement of the OLHP - strengthening the capacity of English speaking community health networks in Quebec (enhanced)	3.50
	Enhancement of the OLHP – access to health services innovative projects (enhanced)	4.00
	TOTAL	16.90
TOTAL-Health Canada	191.20	
Public Health Agency of Canada (new)	Enhanced early childhood health promotion programming (enhanced)	10.00
	TOTAL-Public Health Agency of Canada	10.00
Justice Canada	Networks, training and access to justice services	40.20
	Contraventions Act Fund	49.60
	TOTAL	89.80
	New Investments in the 2018–2023 Action Plan	
	Increase in core funding for organizations (new)	3.75
	Additional funding for Access to Justice in Both Official Languages Support Fund (enhanced)	10.00
	TOTAL	13.75
TOTAL-Justice Canada	103.55	

Federal Institutions	Activities	Investments (in millions of dollars)
Innovation, Science and Economic Development and partner economic development agencies	Economic Development Initiative (Cooperation) <i>Innovation, Science and Economic Development Canada (coordination)</i> <i>Atlantic Canada Opportunities Agency</i> <i>Canada Economic Development for Quebec Regions</i> <i>Canadian Northern Economic Development Agency (CanNor)</i> <i>Federal Economic Development Agency for Northern Ontario</i> <i>Federal Economic Development Agency for Southern Ontario</i> <i>Western Economic Diversification Canada</i>	30.50
	TOTAL- Innovation, Science and Economic Development, and partner economic development agencies	30.50
Statistics Canada (new)	Additional, continued support to Statistics Canada's language statistics section (enhanced)	3.00
	TOTAL-Statistics Canada	3.00
National Research Council Canada	Strengthening language industries and technologies	10.00
	TOTAL-National Research Council of Canada	10.00
Public Services and Procurement Canada	Language Portal of Canada	16.00
	TOTAL-Public Services and Procurement Canada	16.00
TOTAL-New investments in the 2018–2023 Action Plan		410.07
GRAND TOTAL		2,654.05

